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Part 1 of 2

FOOD FOR PEACE

AN EVALUATION OF PL480 TITLE II

VOLUME TWO

EVALUATIONS OF EIGHT COUNTRY PROGRAMS

CHECCHI & COMPANY

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INTRODUCTORY NOTE

This is Volume Two of a two-volume study of the PL 480 Title II Program. The study was prepared by Checchi and Company under Contract No. AID/csd-3378 with the Agency for International Development. AID's Office of Program Evaluation sponsored the study and served as contracting party, while the Food for Peace Office had project management responsibility. The work was conducted between December 1971 and July 1972.

This volume contains the eight separate country evaluations which constituted the field work undertaken for the study and which were the principal references used in preparing the overall evaluation. These countries were: the Philippines, Malaysia, Colombia, the Dominican Republic, Morocco, Ghana, Indonesia, and Ceylon.

The country reports were reviewed with USAID mission officials before our teams departed each country. Comments and suggestions by these persons have been taken into account in the final editing preceding publication of this volume. In no case, however, are there any major substantive alterations to the original texts.

In some cases our overall evaluation (Volume One) takes some mild exceptions to provisional findings of the country studies. We have chosen to leave the country reports alone rather than edit them after the fact. Readers of the entire study may therefore note an evolution of the study team's thinking during the six months we spent in this evaluation effort.

TABLE OF CONTENTS

PART ONE	THE PHILIPPINES
PART TWO	MALAYSIA
PART THREE	COLOMBIA
PART FOUR	THE DOMINICAN REPUBLIC
PART FIVE	MOROCCO
PART SIX	GHANA
PART SEVEN	INDONESIA
PART EIGHT	CEYLON

PART ONE
PHILIPPINES

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: PHILIPPINES

Submitted to the

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4

TABLE OF CONTENTS

		Page
Preface		i
Section I	Introduction	1
Section II	Summary of Conclusions and Suggestions	3
	A. Subproject Conclusions and Suggestions	3
	B. Central Issues and Problems	6
Section III	Food for Peace in the Philippines - The Framework	9
	A. Goals of Cooperating Parties	9
	B. Purposes of Cooperating Parties - Summary Project/Activity Descriptions	12
Section IV	Food for Peace Subproject Evaluation Findings	23
	A. Mother-Child Feeding	
	B. Economic and Community Development (Food-for-Work Goal)	35
	C. Adult Institutional Feeding and Health Cases	39
Section V	Food for Peace Central Issues and Problems	41
	A. Philippine Dependence on the Food for Peace Project	41
	B. Operational Problems Affecting Project Achievement	50
Appendix A	Nutrition Response Records	
Appendix B	Nutrition Formulation	
Appendix C	Logical Framework -- Targeted MCH	
Appendix D	Food For Work Guidelines	

PREFACE

AID/Washington and USAID officials have been increasingly questioning whether best attainable results are being achieved with the use of PL 480 Title II foods, particularly with respect to their use in support of AID's objectives and/or mutually agreed development goals in the participating countries and in total. This concern prompted AID/Washington to contract with a private American consulting firm, Checchi and Company, for an independent worldwide evaluation of Title II policies and operations. A most important aspect of the evaluation involves intensive study by selected teams of eight sample countries chosen by AID on the basis of geographic spread, the variety in types of Title II activities and cooperating sponsors, and the total magnitude of U. S. food inputs. The Philippines is among those countries chosen for intensive study.

The four-man team which reviewed the program in the Philippines included two employees of Checchi and Company--Gerald Huffman, the team leader, and Pirie Gall; and two employed by AID/Washington--James Cudney and Roger Stewart. In the aggregate, the team represents 32 man-years of overseas field service.

Consultations were held with scores of government officials--national, provincial and municipal, all key U. S. Voluntary Agency officials and numerous barrio leaders and Food for Peace recipients. The team spent one full week in the rural areas. By splitting into two-man teams, a good cross section of Title II projects spread throughout the country were reviewed. The team feels that owing largely to uncontrollable circumstances its coverage of economic and community development projects was less adequate than of the mother-child health and school feeding categories.

We wish to acknowledge with appreciation the unexcelled cooperation we received throughout our work in the Philippines. Without exception, all persons involved gave freely and generously of their time, knowledge, experience and judgment. The support, interest and guidance of USAID Director Niblock and his entire organization, American and local, were superb. The cooperation, understanding and assistance received from the four U. S. Voluntary Agencies was equally excellent. Included were Dr. Allan Kline of CARE, Mr. Frank Pavis of Catholic Relief Services (CRS), Rev. Roman Tiples and Dr. Kirk Alliman of Church World Service (CWS), Rev. Gordon E. Bullock of the Seventh Day Adventist Welfare Service (SAWS) and their staffs.

Philippine Government officials welcomed the study and were highly cooperative. Particular thanks go to Dr. Estefania Adalba-Lim, Secretary of Social Welfare; Dr. Antonio G. Pardo, Director, National Nutrition Program, Department of Health; Dr. Conrado R. Pascual, Acting Commissioner, National Institute of Science and Technology; Dr. Carman L. Intengan, Acting Director, Food and Nutrition Research Center; Mr. Alberto Elefaño, Deputy Director, Office of Foreign Aid Coordination, National Economic Council; Mrs. Delfina Aguillon, Nutrition Coordinator, National Food and Agriculture Council; Mrs. Ines Gatmaitan, Chief, School Health Division, Department of Education; and Atty. Tomas Santos, Project Director, Operation Tulungan.

Finally, Dr. Adnan Midanai, WFP Advisor to the Philippines, Dr. Frank Waddle, U. S. Agricultural Attache, and Mr. Fred Schneiter, Director, S. E. Asia, Wheat Associates, U. S. A. provided us with useful advice on matters pertaining to their specialities.

Gerald H. Huffman

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February 10, 1972

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: PHILIPPINES

8

SECTION I

INTRODUCTION

SECTION I

INTRODUCTION

This draft country Evaluation Report, directed to an appraisal of the effectiveness of the PL 480, Title II project as it is operating in the Philippines, has been prepared for two purposes: (1) to provide information of a descriptive and analytical nature which will be useful in the preparation of the worldwide evaluation report of the Title II resource contribution to AID's economic and social improvement objectives in the recipient countries; (2) to provide the USAID/P with the Evaluation Team's observations, findings and certain tentative conclusions made or reached as a result of the team's four-week visit in the Philippines. The copy of this report which will be forwarded to the evaluation project contractor--Checchi and Company, Washington, D. C.--will also include certain supplementary data of a background nature useful in the preparation of the worldwide evaluation of Title II. This has been omitted from the draft report and appendices given to USAID/Philippines.

We wish to emphasize that conclusions reached and covered in this report are clearly tentative and subject to revision as other countries' Food for Peace projects are reviewed and our overall observations, findings, and conclusions are synthesized in the worldwide study.

As noted in the Preface, the broad purpose of this study is to help AID determine whether the best attainable results are being achieved with the use of Title II resources--resources which no longer fall in the category of U. S. agricultural commodity surpluses as was the case in the early years of Title II. The scope of this review of the Philippines Food for Peace effort encompasses all bilateral Title II activities exluding emergency feeding projects of the types authorized in M.O. 1572.2. Additionally, this report does not cover an evaluation of WFP operations. However, in this later connection, it should be noted that three members of the team had a useful conference with Adnan Midani, the Philippines World Food Program senior officer, on which occasion Dr. Midani presented a comprehensive review of the present WFP projects and those proposed. The team was impressed by what appeared to be genuine attempts on the part of Dr. Midani and the USAID/P Food for Peace Officer to coordinate and complement the multilateral and bilateral efforts operating concurrently in the Philippines.

In the following sections of this report, the Evaluation Team reviews its understanding and analysis of the Title II project beginning with sector goals of the Government of the Philippines, the USAID/P and the U. S. Voluntary Agencies as cooperating parties; followed by statements of

cooperating party purposes and subproject descriptions; observations and suggestions with respect to individual subprojects; and concluding with discussion of central issues and problems common to the entire Food for Peace project in the Philippines. Section II provides a summary of findings arising from Sections IV and V.

For purposes of consistency, we have adopted the following definitions of terms:

PROGRAM	The total effort of USAID/P, in coordination with the Host Country and other cooperators, to achieve Country/USAID objectives.
SECTOR	A major program division made up of inter-related operational projects, i.e., Population-Health.
PROJECT	A specific, identifiable operation such as PL 480, Title II.
SUBPROJECT	An element of a total project such as Title II, maternal and preschool feeding (MCH), school feeding, food-for-work.
ACTIVITY	A specific Voluntary Agency component, i.e., CRS efforts in MCH.
GOAL	A statement(s) setting forth the long-range abstract ends towards which the USAID or Host Country economic and social development program or a sector of the program is directed, progress in achievement often not measurable in a precise manner.
PURPOSE	Statements of the aim of the operational project, stated in finite terms.

SECTION II

SUMMARY OF CONCLUSIONS AND SUGGESTIONS

SECTION II

SUMMARY OF CONCLUSIONS AND SUGGESTIONS

The highlights of the evaluative portions (Sections IV and V) of our study of Food for Peace in the Philippines are presented below for consideration and comment by USAID/Philippines and whoever else may be regarded as appropriate readers of this paper. We welcome criticism and indications of errors of fact which will help us greatly in our overall study of the U. S. Government's PL 480 Title II program.

A. Subproject Conclusions and Suggestions

1. Mother-Child Feeding

a. Maternal and Child Health - Preschool

- While the weight charts proposed for use are debated as a basis for targeting MCH feeding, since they are based on international standards, they are nevertheless generally enough accepted to serve as an operational guideline for testing the approach.

- The major problems in this complex subproject are more managerial and operational than strategic.

- The MCH structure is a potential vehicle for the delivery of a number of family services, most notably family planning. We encourage the utilization of TMCH centers for family planning activities. However, we do caution against launching a "crash" family planning program until the TMCH functions have been further established and tested. This concern extends to other family service activities which might be pushed through the TMCH channels by institutions or organizations other than USAID and its counterpart GPO agencies. Since it is widely recognized that reaching the preschool child (and mother) with an effective delivery system is costly, it may make sense to combine activities which are family-centered to save costs.

13

- If TMCH is to reach its full potential, it should be funded increasingly from Filipino sources and its procedures more tightly focused and standardized.

- Private support for TMCH should be mobilized around a central institution, perhaps an "MCH Foundation" attached to the PBSP.

- USAID should increase its non-food support for MCH for the next two to three years while the institutional channels and proven methods for MCH are being developed.

- Increasing Filipino self-reliance in managing and expanding MCH services should be a continuing refrain and activity henceforth.

- Paraprofessional personnel, "nutrition aides," should be utilized at the local level wherever possible.

- Hospitals located near or in various Philippine urban slums might become sites for TMCH, perhaps on an extension basis.

- Channels for implementing TMCH should be carefully selected, based on proven capacity to perform and tangible commitment. Each potential channel has characteristics which qualify it for certain aspects of the subproject.

b. School Feeding

- A number of schools in the Philippines experience serious problems of funds and personnel when participating in targeted school feeding with nutribuns.

- Volagencies hold divergent views from those of USAID/P regarding the validity of targeting and the practicality of the projected increases planned in the subproject.

- We are favorably impressed by the innovative nutribun from the point of view of acceptability, effective delivery, and apparent potential for local substitution of key ingredients.

- We conclude that during this testing phase the positive value of the targeting method (weight charts) far outweighs the drawbacks and doubts which have been expressed.

- USAID should await the results of post-vacation weighing and control of targeting before drawing final positive conclusions on targeted school feeding and its potential for rapid expansion.

- We suggest that USAID explore means by which scales might be provided as a key form of support for both TMCH and targeted school feeding. However, it is to be noted that this problem has been recognized by USAID/P for over a year. Procurement has been initiated for the school feeding program.

c. Other Child Feeding

- Due to our limited exposure to this subproject, we have little to contribute other than the hope that targeting principles will be applied wherever applicable and practical in this activity.

2. Economic and Community Development (Food-for-Work)

- Projects are typically small, isolated from overall planning, and utilize food as incentive and payment almost exclusively.

- Managerial capacity to carry out these activities is limited at the local level, making expansion without loss of control problematical.

- Projects are evaluated by the USAID/NEC/Volagency Joint Screening Committee, more on the basis of manageability and "clean"-ness than according to the stated priorities issued in USAID field instructions.

- Quality of projects, selection and execution could be improved by closer cooperation between USAID's FFP, Provincial Development, and Agriculture Services projects.

- The field instructions should be clarified and possibly realigned.

3. Adult Institutional/Health Cases

- Religious Volagencies resist the phase-down of this form of assistance, but are generally complying.

- The World Food Program may assume partial responsibility for the hospitalized caseload.

B. Central Issues and Problems

Our overall assessment of Food for Peace in the Philippines is that its priorities and guidelines are fully compatible with those of AID/Washington, that it is dynamic and progressive, and being used well for developmental purposes.

1. Philippine Dependence on the Food for Peace Project

a. Dependence on the Volagency Delivery System

Presently, the major and ultimate responsibility for planning and managing the feeding project rests with the Volagencies and USAID. While the present GOP and Filipino voluntary agency contributions are important, we feel that excessive dependence on the U. S. remains. We find that the Volagencies are leading USAID in reducing this dependence, and urge USAID to be more alert to possibilities of "phasing up" Filipino involvement (official and private) while "phasing down" U. S. involvement.

b. Dependence on Food for Peace Commodities

There is a danger that the current approach will increase rather than lower the dependency of the Philippines on U. S. foodstuffs. We find that the Mission is genuinely concerned about this matter, actively studying and acting on it (through related nutrition support), and we urge the Mission to further refine its rationale for approaching this complex matter.

16

2. Operational Problems Affecting Project Achievement

We recognize that USAID is well aware of these problems, and we discuss them as they might relate to subsequent aspects of our study, as well as offer additional considerations for the Philippine project.

a. Covering the Geography

The island geography of the Philippines imposes formidable transportation problems for internal movement of commodities. We urge that vigorous attempts be made to overcome the known problems of instituting direct shipment from U. S. ports to major regional ports such as Cebu, Iloilo, Cagayan de Oro and Davao.

b. Insect Infestation

We understand that this is a widespread problem in the Philippines. We will review studies of this problem, and investigate its incidence and solutions elsewhere as our study of Title II proceeds.

c. Timely Delivery of Food for the School Year

We submit that the problem might be alleviated partially by the Volagencies changing the pattern of their calls forward. In addition we intend to investigate further the "budgetary constraints" which AID/W has cited in its communications on this subject.

d. Timely Payment of Internal Shipping Costs

We urge that USAID take an active role along with the Volagencies in seeking a speedy solution to this crucial problem.

17

SECTION III

FOOD FOR PEACE IN THE PHILIPPINES - THE FRAMEWORK

SECTION III

FOOD FOR PEACE IN THE PHILIPPINES - THE FRAMEWORK

This section of our report may be viewed more as journalistic reporting than as evaluative analysis. It presents the situation as we perceive it, whereas the following sections reflect our team's view of what they could be. The section is arranged according to a logical transition from the most abstract consideration of "goals," against which all development activities in the country take place and are broader than any specific program or project, to "purposes," which are the definition of a given project's objectives, and finally to project "activities," the actions or outputs which contribute to the purposes and ultimately to the broader goals.

A. Goals of Cooperating Parties

1. Philippine Goals and Expectations

The Philippines is a country which possesses a strong and active private sector. Recognizing this fact, we do not limit our discussion to the Government of the Philippines, but embrace the public and private sectors. The country is presently in a time of turmoil and transition over its own direction and over its special relationship to the United States. The Four-Year Plan of the National Economic Council identifies five goals (high per capita income, widespread employment, more equitable income distribution, regional industrialization and development, and internal economic stability), but also mentions 15 "priorities," which are at the same time "equally important from an integral development stance." Among the priorities are: social welfare and community development, family planning, increased food production, and improved health.[1] Within this formulation it is difficult to ascertain just where the extremely limited public resources of the Philippine Government will be focused. It is possible to say that improved welfare of the common man and increased attention to mass social conditions are given strong emphasis as national development goals.

Another highly abstract subject deserves our attention in this reporting of the framework for Food for Peace. It is the special nature of the relationship between the United States and the Philippines which permeates any bilateral undertaking. As a former colony and client state of the U. S.,

[1] Four-Year Plan of the National Economic Council, p. 19.

19

it is common for Filipinos to feel a great, almost familial, dependency toward American society and government, and to expect reciprocation of this feeling in tangible forms. The Philippines draws the nature of its economic and political system, many of its modern values, the training of much of its technical and managerial class, and its most widespread common language from the United States. If we have provided so much, why should we not continue to provide in other ways? This expectaion, which is very apparent in ruling circles in the Philippines, may have more significance for our inquiry than the many goals outlined in the national development plan.

2. USAID Goals - History and Current

Through discussions with USAID Director Niblock and members of his staff, and in reviewing current USAID documents devoted to the current total thrust of U. S. economic assistance to the Philippines, we note that this assistance now focuses sharply on selected Philippine development goals compared to earlier years in which the AID program encompassed a wide array of development projects.

During 1967 to 1969, AID/Washington was seriously considering the policy of drastically reducing economic assistance to the Philippines. In early 1970 a reassessment took place under the current Ambassador and USAID Director, resulting in a new strategy of aid to the GPO and a sharp increase in dollar support.[1]

In brief, the current USAID/P program is designed to help improve the economic and social conditions of the large mass of primarily rural population which is not sharing adequately in the growth of the economy. Efforts to achieve this goal focus on two primary program sectors: (1) agricultural - rural development, and (2) population - health. The projects within these two sectors include agricultural services, rural electrification, family planning, and improved nutrition.

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[1] In the first phase of U. S. economic assistance to the Philippines (1946-52), the program was concerned primarily with the repair of war damage and the physical rehabilitation of the country; in the second phase (1952-65), the focus of the program was on the development of national agencies of government, educational institutions and the training of administrative and technical people in agricultural extension work, agricultural credit, irrigation development, plants and animal industry, soils, forestry, trade union development, strengthening of farm organizations, civic group development, university professor training and industrial development. The current program effort to concentrate on more selective projects was begun in 1965, and further precise refinements in the USAID strategy were introduced in 1970.

Additionally, the USAID provincial development assistance project, associated with Philippine efforts of the National Economic Council to improve provincial and local governments on a pilot basis, is directed to the strengthening of institutions which must be relied on in considerable part to more effectively implement the above four major USAID projects as well as other national development activities.

In recent weeks the Mission has been reviewing this overall strategy, analyzing alternative internal organizations and relationships between sectors and projects. There is a strong interest in the Mission in utilizing the Food for Peace project in an integrated manner with activities in nutrition, family planning, provincial development, and agricultural services.

3. Cooperating Sponsor Goals

In the Philippines, all Food for Peace activities are implemented through American Voluntary Agencies (CARE, Catholic Relief Services, Church World Service, and the Seventh Day Adventist Welfare Service), and none are carried out on a government-to-government basis. Like the Philippine society and the USAID Mission, these institutions seek goals which transcend this country and the Food for Peace project.

Historically the Volagencies' goals could be described as primarily altruistic ones of humanitarian service to the most needy and distressed of the world. The religious agencies have also carried the goal of spreading or consolidating the position of their faith in the countries in which they have operated. In their humanitarian work they have aimed at alleviating the manifestations of poverty, disease, and natural disaster.

In more recent years their goals appear to have shifted and become more complex, partly due to changes in attitude within the Volagencies themselves, and possibly due also to changing conditions and feelings within the recipient countries. When goals are enunciated now they are more likely stated in terms of contributions to "development"--human, institutional, and economic--than simply as goals of humanitarian service. The Volagenices imply in their use of the term "development" a commitment to having a lasting impact on the structure and workings of the societies in which they operate, and a preventive effect on the sources of the symptoms which they formerly treated in a curative way. This is true of the Volagencies' representatives in the Philippines, although it is not possible for us to characterize specifically what the Volagencies collectively mean when they state that they have a "development" goal; each agency would set forth its definition in different terms. There is also a reluctance, particularly among the religious organizations, to drop entirely the humanitarian goal.

B. Purposes of Cooperating Parties - Summary Project/Activity Descriptions

1. Filipino Projects Related to Feeding

a. Nutrition

During the past two years the government and private sector leadership of the Philippines has exhibited an increasing interest in the severe problems of food supplies, and more pointedly, of nutrition among the population. This increased awareness may be traced to a general change in attitudes among developers around the world, startling results of regional research projects conducted in the country by Filipino experts, and vigorous activity by the United Nations (WHO, FAO, UNICEF) and USAID personnel to publicize the problem and generate commitment and activity toward solving it.

The results of these various activities, which we observed on our brief visit, seem confusing. However, we might note that in the U. S. the picture is no less confusing with 38 federal agencies involved in nutrition work. Until the NFAC Four-Year Plan emerged, the responsibility for coordinating nutrition activities throughout the country was handled by the Food and Nutrition Research Center, NSDB, an arm of government with no field staff to effect coordination of field activities in APC, health, and social welfare. The nutrition effort currently involves three cabinet departments; two interagency entities connected to the President's office; a special "tri-sectoral" project involving national, provincial and government, church, and private groups; three aid donors; and the U. S. Voluntary Agencies. Common to all of these efforts is a belief that malnutrition inhibits social well-being (and development),[1] and that the most vulnerable segment of the population is the children, especially during their earliest months of life.

The clearest statement of the nutrition problem in the Philippines and the Government's approach to it is contained in the Four-Year Food and Nutrition Program: 1972-1975 as drafted and approved in April 1971 by the National Food and Agriculture Council (NFAC), an interagency committee headed by the Secretary of Agriculture. The proposed program

[1] Debate still exists as to the nature and extent of the relationship between nutrition and economic development, so we cannot report unanimity on this issue, especially among scientists.

seeks to mobilize nutrition research, training, education, food production, and supplementary feeding, and to focus these elements according to the following priorities:

- Infants and preschool children; pregnant and lactating mothers;

- Other children, especially adolescents;

- Aged; and

- Other adults, especially those engaged in heavy manual labor.

The plan is to be phased, beginning in ten provinces during the first year, involving among other entities the Department of Education (Bureau of Public Schools/School Health and Home Economics Divisions); the Department of Health, particularly the National Nutrition Program; the Food and Nutrition Research Council; the Department of Social Welfare; the Agricultural Productivity Council; various branches of the Department of Agriculture, WHO, UNICEF, USAID, the U. S. Volagencies, regional, provincial and local health and education officials, and a number of private voluntary Filipino organizations. Coordination and guidance is to be generated by NFAC.

All of the above entities are presently involved in various aspects of nutrition activity, but it may be fairly said that each of the efforts are presently of a scope which cannot adequately affect the magnitude of the problem as it is currently estimated. The targets of the four-year plan (presented in Appendix A) appear modest when compared with the estimated numbers of leaders, educators, parents, and children who must be reached. We are not in a position to judge whether this fact results from conceptual caution or from realistic judgments regarding potentially available resources for implementation.

The four-year plan still lacks a clear purpose or policy statement as to the role to be played by PL 480 Title II programs in alleviating the malnutrition problem. NFAC was authorized to proceed with the four-year food and nutrition plan by Executive Order No. 285, dated January 21, 1971.

During the past year the Philippine Government has also established the Population Commission, a Presidential body which includes several agencies as well as non-government representation. One of the several functions served by this body is to find ways of linking up family planning

with other programs, such as nutrition, which currently or potentially reach women of child-bearing age.

At the provincial level are Health Officers, School Superintendents, and home management and youth technicians, who are national civil servants, but whose budgets are augmented by provincial revenues. Given the limited budgets available from the GOP, the extent to which these offices become involved in carrying out new activities is somewhat limited by the concern and activism of the Provincial Governor. However, many provinces now have health and extension workers paid entirely out of provincial funds. Usually, governors have complete control over the activities of such workers and are not subject to national program direction.

The private sector, represented by churches and their lay associations, civic groups such as the Rotarians, and the local affiliates of the National Red Cross, are expressing concern and engaging in various forms of activity related to nutrition. This widespread response to a newly-discovered problem is typical in the Philippines, which is a country of many organizations, governmental and private.[1] The Exhibit III-1 on the following page presents the known agencies and organizations involved in food and nutrition.

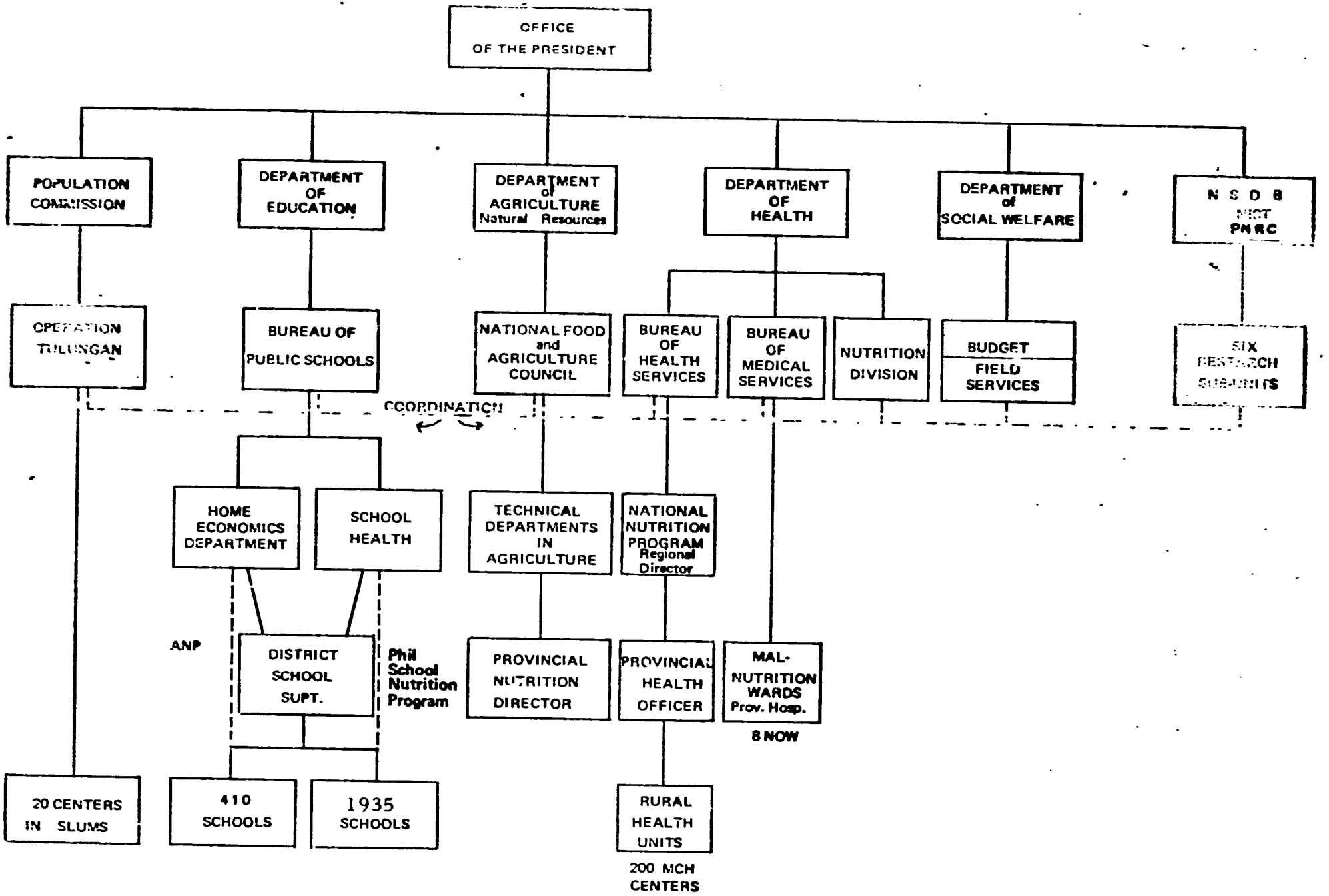
In summary, we find that the problem of malnutrition in the Philippines has achieved increasing importance among its leaders, and that supplementary feeding is viewed by the policy-makers and the implementing agencies (Department of Health, Education, Social Welfare, Agriculture, and certain of the Provincial administrations), as an important tool in attacking the problem. The nutritionists view supplementary feeding as a measure to help meet caloric and protein needs that are not presently being met internally. Certain of the implementing agencies regard supplementary feeding as a vehicle for reaching low-income, especially rural, families with a variety of social services, including family planning and health.

b. Economic and Community Development

A wide variety of programs and projects are being carried out in economic and community development in the Philippines. For the purposes of this report, we are concerned only with those of a labor-intensive nature which presently or potentially utilize food as a means of compensation. In many areas of the Philippines there is a

[1] We have reserved further comment on the institutional channels involved in feeding and nutrition for Sections IV and V.

EXHIBIT III – I
NUTRITION IN THE PUBLIC SECTOR



tradition of bayanihan, a Tagalog term for "self-help," mobilized toward communal efforts to provide needed facilities or improve the conditions in the barrio. Activities based on this tradition are being carried out all over the country, providing trails, feeder roads, small bridges, community centers, minor irrigation works, water supplies, and the like. They are initiated by barrio captains, mayors, progressive landowners, school teachers, and clergy. The projects are generally isolated, may involve some cash outlay, but are principally carried out using contributed labor and tools.

In addition to the above forms of economic and community development, national and provincial government programs of considerable magnitude are under way which require a heavy input of unskilled labor. Examples are reforestation, secondary and tertiary levels of major irrigation and drainage projects, and resettlement projects in newly-opened regions.

We are not aware of any conscious strategy on the part of the Philippine Government to channel the first type of project, local self-help, into any broader framework of purposes or goals. The National Economic Council, a planning and policy body, regards these efforts as ad hoc and diffused, and probably not worth trying to control, given their nature.

For the purpose of carrying out the reforestation, drainage, irrigation, and resettlement efforts, the concerned GOP agencies have utilized "food-for-work," and may be expected to continue to do so. For the present and forseeable future the principal source of food for these large scale activities is the World Food Program of the United Nations, although in the past small amounts of U. S. Title II foods have also been utilized.

c. Other Purposes

Food is provided on a charitable basis by Filipino church and other private entities for a variety of other purposes, including vocational training, nursing homes, hospitals, orphanges, summer camps, and welfare institutions.

An important use of donated food in the Philippines is for disaster relief following the annual typhoon season, which typically ruins thousands of homes, businesses and public facilities, and damages needed crops. In addition food has been utilized to relieve the distress of refugees during periods of civil unrest such as is now occurring in Mindano.

26

2. USAID Food for Peace Project

U. S. Voluntary Agencies have been conducting various supplemental feeding activities in the Philippines over the past 14 years, relying heavily on Title II commodities. These activities may have been, in varying degrees, successful in improving peoples' diets. But in this connection it is useful to observe that as of December 1969 the USAID official position was to completely phase out the Title II project by the end of FY 73 for the following reasons:

- The Philippines is a net exporter of edible oil and when asked, chose not to match a U. S. contribution, therefore, oil was deleted from PL 480 imports at the end of FY 68.

- The Philippines is rapidly increasing rice production and expects to become an exporter of rice in the next two or three years. At present, it is stated that there are 100,000 metric tons for export. When the Philippines begins to export rice in commercial quantities, they will be expected to contribute to the PL 480 program.

- There is an ample supply of fruit and vegetable production being emphasized and expanded.

- Various groups in the country are working to develop local sources of protein. Some of these efforts are progressing nicely but still need some refining for complete success. One formula being worked on is CMM (coconut, mungbean and milk). Another formula is mungbean and dried powdered fish.

- Twelve years (16 at the end of FY 73) of demonstrating the benefits of food programs should be sufficient.[1]

There are a number of reasons why the points raised in 1969 are no longer applicable as a basis for Title II phase-out. For example, a need has developed for importing rice and corn, there has been a decline in the local availability of fruits and vegetables according to NEC reports, and the UPCA has reported a declining consumption of milk products.

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[1] Airgram to AID/W numbered TOAID A-01, dated December 2, 1969.

We have noted that over these past five years the several concerned departments of the Philippine Government have been made more aware of the nation's nutritional needs and further GOP research has been conducted on childrens' response to supplemental feeding.

Thus, more widespread general understanding of the severity and magnitude of the malnutrition problem, particularly the serious adverse effect of malnutrition among preschool aged children, has resulted in renewed efforts on the part of the GOP, USAID/P and the Voluntary Agencies to develop an ambitious plan for an expanded supplemental feeding endeavor aimed at reaching the most poorly nourished preschool and primary school age children and supported in considerable part by Title II project commodities. In FY 70/71 the tactic of targeting or concentrating Volagency and Title II foods to those schools, largely in the Manila, Cebu, Iligan, Davao City slum areas where malnutrition is very serious, was initiated. In other schools where the program had been ongoing for some years, weight charts were introduced as a method of targeting Volagencies food resources to those children moderately or severely malnourished, and for tracking the effect on the children on the feeding in an attempt to measure project progress.[1]

Further, the nutribun innovation was introduced into the supplementary feeding program of malnourished children primarily in the school feeding subproject, as a technique of providing a balanced source of calories and protein in one package.[2] The kilocalorie content of this is 500, a significant increase in impact from the previous 150 kilocalorie ration.

The USAID Title II project purposes relating primarily to the targeted child feeding/nutrition project as stated in a summary narrative prepared by the Mission February 8, 1972, are:[3]

> "The USAID has developed a plan for a large scale supplemental feeding program aimed at reaching the most poorly nourished school and preschool age children. The plan is based on experience gained in pilot programs and is to be administered by U. S. Voluntary Agencies.

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[1] See Appendix A for samples of weight charts and records.

[2] See Appendix B for a description of the nutribun.

[3] See Appendix C for a description of the USAID/P Logical Framework related to child feeding.

"The targets cited below are ambitious and require a level of performance by the Voluntary Agencies well beyond that currently existing. We believe the targets are worth reaching and that given a concentrated effort they can be attained. However, ultimate attainment will depend on the Voluntary Agencies' willingness to continue their commitments to the concept and on their ability to obtain additional sources for the added local financing required. Increased AID support will be extended only as the Volagencies show a willingness and capacity to extend coverage.

"The targeted supplemental feeding program envisions in its most optimistic form accomplishment of the following purpose:

> To demonstrate between now and the end of 1976 that normal physical growth and development can be restored for a major fraction of the most poorly nourished children.

This will be accomplished:

- By feeding about 1,800,000 of the most poorly nourished preschool children for at least two years each as of the end of 1976; this should result in about a 50 percent reduction in the number of preschool age children in the severely and moderately malnourished categories.

- By feeding a total of about 3,000,000 school age children by 1976. The nutritional improvements will be approximately the same as above.

- By encouraging the development of a system permitting progressively reduced dependence on U. S. commodities.

- By creating a full awareness and concern among at least 30 percent of mothers and 50 percent of elementary school teachers of the need for a better diet and of the composition and preparation of food which will improve the diet.

- Through mobilization of increased participation of national and local governments, civic and religious organizations and private foundations."

In addition to the above Title II project purposes associated with improved nutrition among the most malnourished children of preschool and elementary school age, modest subprojects are being carried on by three Voluntary Agencies in the categories of "other child feeding" and "institutional health cases." The latter is to be phased-out completely in FY 74 in accordance with AID/W guidelines.

A second priority Title II subproject being implemented in the Philippines by USAID in association with the GOP National Economic Council and the Voluntary Agencies (excluding CARE) is the food-for-work endeavor. The USAID summary of FFP states, "assistance is given to promising projects on an ad hoc basis. In addition, Food-for-Work is being increasingly used to supplement other AID resources on projects in the Intensive Rural Development Areas. In FY 71 $750,000 worth of commodities were used on 1,169 project. We expect this activity to increase to $1,250,000 in FY 73."[1] Small community development activities are prepared locally, forwarded to the appropriate Voluntary Agency Headquarters in Manila, screened and then submitted to a panel of NEC, USAID/P and Voluntary Agency representatives which panel determines final food-for-work subproject approval.

3. Cooperating Sponsors - Purposes and Subproject Descriptions

As indicated above, the Mission strategy has generally been accepted by the Volagencies. However, the Volagencies are independent entities and while they have been cooperative with the "targeting" rationale, it must be kept in mind that they do have a humanitarian and religious motivation as well as organizational concepts of development which may vary from those of the Mission.

The CARE staff stated that their purpose in the Philippines was to utilize Title II commodities in the most effective way possible. CARE would prefer to see that all of the food reaches all of the intended recipients in a readily usable form.

They question whether the matter of "targeting" on the basis of weight is fundamentally valid. They also find it operationally difficult to enforce, since school administrators and teachers will somehow manage to feel all of the children.

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[1] Summary narrative of Food for Peace project prepared by USAID, February 8, 1972.

CARE's entire Title II effort is in targeted school feeding. This activity is expected to reach one million children enrolled in public primary and elementary schools in FY 72. The nutribun is being utilized because it has proven to be the most effective way for the children to receive a nutritionally significant ration with a minimum of loss and waste. The bun is now being used in 1,851 of 2,339 schools participating.

The Catholic Relief Services statement of purpose of Title II in the Philippines is that Food for Peace commodities are best used as a vehicle for increasing an awareness of the importance of nutrition and for nutrition education of mothers and children. Increasing the health and nutritional status of recipients is a secondary purpose or by-product of the use of the Title II commodities in the CRS view.

CRS's main assumptions are that (1) feeding is not a purpose in itself but should contribute to development; (2) development results from attitudinal change (measured by such things as whether a mother spends a marginal increase of income on nutritional food, or on tunes from a jukebox), and (3) food is developmental because food contributes to a better society, country and economy.

CRS is involved in targeted school feeding, other forms of child feeding, adult institution/health cases and food-for-work. CRS has the largest total program of the Volagencies with the main emphasis on TMCH with 220,000 recipients planned for FY 72, targeted school feeding planned to reach 145,000 children enrolled in public schools in urban slums, and 130,000 in rural parochial schools, and food-for-work representing 1,868,600 man-days of labor.

Church World Service states that its purpose is to use Title II commodities as a means to stimulate and support improved nutrition practices. The agency does not regard feeding and improving the health of the children fed as the main purpose. They look on feeding as a catalyst for improved home gardening and family planning.

CWS in the Philippines currently places first priority on both TMCH and food-for-work, and second priority on school feeding. They feel these priorities best fit the Protestant Church structure and situation in the Philippines.

The CWS Title II program in FY 72 covers all seven categories of programs with primary emphasis on TMCH directed at 11,750 recipients, non-targeted MCH including 5,800 school feeding including 17,100 and food-for-work accounting for 283,600 man-days of labor.

The Seventh Day Adventist Welfare Service (SAWS) statement of purpose is that the Title II commodities assist in the objective of nutrition and that a healthy individual contributes to the economic development of the Philippines. They view their food-for-work activity as creating a self-reliant society which will be able to contribute to the economic development of the country. They are attempting to follow the USAID guidelines to the best of their ability as far as the targeted MCH and targeted school feeding activities are concerned.

SAWS is involved with all categories. Its primary emphasis is in reaching 12,000 recipients in the targeted school feeding, 3,000 in targeted MCH and 240,000 man-days of labor in food-for-work. Its efforts are carried out entirely in Seventh Day Adventist institutions.

SECTION IV

FOOD FOR PEACE SUBPROJECT EVALUATION FINDINGS

SECTION IV

FOOD FOR PEACE SUBPROJECT EVALUATION FINDINGS[1]

A. Mother-Child Feeding

In this subsection of our report we are treating two closely-related subprojects, maternal and preschool child feeding, and early school feeding. Since both efforts focus on essentially the same target group for the same reasons, there is a risk of overlap and duplication in the discussions. However, the two activities are quite different in terms of operations and management, and our analysis will highlight these aspects.

1. Mother and Child Health - Preschool

a. Programming Assumptions and Process

In Section III we have described the programs of CRS, CWS, and SAWS in Maternal and Child Health. Under the current guidelines the subproject is named "Targeted Maternal and Child Health Program" (TMCHP).[2] The operating assumptions (as in the case of targeted school feeding) are that the preschool child is the most vulnerable to malnutrition, that supplementary feeding can be effected which will alleviate or correct malnutrition, and that the best available measure of selection of the most needy and of success in this effort is weight response. There also appears to be an additional assumption strung throughout the current thinking about this subproject in the Philippines: that mothers who are alerted to and involved in the solution of the nutrition problem can also be effectively reached with other forms of human development information and services such as family planning, health and sanitation, home budgeting, and gardening.

The initiative in establishing the guidelines and measures for TMCH has been taken by USAID's nutrition advisor and Foor for Peace Officer. As we have mentioned in Section III, the validity and value of the weight charts, which are the basis for "targetting" and for achievement of the established purposes, are not unquestioningly accepted by those involved in or knowledgeable about the subproject. In fact, there is continuing

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[1] The narrative in this section follows the categorization of FFP activities as set forth in M.O. 1571.1.

[2] We are not treating the untargeted form of MCH which is being rapidly discontinued.

low-level disagreement over whether feeding, and measuring feeding by weight, is really the purpose of the subproject, or whether it is not simply a vehicle for increased awareness and individual family action on the series of problems identified above. These disagreements are cescribed as "low-level" because the cooperating parties to the effort, including the GOP planners, have reached sufficient agreement on the value of the approach to allow it to proceed and be tested.

In fact the degree of agreement among scientists, developers and humanitarians engaged in TMCH is laudable and probably unique among efforts of this nature around the world. The issues within this subproject are not really in the area of strategy as much as in establishing sufficiently broad-scale and manageable activities to accomplish the purposes espoused by the various parties.

b. Operational and Managerial Problems

TMCH in the Philippines experiences the same problems as such efforts do in other countries due to the difficulties of finding an institutional channel to reach the desired group (chiefly low-income rural mothers and their infants), and of controlling the use of the foods once they are distributed. In a sense, by taking the "targetted" approach, and starting that a selected most needy group will be served first (and totally) during the subproject period, USAID/P and the Vol-agencies have created additional problems for themselves in an already difficult sticky activity. Also, since such broad-scale concern over the problem has been aroused, we have noted that dozens of public-service organizations have joined the effort. We must examine which of these groups in fact have the resources and managerial capacity needed to bring results.

Overall direction and wide-scale efficacy of maternal-child health activities in the Philippines, as in numerous other countries, are handicapped by the lack at the national level of a single Filipino organization, governmental or private, with the authority, experience and budget to promote, coordinate and standardize an extensive nationwide operation. Maternal-child health feeding and distribution centers currently are directed and/or technically supported in differing extents by a number of interested public and private entities with varying capabilities. Some of the better TMCH centers observed are supported by private groups, some by national or provincial government agencies, and some by both. The USAID/U. S. Volagency team provides limited central direction to those centers which receive U. S. foods and which, therefore, must comply with minimum Title II requirements. This arrangement which combines the resources and capabilities of varying Filipino troups, the U. S. Volagencies and USAID should continue to improve and expand the

TMCHP toward achievement of the five-year goals; but until central Filipino planning and increased financing can be established, it appears probable that total accomplishments will remain well below the need in the Philippines and improbable that any substantial phase-down of U. S. assistance will be compensated by increasing Filipino contributions.

A central operational problem is to assure that TMCH does not become a well-articulated mask for continued family feeding, but does in fact have its primary effect in preschool children. Nearly all of those contacted by us during our study, including local consignees and recipient mothers, admitted that this is a continuing weakness in the Philippine program. The best prevention of this is to hold the feeding of meals prepared with the donated commodities at a central location following selection of the most needy. This is the approach of the "Mothercraft" and Tulungan centers. These approaches, however, require the mobilization of funds, technical expertise, and sustained management to solve the hugh problem of infant malnutrition. An additional problem with this approach is that after several weeks of feeding and training of the mothers, there is distribution of dry rations for home preparation (with the potential attendant slippage of goods into the local market or stomachs of "unqualified" family members). However, the Mothercraft approach, if some modified or adapted appraoch can be designed in order to lower costs, would appear to be the mechanism most likely to succeed in the TMCH plan.

Another problem of the targetted appraoch is that in order for the weight response to be seen, feeding must be sustained for several weeks or months. During harvest or planting periods most poor rural mothers simply cannot or will not lay down their tools to take their baby to a feeding center. This introduces additional problems of timing and cycling of the feeding (and training, where it is included in the program). In the experimental provincial-level MCH project in Leyte the organization of the centers and the operation of the centers according to schedule was severely hampered by this seasonal demand of agriculture on the family's entire man (and woman) power. Similar difficulties were reported in other areas we visited.

In order to establish and operate a TMCHP center, a community survey must be taken, weighing children in the 0-6 age range. It is a considerable undertaking, particularly in the sparsely populated rural areas. Once the recipient group has been identified, a feeding/training center or, at minimum, a distribution center must be decided upon, followed by establishing the operations--finding equipment and materials for demonstrations, securing training materials, and finally arranging for the timely delivery of the commodities. The center should ideally

have some degree of supervision by a qualified nutritionist, a certain level of other operational personnel (volunteers, rural health unit staff) and a recognized channel (consignee) able to receive and account for the commodities. Once the program is started there should be provisions for at least the minimum degree of follow-up (reciving, measuring and distributing the commodities; regular weighing of children).

The possibility of hospitals operating mobile feeding centers has been considered. Three mobile kitchens have been operating in Manila under project Tulungan for the past two years on an experimental basis. The utility of applying this approach on a broad scale is questioned by USAID because most hospitals do not have the mobility to establish patient follow-up, let alone assume responsibility for operating mobile kitchens on a sustained basis. Alternatively, hospitals are being considered as sites for TMCH because 70-80 percent of all pediatric patients are eligible for food assistance under TMCH criteria. To this end, three hospitals in the Cebu City area are now receiving food commodities for pediatric patients on a trial basis, with mothercraft instruction carried on by hospital dietitians.

Each step in the process requires personnel (compensated or volunteer), foodstuffs in addition to the donated foods, and a certain amount of equipment and cash. The assembly of all of this during a season which will assure continued attendance by parents and children is a complex task. Our observation was that the centers which functioned most effectively were those which were backed by an institution, public or private, which had committed resources and personnel, a professional, vigorous and imaginative nutritionist (on the payroll of a voluntary agency or local government), and in some cases "nutrition aides," paraprofessionals thoroughly versed in the rationale and operations of the project. These personnel and other resources were drawn from schools, lay church organizations, civic clubs, wives of politicians, and local health and APC personnel.

As the above discussion indicates, we found that there are problems of mobilization, implementation and control at every step of the TMCH process. We did not find major problems of movement and storage of the donated commodities from the port of delivery to the distribution site, other than cash resources to arrange for transport and carry of the expense while the bills are being processed for reimbursement. We did find instances in which the local operators were not fully aware of which expenses were allowable, and had made unnecessary outlays, thinking that once the food reached their main provincial port, all costs beyond that point were at their own expense. We urge further attention to this matter by the Volagencies.

c. Relationship to Other Activities

Under the current approach, TMCH and GOP/USAID efforts in nutrition are directly linked in a mutually supporting, active way. Our observation and judgment is that supplementary feeding provides a vehicle for attracting the target group, assuring their focus on the nutrition training, giving them (if all goes well) a tangible demonstration of the value of attention to infant nutrition, and assuring continuing reinforcement of the lesson learned.

If the operational and managerial difficulties discussed above can be overcome, we agree with USAID and other interested parties that TMCH centers can become useful channels for reaching mothers of small children with family planning orientation and services, guidance in home gardening, sanitation and budgeting, and adult education. However, we have often observed that when a possible solution to a vexing development problem appears to be at hand, the vehicle for the solution is often overextended or overburdened before it has been tested. The TMCH structure is a weak and struggling operation, and will not bear overburdening and inflated expectations. We have commented on the apparent diffusions and confusion of the nutrition effort on the Manila end; this may be quickly translated to the local level if the TMCH centers are too rapidly elevated as a total solution to improving family life in the low-income rural areas.

A most promising suggestion has been advanced by CRS as one means of overcoming personnel problems, which also represents a direct lin to another FFP activity. They are proposing to use food-for-work as compensation for workers in TMCH. We will refer to this matter again below.

d. Conclusions and Suggestions

The MCH structure is a potential vehicle for the delivery of a number of family services, most notably family planning. We encourage the utilization of TMCH centers for family planning activities. However, we do caution against launching a "crash" family planning program until the TMCH functions have been further established and tested. This concern extends to other family service activities which might be pushed through the TMCH channels by institutions or organizations other than USAID and its counterpart GOP agencies. Since it is widely recognized that reaching the preschool child and (and mother) with an effective delivery system is costly, it may make sense to combine activities which are family-centered to save costs.

Increased coordinated Filipino participation is needed, particularly at the national level. If TMCH is to reach its full potential in alleviating malnutrition among children, maternal-child health activities should be increasingly funded from Philipine sources. As feeding and distribution centers increase in number and in geographic spread, standards, procedures, and material aids, will need to be more tightly focused and standardized at the national level. We believe it will be desirable eventually to assign overall responsibility to a single adequately financed Philipino entity. Establishment and field implementation of TMCH would continue to be carried out by diverse groups using many local resources but within an overall strategy and standards established by a GOP entity, and with financial or material support from the same source. We understand that USAID is currently taking steps internally to more closely relate the Mission's activities in Nutrition and Food for Peace. We urge that USAID use its persuasive and other powers to encourage the GOP to effect a similar alignment of its research, development of food items, and field projects related to MCH. We have little faith in offices which "coordinate" unless they also have money and staff, and therefore in effect possess the power to direct and channel tangible resources. The funded, implementing entity should eventually provide standardized materials for nutrition education which include recipes for local products, Food for Peace commodities, and "native" substitutes for the commodities, as part of a "phase up" of the Filipino input. "Nutrition kits" would allow for programmed instruction, provide guidance on the handling of FFP items, permit inserts of instruction on family planning, gardening, and so forth. The standard guidelines should place heavy emphasis on the establishment of feeding centers (as distinct from distribution centers), with suggestions on how to mobilize and sustain the centers. They would be revised annually or biennially based on previous performance and changes in the state of the art, with heavy inputs from provincial and local-level operatives.

Private support for TMCHP should be mobilized around a central institution. The Philippines stands out among developing countries in that it possesses a strong and prosperous entrepreneurial class which controls considerable wealth and managerial expertise. USAID, working through the GOP, might work toward the creation of an "MCH Foundation," perhaps as an affiliate of the Philippine Businessmen for Social Progress organization. This organization would pool private funds and channel them into support for MCH centers, generate public service advertising or TV programs, encourage private-sector research and development of low-cost nutritious blended foods, and provide other forms of non-political leadership for the MCH effort.

USAID should increase its non-food support for MCH for the next two to three years while the institutional channels and proven methods for MCH are being developed. Sale of empty FFP containers should be made standard as a source of revenue for MCH non-food costs. Excess property management should continue to be alerted to the need for scales (from military facilities in Viet Nam, Okinawa, Thailand) which play such a central role in targeting and demonstrating progress. Maintainable vehicles might be provided. Salary costs of field personnel for U. S. Volagencies and possibly (selectively) national or provincial personnel might be supported out of PL 480 Title I proceeds, although in the past the GOP has used these resources for loan rather than grants programs.

Increasing Filipino self-reliance in managing and expanding MCH services should be a continuing refrain and activity henceforth. While this may appear to contradict the preceding suggestion, we feel that there are aspects of MCH which must increasingly become Filipino responsibilities, while there are other aspects (such as those mentioned above) which will require initial but reduceable U. S. support. In at least four of the provinces we visited (Bulacan, Leyte, Iloilo, Misamis Oriental), we observed commendable results attained through mobilization of local foodstuffs, donated space, pots and pans, dishware, training materials and cooking fuel.

Paraprofessional personnel or "nutrition aides" should be utilized at the local level wherever possible. The "nutrition aides" concept is not new. It is operating in the province of Laguna, where it was originally introduced, as well as in Negros Oriental, South Cotabato, Bulacan, and Leyte. We were treated to an excellent CSM soup cooking demonstration by a barrio mother in Misamis Oriental. Minimum standards might be set which would emphasize using local women, possibly mothercraft graduates, and compensating them with foodstuffs or a combination of nominal salary and foodstuffs. These women would fill in for the supervising nutritionist, conduct surveys and follow-up weighing, and assist with managing and accounting for commodities

Hospitals located near or in the various Philippine urban slums might become sites for TMCH, perhaps on an extension basis. The hospital kitchen might be used during slow periods as a preparation center, and food moved to satellite distribution points. A Catholic hospital in Iloilo was approaching this sort of an operation. The practicality of this might be limited by shortages of funds and personnel, but this might partially be overcome by using the paraprofessional paid at least in part with food for work.

Channels for implementing TMCH should be carefully selected, based on proven capacity to perform a tangible commitment. Based on our observations and discussions, we advance the following analysis of the existing channels.

The churches, principally the Catholic Church because it has the greatest scope, currently have the best record for high and focused motivation on the subproject purposes; sustained effort and continuity; and expertise among its personnel and volunteers trained in health, social work, and allied fields. In addition, the National Social Action Secretariat (NASSA) of the Bishop's Conference is currently attempting to activate the social action officiates in the dioceses throughout the country. FFP/nutrition activities can play a major role in providing a means of activating these units. The Protestant faiths, through the National Council of Churches, are also placing growing emphasis on social action and "self-development." Together the churches reach every barrio and island in the Philippines.

The public school system is also a widespread channel which has been utilized for supplementary feeding activities. However, it is widely observed that the schools already serve a broad variety of community purposes, and that teachers are overburdened and underpaid. We must therefore caution again against hanging too much on one institution. Targeted school feeding represents an additional burden in many barrios, but they are also serving to reinforce nutritional awareness and interest in related activities such as vegetable gardens. For these reasons we suggest that schools be carefully selected before a major role in TMCH is requested of them.

Local private organizations have been motivated in many communities to play an active role in TMCH. A core of well-intentioned, hard-working citizens are donating and mobilizing resources for the subproject. Again we caution against unrealistic expectations. We are aware that such civic groups have frequently been focused on palliatives or short-term emergency needs rather than on sustained fundamental efforts such as TMCH. These groups rely on volunteer workers who are notorious in any society for their short attention span and inability to show up when and where needed. They may also become personalized and serve the purposes of an individual or small group more fully than those of the intended recipients of the activity. We conclude that at present such groups might best be utilized during initial community surveys (one-shot, many-bodies efforts), annual fund drives, or special publicity events.

Philippine government channels, apart from the school system, should be carefully studied for actual capacity to perform before resources for TMCH are committed to them. The team's general observation has been that support by a local politician who perceives direct political benefit from child feeding is the best guarantee of an effective activity through public channels. It would also be hoped that if the initiating politician were not returned to office, cessation of a child feeding program would be an unacceptable risk to his successor. However, projects frequently cease in the hands of successors because of fund limitations and campaign promises for other "new" activities.

2. School Feeding

a. Programming Assumptions and Process

The operating assumptions for the school feeding subproject are that the child of elementary school age (7-14) is second only to the preschooler as an age group most vulnerable to malnutrition. Supplementary feeding will be effected to correct malnutrition, and this feeding should be focused on the most needy through the "targeting approach." A further USAID assumption is that the Volagencies are willing to continue their commitment to school feeding and perhaps even expand the feeding on a targeted basis, providing they can obtain additional resources to undertake further coverage.

b. Operational and Managerial Problems

Unlike TMCH, school feeding has the organization and personnel of the entire Philippine school system through which to work and carry out the subproject. Furthermore, school administrators, supervisors, teachers and, in many instances, local Parent-Teachers' Associations understand the importance of the supplemental feeding of the malnourished school child in terms of contributing to physical and mental growth and in alleviating the problems of absenteeism, disease, poor learning absorption and other manifestations of poor nutrition. Consequently, there is a built-in school system receptivity to taking on the added burden of the feeding activity. However, school administrators with whom we conferred in the field expressed concern about securing the funds required to provide adequate ovens to bake the nutribun and also the necessary advance funds to pay immediately shipping and handling costs from the local port to the bakery. Also school personnel are typically over-burdened with many activities thrust upon them as unpaid extracuricular tasks. These problems should be reviewed to ascertain whether additional funds would ensure that expansion of school feeding activities will prove effective, especially in the poorest communities.

We have found some reluctance among the Volagencies to expand school feeding at the rate currently proposed. Each Volagency cites different reasons for their position. CWS and SAWS have smaller staffs than CRS and CARE, and are concerned with activities of their own in addition to Food for Peace project work, SAWS in particular has difficulties with the guidelines for targeting and expansion, and is seriously considering dropping school feeding altogether. CRS is working to extend targeting to their ongoing parochial school feeding in the rural areas. CRS is seeking additional funding from the GOP and private sources for its overall Food for Peace program, with the major expansion in the TMCH, rather than school feeding, subproject. CARE feels that the current level of activity should be consolidated, and has argued for a slower rate of expansion based on data from their field surveys which suggests that a number of problems remain to be straightened out in the currently-enrolled schools.

c. Conclusions and Suggestions

We are impressed by USAID's efforts over the past year or more to focus Title II school feeding on the most malnourished school-aged children and to secure the full support and cooperation of the Volagencies in moving from untargeted feeding to the targeted approach as rapidly as possible. The nutribun is a unique way of delivering the commodities, and of limiting the number of items required from the FFP shopping list. Through the linkages with nutrition research, especially in developing substitutes for FFP items, dependence on the donated food may be decreased even further. This will assume increasing importance since AID/W continues to stress its requirement to reduce dependence on non-fat dry milk, especially in countries such as the Philippines which have a low dairy production capacity. We have also been impressed with the strong interest shown in the rural areas in adopting the bun, and the number and scale of the school ovens which have been constructed with purely local funds and materials. We found that where an oven could be constructed in a centrally located school to supply surrounding barrios, it was perhaps the most effective and controlled method of producing the nutribun. Problems in delivery have of course hampered this approach in some of the rural areas.

We note that with the exception of CRS's involvement in the nutribun activity in the public schools of certain slums, the religious Volagencies are serving predominantly parochial schools, including 18,000 recipients in high schools. There is evidence that students attending parochial schools in rural areas are the more wealthy in these communities, and thus presumably less in need of nutritional supplements. This may present problems in applying targeting, and may also cause difficulties

for the agencies, particularly CWS and SAWS if they dropped some parochial schools and not others. If the agencies dropped out of school feeding entirely they might solve their problems about the activity without adversely affecting the overall impact of the targeted school feeding subproject.

As in the case of TMCH, questions have been raised by the Vol-agencies and their consignees in the field regarding the validity and utility of the charts which plot rate of increase in body weight against age as a measure of nutrition. The charts are being criticized for being geared to Western peoples, and therefore perhaps not applicable in the Philippines. In addition, a number of practical problems are raised regarding their actual value in "targeting." According to surveys of schools using the charts, close to 90 percent of the children in the early grades fall into the red and yellow under-nourished zones. The result is that the teachers feed all of the children, not wanting to discriminate against four or five of them during the snack break. There are also problems of finding scales, and questions about the accuracy of the scales which are used, which are often the cheap bathroom variety. Some school administrators felt that teachers were spending too much time weighing children and marking charts.

We find that the USAID is aware of these problems. However, we found that in nearly all of the schools we visited, the teachers had been conscientious about the weighing and marking, and that a significant number of charts showed impressive progress upward through the various zones. The teachers also reported that their students were more attentive, more interested in coming to school, and that some of those who had been the least healthy showed notable improved color and activity. Except for the first-graders, most of the children knew which zone they were in, and were proud when their weight chart had been moved from the red envelope to the yellow, or from yellow to white.

We conclude that the positive value of the weight charts as a motivator and a check on the progress of the project far outweighs the drawbacks and doubts which have been expressed. It is a useful educational device for focusing attention on nutrition. Teachers use it as a way of spotting children who may need medical attention when their weight doesn't move up along with those of the others in the class.

Two useful tests of the targeting approach may be made after this coming school vacation. One test will be to find out if the children have dropped back into an under-nourished category during the vacation. Another test will be whether those who do stay out of the red and yellow are dropped by the teachers from the feeding program at the beginning

of the new term, as required by the guidelines. Until this sort of data is available, it is scarcely fair to judge the usefulness of the targeted method. Neither is it yet safe to say the effort is a total success and should be extended as far as possible until this sort of testing has been carried out.

While the subproject is in the testing stage, it is important to assure that weighing is not hampered by inadequate equipment. We suggest that USAID explore means of assisting the Bureau of Public Schools in supplying additional scales of good quality, perhaps through excess property sources as suggested for TMCH.

3. Other Child Feeding

a. Programming Assumptions and Process

This category of supplementary feeding embraces a mixture of recipients, including orphans, patients in hospital pediatric wards (some of which wards have placed special emphasis on treating malnutrition cases), schools for the deaf, and summer camps. Feeding is carried on as part of these institutions' regular administration, with Title II commodities being utilized in the preparation of full meals incorporating local foods. Nearly all of the institutions are church related, and the commodities are provided in the Philippines through the religious voluntary agencies.

The institutions which serve the needs of homeless or ill children are provided rations through the Volagency with which they have customarily dealt, based on a standard ration per child per month. The director or dietician of the institution is typically the consignee accountable for the FFP commodities.

b. Operational and Managerial Problems

During our limited contact with OCF activities we were not informed of operational problems beyond the logistic and occasional spoilage difficulties routinely experienced in the Philippines.

c. Relationship to Other Activities

With the exception of a Catholic girls' orphange in Iloilo, the institutions we visited were serving primarily children in the preschool age group. In most cases the institutions were adopting "targeting" techniques, at least to the extent of checking weight response to the foods. In the Southern Island Hospital in Cebu the feeding in the

malnutrition ward was being converted to a TMCH effort, involving the mothers who stayed with their children in the hospital in cooking the hot meals using FFP items, and imparting nutrition training to the mothers while their children were being treated. Thus we saw the beginnings of linking nutritional awareness with the feeding in the various institutions.

d. Conclusions and Suggestions

We did not observe the entire range of other Child Feeding, and therefore have little to conclude or recommend. We would hope that the fact would be taken advantage of, that children are in residence over extended periods in the institutions, and that some form of targeting and reporting of weight response would become standard among consignees in this category. Where parents can be reached, such as in the hospital situation, we applaud efforts such as those being carried out at South Islands to include nutrition training for the mothers, and suggest that wherever possible, OCF be converted to TMCH.

B. Economic and Community Development (Food-for-Work Goal)

1. Programming Process

The use of food as payment for work performed fits ideally into the typical circumstances which surround the rural or semi-rural Filipino, i.e., the great preponderance of poor barrios inhabited by families with extremely low purchasing power, shortages in availability of foods, parsity of employment opportunities and the consequential low caloric and protein intake. Also, U. S. Title II foods are widely acceptable by the workers and their families.

With some notable exceptions, the Philippine food-for-work activity is community (barrio) oriented. Local groups are encouraged to develop proposals to accomplish desired improvements. Normally, but not always, leadership is provided by the local church. They may submit for consideration any of the wide range of types of activities authorized by manual orders. Typically, those submitted and approved are small and of relatively short duration. For example, of the projects approved during July-September 1971, approximately 57 percent required 125 man-days of labor or less and 77 percent involved 500 man-days or less. The largest single approval in this period, involving land reclamation and resettlement, projected about 2,800 man-days. Normally, there is no provision for cash wages.

Exceptions to the strictly barrio oriented activities, in the sense that National or Provincial entities are concerned with the planning and management of a wider scale operation, include such efforts as:

- Bench terracing in the four northern mountain provinces of Benguet, Mountain Province, Ifugao and Kalinga-Apayao. One such project in Benguet Province has been completed and another is under consideration. These projects are directed largely at vegetable and fruit production and require substantial and various inputs by the Philippine Government. The food is provided and managed by CWS but close coordination between CWS and the Mountain Province Development Authority is essential. Approval of the new project is awaiting assurance of inputs by the Philippine Government.

- Typhoon-proof school construction in the typhoon-prone provinces under the School Partnership Program (SPP) through which U. S. schools provide dollar assistance, the U. S. Peace Corps provides the building plans and supervision of construction and CRS provides the food with which to pay local labor.

Development and approval of economic and community development works proposals are processed as follows:

- Standardized instructions on how to develop and apply for approval of "self-help" projects, including an expanded version of the Manual Order priorities, are transmitted by USAID to the U. S. voluntary agency headquarters in Manila which in turn transmit them with such additional advice as they deem desirable to their representatives in the field, principally priests or pastors.

- If the local representative finds that a desirable project utilizing food for wages is wanted and that the required capital, materials and technical assistance, if any, can be made available, he may then apply for food assistance to the U. S. voluntary agency headquarters in Manila.

- The applications are screened by the voluntary agency which may reject them or request additional information. Those applications which have not been rejected by the voluntary agency are then jointly reviewed by the NEC, the USAID, and the Voluntary Agency and are approved or disapproved. Once the application is approved, work can commence as soon as the food arrives.

2. Problems - Operational and Managerial

Finding dependable local management for food-for-work activities in the Philippines has been and continues to be a real problem. Agencies of the GOP generally have not been able to control diversions, a number of which have been substantial. Because of bad experience with diversion several years ago, the U. S. Government shifted its Food for Peace works projects from government-to-government to the control of U. S. Voluntary Agencies. More recently the WFP has had similar problems in programs with the GOP.

The U. S. Voluntary Agencies--CRS, CWS, and SAWS-- have maintained much better controls but they depend for local leadership primarily on local priests or pastors. Some of those interviewed by the team reported no problem in devoting the necessary time to the activity while others found the job time consuming because of other responsibilities which were keeping them fully occupied.

The voluntary agencies are fully aware that good local management is essential and this is one of the important questions which they consider in their screening of applications.

The problem of delay in receipt of government funds to cover transportation is a continuous headache, but this applies to all types of Food for Peace activities.

AID's 1972 and 1973 guidelines place heavy emphasis on increasing local food production and improving its distribution. In its formal instructions to the field, USAID Manila has not stressed this language per se but has listed under Priority A a list of activities which, by and large, should contribute to increased agricultural production and distribution. Based on our finding that fewer than five percent of projects submitted are disapproved by the Joint Review Committee, we question whether the screening process is, in fact, placing sufficiently heavy emphasis on priorities. This committee appears to respect the judgment of the Voluntary Agencies on the activities they propose to support.

Understandably, the Voluntary Agency rejections of proposals appear to be based primarily on questions of management and local support--factors which relate to whether they can operate "clean" activities. Having raised this question, it must be noted first that a high percentage of activities being approved are of types which could contribute to increased agricultural productivity and, second, as long as food availability is adequate to cover all activities that can be operated "cleanly," there is little incentive to exclude activities of lesser priority.

3. Relationship to Other Activities

We have seen little evidence of an effective interrelationship between Agriculture and Food for Peace with respect to Food-for-Work activities. This is noted particularly in view of the desired heavy emphasis on improving agricultural production and distribution. In a sense this is understandable, considering that Food for Peace has been heavily preoccupied with nutrition, whereas the agriculture project is stressing feed grain and swine production. Also, the entire FFP project, including food-for-work, is oriented toward the underemployed rural poor and toward public rather than private benefit whereas greater progress in sorghum and swine production probably can be made by orienting toward private benefit and commercial farmers. Nevertheless, a more effective interrelationship between agriculture and FFP, food-for-work should contribute to progress toward the overall objective of improving agricultural production and distribution.

4. Conclusions and Suggestions

The team concludes that until more reliance can be placed on a broader group of dependable local entities and/or leaders for the management of Food-for-Work, this activity may now be approaching its maximum level of effective U. S. food input. CWS, for example, has advised us that its immediate plans are to consolidate and improve at approximately the current level rather than to expand. Certainly, the USAID FFP should review carefully the management and control capacities of the cooperating sponsors before attempting to substantially increase the Food-for-Work activity. In a search for a broader group of dependable entities through which to channel Food-for-Work and in the interest of developing institutionalization, we suggest exploration of the possibility of offering Food-for-Work as an additional tool for use by carefully selected priority provinces. We recognize possible limitations of this suggestion such as the possibility that WFP may already be providing this tool and the probability that these provinces are relatively more prosperous and less in need of such help than others.

While the team believes that the quality of performance on work projects is high in the Philippines as related to other countries, it nevertheless believes that continued stress on quality of performance can yield gains in the direction of USAID's goals. A closer relationship between Agriculture and Food for Peace could enchance quality of performance. For example, they might together re-examine the list of sub-priority activities included under Priority A of USAID's field instructions,[1] to make sure that the activities are listed correctly in order of their potentials for increasing Philippine food production and efficiency of distribution. Also, clarity within the list should be considered. Such phrasing as "water supply and irrigation" is not clear with respect to whether "water supply" is intended to be limited to irrigation water or to have broader applicability. Perhaps, there are other activities which should be listed. Finally, there may be ways of improving interchange between Agriculture and Food for Peace to insure best procedures for follow through to improve the operational efficacy directed at greatest possible contribution to food production/distribution.

C. Adult Institutional Feeding and Health Cases

1. Programming Assumptions and Process

The current FY 73 Food for Peace, Title II Guidelines from AID/W state that unless they can qualify under the current priorities, the adult institutional feeding and health cases will be limited to not more than 50 percent of the FY 72 approved caseload. The FY 72 Guidelines and Special Instructions established a three-year phase-over policy with FY 74 being the last year for Title II commodities in these categories. The FY 73 Guidelines state "cooperating sponsors are to try during FY 73 to phase-over full responsibility for these groups to recipient governments, counterpart agencies, and indigenous voluntary groups."

The USAID Philippines current Project Implementation Plan (PIP), dated December 31, 1971 complies with the phase-out instructions. As of December 31, 1971 there were 11,000 recipients per year phasing down to 4,630 in FY 72. However, it will be necessary to revise the PIP to meet the requirement of "not more than 50 percent of the FY 72 caseload." This will require revision of the projected FY 73 figure of 3,000 recipients down to 2,315.

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[1] See Appendix D.

Three of the Voluntary Agencies--CRS, CWS and SAWS--are involved in this category of feeding. They have complied with the phase-out schedule but would prefer to continue this category of assistance. The Philippine Department of Social Welfare also would prefer to see this activity continue.

2. Operational and Managerial Problems

The USAID/P informed each of the Voluntary Agencies and the NEC that they should carefully screen all their present recipients under this program and develop a priority listing. The Voluntary Agencies were also requested to investigate with the concerned Philippine agencies ways to turn the entire activity over to them. As yet no further action has been taken. The Title II food supplement provided has averaged about seven to eight pounds of commodities per person per month. Thus, in the view of the USAID the activity has been a supplementary addition to the inadequate diet normally provided in these types of institutions.

The problem of encouraging local food sources is compounded by the current food deficit and inflation in the Philippines. There is certain disagreement within the USAID over trends in the food deficit. If these problems continue it can be assumed that once the Title II commodities in this category end, in all but a few cases the recipients will be put back on their former inadequate diets.

3. Relationship to Other Activities

A rather weak argument can be made that this category of feeding assists the USAID to achieve its overall goal of improving the ultimate quality of life in the rural areas. However, the primary purpose is humanitarian. There are no significant linkages with this category of assistance and the other major elements of the USAID overall program.

4. Conclusions and Suggestions

Mr. Midani of the World Food Program (WFP) in the Philippines informed the team that WFP is planning a project called Hospital Feeding which is to reach 1,330 recipients per year for five years at the Philippine General Hospital in Manila. The WFP commodities are to replace and supplement the food items now being supplied by the hospital. The hospital in turn is to use the monies saved to construct dormitories and supply additional blankets, drugs, etc. The patients will receive a well-balanced nutritious diet as well as better health care.

The USAID should work closely with the WFP in exploring ways the WFP might possibly assist in taking over portions of adult feeding formerly supplied under the Title II program.

51

SECTION V

FOOD FOR PEACE CENTRAL ISSUES AND PROBLEMS

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FOOD FOR PEACE CENTRAL ISSUES AND PROBLEMS

The purpose of this section is to examine those issues and problems which cut across all of the activities being pursued in the Philippines under PL 480 Title II. On the whole, our evaluation team's assessment of the Food for Peace project in the Philippines is a very favorable one.

USAID/Manila has developed a dynamic, progressive Food for Peace program. Its direction and content is fully compatible with the priorities and guidelines established by AID/Washington. The Mission Director, the Program Officer, the Food for Peace Officer and the Nutritionist are continuing, and striving to strengthen, a concerted drive toward a maximum contribution from Food for Peace in the attainment of its nutritional, rural development and family planning objectives, all of which coincide with top priorities expressed in the guidelines. The accomplishments thus far and the drive for increased effectiveness are heartening. Questions raised or tentative conclusions reached by our Team on aspects of the Food for Peace operation in no way detract from this overall assessment.

We feel that the fundamental matter of Philippine dependence on Food for Peace is a central issue which deserves treatment by our team, and further examination by USAID together with the VolAgencies and the Goverment of the Philippines. This matter is clearly of concern to the management of this Mission. It is also of major concern to AID/W management, and is central to our scope of work for this evaluation. We encountered Filipinos at all levels who were concerned about this dependency question. In addition we wish to take note of managerial and operational problems which we have encountered and which are common to all of the subprojects in the Philippines.

A. Philippine Dependence on the Food for Peace Project

For the purposes of this country report we have subdivided the issue into two topics: (1) Philippine dependence on the delivery system and management of the commodities and subprojects currently exercised by the VolAgencies, and (2) Philippine dependence on the commodities presently being provided.

Currently USAID's project strategy calls for increases in commodities and related efforts, particularly in the nutrition-related maternal

and child feeding subprojects through FY 75, with a decreasing level of effort and an apparent "phase-out" after FY 76. In looking at this strategy in view of the conditions in the Philippines, we must raise questions for USAID/P's further consideration.

1. Dependence on the VolAgency Delivery System

Food for Peace is intended to be increasingly thought of and utilized as a "development resource." One of the major goals of AID development programming during the past several years has been the strengthening of institutions in the host countries. We have been told by Mission strategists that "we are not in fact trying to institutionalize anything in the Food for Peace project." Our judgment is that further attention to this matter is required in Food for Peace in the Philippines than is currently being applied within the current strategy and mode of operation.

We have described and criticized the current effort in the subprojects in Section IV. It is clear from that discussion that the Voluntary Agencies, working with USAID and consulting with a number of public and private Philippine agencies, bear a major responsibility for planning and managing the Food for Peace effort. In general we conclude that under the current process, the degree of dependence of the Filipino people on the U. S. Voluntary Agencies for supplementary/nutritional feeding and local-level economic and community development projects is excessive. We feel that this is at least in part a reflection of the U. S.-Philippine relationship of the last 100 years (defined in Section III-A). The U. S. and Filipino leaders have begun lessening this dependence in other spheres, and we submit that a similar trend should be reflected in Food for Peace project strategy. The three VolAgencies which bear the greatest load in the project (CARE, CRS, CWS) have all stated that their eventual goal is to reduce and eventually remove their involvement. They appear to have adopted the USAID time frame for the moment, thinking in terms of a five-year effort. 1976 is expected to be a turning point at which USAID hopes that FFP resources might start phasing down. Rather than "phasing down," which has a ring of "dropping out" in this case, we prefer to see efforts which provide for U. S. phase-out accompanied by an increasing rate of Filipino phase-up. We believe that this is a real distinction, not merely a semantic one. We feel that this will be possible only if the USAID places higher emphasis than it has thus far on institutionalizing the fight against malnutrition.

So we ask the questions:

- How long will the U. S. involvement really last?

54

- What opportunities exist for institution-building while the VolAgencies carry out the currently-planned efforts ?

The first question cannot be answered in isolation from the questions of availability of food and effective demand discussed below. The second is worth further discussion here.

a. The Public Sector

In looking at the capacity of Government in the Philippines to assume increasing responsibility for part of the Food for Peace effort, we must distinguish between national and provincial levels as the major potential loci of planning and activity.

On the positive side, the Government of the Philippines appears to have become increasingly conscious of its responsibilities for improving social welfare and the distribution of the fruits of development, in addition to sustaining an acceptable overall rate of economic growth. It has become good politics for Filipino leaders to emphasize narrowing the wide gap between rich and poor throughout the country. More specifically there has been a growing interest in the problem of nutrition, as we have observed earlier in this report. A plan has been developed which sets forth nutritional goals, and we may expect to see funds allocated toward meeting at least part of those goals. The idea of increasing development at the provincial level is growing, and resources are also being allocated toward that end by the GOP and its aid donors. At least one major government department, Education, has shown ability to carry out significant responsibilities in support of supplementary feeding.

It has been repeatedly pointed out to us that it is a long way from the above trends in the GOP to effective action and follow-through. The GOP has a poverty problem, since it controls only ten percent of the investment in the country, and is in a continual cash-flow crisis, often unable to pay its operating expenses. The government does not attract the best managerial and technical talent. It is highly politicized from top to bottom. We have observed that in the case of tackling the nutrition question efforts are often sparse and diffuse. In the area of disaster relief and food-for-work activity we read in the local press that diversions and misuse of food commodities cannot be controlled by the GOP.

Total estimated Philippine contributions to the food and nutrition effort are presented in Exhibit V-1 on the following page. This table shows that at present the GOP provides roughly P5,634,000 per year in support for feeding and nutrition programs:

EXHIBIT V-1

Annual Philippine Contributions to Food and Nutrition Projects (P000)

National Government	Total:	5,634
1. Nutrition[1]		
Applied Nutrition - Bureau of Public Schools	600	
National Nutrition Program - Dept. of Health	350	
Food and Nutrition Research Center - NISP	100	
Total Nutrition	1,050	
2. FFP Support[2]		
Bureau of Public Schools - CARE Administration and Shipping	2,684	
Dept. of Social Welfare - CRS	1,653	
CWS	152	
SAWS	95	
Total FFP Support	4,584	
Provincial, Local Government[1]	Total	510
1. Provinces: Leyte, Laguna, S. Cotabato	260	
2. Mayors and Barrio Captains	250	
Total Provincial, Local Government	510	
Private Citizens and Organizations[3]	Total:	7,140
1. Local Inputs and Costs - Nutribuns	5,600	
2. Food donated to MCH Centers	1,000	
3. Local donations for Ovens	500	
4. Other donations - organizations	40	
Total Private	7,140	
GRAND TOTAL		13,374

[1] USAID Estimate - Exclusive of GOP expenditures in agriculture.

[2] USAID FFP data.

[3] USAID Estimate based on numbers of participants in feeding subprojects.

GOP Support for Nutrition	P1,050,000
FFP - Budgetary support for VOLAGS, Shipping costs	P4,584,000
Total	P5,634,000

This GOP outlay for feeding and closely-related activities compares against the approximate peso value of the USAID nutrition project, FFP commodities and shipping value of P52,524,000. Our judgment is that this represents a small but significant output relative to the overall effort and we encourage increases in the GOP budgetary outlays provided that there is a reasonable expectation that they will continue to be applied to food and nutrition efforts once the U. S. involvement phases down.

EXHIBIT V-2

USAID Annual Contributions to Food and Nutrition in the Philippines
($000)

Nutrition Support	
National Nutrition Program	$125
Research, Malnutrition Wards, Commodities	120
Contract Technical Assistance	75
Participant Training	30
Grant - CRS	15
	656
Food for Peace Commodities and Ocean Freight	8,098
TOTAL	$8,754
	(OR P52,524)

Source: USAID/P

57

On the whole we conclude along with more experienced observers that the overall potential of the GOP to assume a more active role in feeding programs may be severely limited in the near future. However, we add that there is a basis for optimism that selected departments, selected resources, and selected technical and managerial capacities of the GOP may be mobilized to assume increasing responsibility for FFP. We would hope that USAID will not allow itself to be blinded by the problems and thereby miss out on opportunities for GOP phase-up when they develop.

Positive indications arose out of our information on and observations of provincial government, with respect to their future phase-up in feeding. The provincial administration is close to its electorate, and we encountered more than one governor who was sharply aware of the political benefits to be derived from effective feeding and nutrition programs. Three provinces have begun to budget significant amounts in support of nutrition and feeding activities, as shown in Exhibit V-1. We conjecture that once a province-wide TMCH or school feeding program is launched, it will stand a good chance of surviving a change of leadership or party because of the unacceptable backlash which would occur if it were discontinued. Utilization of food-for-work may become more effective as the provincial development effort spreads, and local activities can be tied to provincial-level plans for improved roads, irrigation, and water supply. Our team has been favorably impressed by the proven capacity of provincial leaders to mobilize local resources in support of feeding and nutrition activities, as evidenced in Iloilo, Laguna, La Union, Leyte, and Misamis Oriental.

However, we are aware that many of the difficulties which plague the GOP are also present at the provincial level, including notably lack of revenue and over-politicization. There is a potential problem of further diffusing any anti-malnutrition effort, and of the creation of divergent standards and methods if provincial-level activities are not supported and guided by a national entity. As long as Title II commodities are used, a focus on provincial-level administration might result in an unacceptable loss of accountability.

We conclude that the strengthening of provincial resources and administrative capacity during the next few years may well provide a route for "phase-up" of Filipino responsibility in selected aspects of FFP. Perhaps the greatest potential is in improved effectiveness of food-for-work activities, as well as an increasing involvement in supporting the work against malnutrition.

b. The Private Sector

We have learned that the private sector is a preponderant force in the Philippines in terms of wealth, managerial capacity, and breadth of institutional structure. "Filipino phase-up" therefore cannot be addressed without consideration of the churches and the various civic and business groups' potential to assume part of the responsibility for feeding activities.

The churches have taken a major role in initiating and operating feeding activities in all categories for many years. While this was previously viewed as a natural extension of a church's humanitarian goal, we have observed that concerns with "development," more fundamental and lasting, have come to the fore. In both Catholic and Protestant circles there is a growing concern for the "Filipinization" of the churches, especially in their social development activities. CRS and the Catholic National Secretariat for Social Action (NASSA), are currently in discussions which may result in a less prominent role for CRS in planning and carrying out FFP activities. The National Council of Churches has decided to rename its CWS Division as the "Self-Development Division." As we have noted earlier, the churches provide a natural network for a number of social development activities, and the FFP activity provides a real purpose around which to mobilize action. In addition to their role in maternal and child feeding, the clergy have been involved in initiating many food-for-work projects in the barrios.

Limitations on the role of the churches arise from concern over maintaining the separation of church and state. Within the various denominations there is conflict over how far and in what direction involvement in social development should go. We might question whether a standardized attack on malnutrition, developed by the GOP, could be carried out through churches which are under no compulsion to follow government guidelines.

Recognizing these limitations, we are encouraged by the trends in church attitudes and actions, and foresee a continuing growth in their role, particularly in maternal and child feeding.

In Subsection IV-A we have commented on the positive and negative aspects of involving civic volunteer groups and business leaders in TMCH. The same analysis applies to such group support of school feeding (raising money for ovens or kitchens is a natural role for a Rotary auxiliary, for example). The contributions which have been mobilized total to more than the government's outlays for related projects. A business group might be assembled to initiate, plan and

provide technical analysis of a food-for-work project in a municipality. We conclude that there is a certain useful functions which these kinds of local private organizations can be expected to perform, but not generally those requiring sustained effort. At the national level we are encouraged by the activity and responsiveness of the Philippine Business for Social Progress when approached for financial and leadership of the nutrition efforts.

In conclusion, we want to make it clear that we are suggesting a degree of difference with USAID/P over the issue of institutional phase-over of FFP responsibilities. The best guidelines we can suggest is that those responsible for the project be continually searching for the best Filipino channel for carrying out each of the subprojects and activities, and testing the various institutions at national, provincial and local levels. While the project strategy is being more narrowly focused on development objectives, and its operation tightened so as to measure achievement, attention to institutionalization should be given more emphasis. We have given USAID credit for taking the leadership in focusing and tightening the FFP project. We must give the Volagencies credit for taking the lead in institutionalizing it.

2. Dependence on Food for Peace Commodities

The Checchi team has grappled for several days with this topic. None of the team members is a nutritionist, and we have had some difficulty finding agreement among nutritionists in the United States and in the Philippines on the nature of undernourishment, its effects, and strategies for coping with it. We have been told that there is a severe lack of calories, proteins, and fats in the mean food intake of the Filipino people. One GOP nutritionist stated to us that the greatest problem is calories; another highlighted the protein gap as the real source of dismay, and yet another nutritionist pointed out that most low-income families eat boiled starchy tubers, and have a severe shortage of fats as a result.

Food for Peace commodities reportedly make up only 1.9 percent of the national calorie deficit, and about seven percent of the protein gap against currently accepted standards.[1] These magnitudes refer however to national deficits and gaps across the entire population.

[1] A paper prepared in 1970 by Carmen L. Intengan of the National Food and Nutrition Research Center, What is the Protein Gap, indicates that the accepted standard per capita daily intake is 2,000 calories and 55 grams of protein. Her estimate is that actual intake is 1,674 calories and 46.9 grams of protein, a shortfall of 16.3 percent in calories and 14.7 percent in protein.

We are not aware that estimates of this nature have been made with respect to the children in the 0-14 age range at whom the Title II project is targeted. We suspect that if this group were studied, its dependence on Food for Peace would be much greater than that of the population as a whole. If the targeted program grows at its currently projected rate the dependency will have been spread to more children. If the presently projected timing of Food for Peace activities is followed, a large number of children may be affected, but their young siblings will be left in the conditions their parents endured before them unless social and economic development accelerates rapidly, providing increased incomes and food availability.

A number of complex factors must be considered before an adequate estimate can be made of Philippine capacity to fill its protein and calorie gaps (as experienced by growing children) without quantities of donated food. The rate of population growth is a matter of concern; how long will it take before it is arrested? Efforts at income redistribution may not take effect in time to provide potential consumers with sufficient disposable income to purchase adequate amounts of nutritious foods. The overall availability of food must be increased, so prospects for increased agricultural production, especially of selected, desirable, nutritious foods, must be projected. And finally, and most difficult to analyze and predict, are the attitudinal issues which will determine what the average Filipino will buy when his income starts to rise. The Department of Agricultural Economics of the University of the Philippines in Laguna began during the past year a series of "staff papers" aimed at understanding consumption patterns and the income expenditure elasticity of demand for selected groups of foods, including cereals, dairy, and meats. It will be extremely helpful to have such data as it relates to a given time when the study is conducted. But what is going to happen to those coefficients over five or ten years if adults who as children were subjected to discrimination on the basis of color (red, yellow, white and green) decide to buy meat for their families instead of a TV set?

It is clearly not within the scope of our present inquiry or professional competence to attempt answers to these questions in general, or in respect to the Philippines. It is a topic of central concern to AID which is in the habit of looking for the lights at the ends of tunnels, and may well become a topic for research sponsored by the Agency.

The immediate problem of strategists in USAID/Philippines is to carry out the activities to accomplish the purposes and goals which have evolved in utilizing Food for Peace without increasing Filipino dependence on certain commodities which will not be replaceable here within the

reasonable future. We are favorably impressed by the efforts of the last five years in developing a corn-mungo-milk (CMM) blend, and in supporting and encouraging development of a useable, marketable coconut flour. If these items can be marketed at prices affordable by low-income families, they may eventually serve to narrow the nutritional gaps, and reduce dependence on donated foods from the United States. Sponsoring further research on income elasticity of demand for nutritional foods would serve USAID's purposes as well as needs of Filipino planners.

In 1969 the AID Mission in Manila wired Washington that it was getting out of Food for Peace because we had been here 13 years, and that was enough. USAID has now set 1976 as the year when FFP's purposes will have been accomplished and their efforts will start phasing down. We conclude that neither approach is satisfactory because neither reflects the needs of the Philippines, nor adequate analysis of the many relevant factors which converge to affect the duration and nature of the Food for Peace commitment.

B. Operational Problems Affecting Project Achievement

During our visit we have been apprised of four operational problems which hamper activities of all of the major subprojects. We recognize that USAID and the Volagencies are working on their solution, and wish to add our comments to the current considerations. Two of the problems (geographic coverage, insect infestation and timely shipment) may prove to be of general interest in preparing our worldwide report. The third, timely payment, is a purely local issue, but one which is basic to maintaining a steady flow of goods to the provinces.

1. Covering the Geography

The Philippines is spread across approximately 7,100 islands of which 3,600 are inhabited. The 29,000 barrios contain some 30,000 schools and other feeding or distribution centers for FFP commodities. At present, the foodstuffs are shipped to Manila and carried by a multitude of small shipping lines to major provincial ports for trucking inland to the distribution sites. There are numerous problems encountered in finding sufficient trucks or other vehicles for movement of commodities within the provinces. The commodities often suffer during the hauls by ship from Manila to the local ports due to repeated handling and wetness resulting from storms or rough seas. Often the commodities of more than one Volagency subproject are loaded on the same inter-island ship and become mixed, making accountability doubly complicated for the agencies.

12

We understand that USAID/P and the Volagencies have begun to explore the possibility of direct shipment of the commodities from U. S. ports to four or five of the major ports such as Cebu, Iloilo, Cagayan de Oro and Davao. We urge that the matter be fully studied, and that vigorous attempts be made to overcome the following drawbacks:

- Storage and offloading facilities at these subsidiary ports may not be sufficiently large and pest-free to handle the estimated quantities;

- The Volagencies would have to maintain more field staff or outpost and possibly pool their staff, especially warehousemen in order to maintain the degree of control which is currently exercised in one port;

- The principal receiver/forwarder (Transcon) would probably have to alter its operation significantly.

We assume that if ways can be found around these problems, that there would be no difficulty in finding U. S. carriers willing and able to provide service to the regional ports.

An alternative suggestion advanced by one of the Volagencies is to provide Transcon with special vessels (such as excess Landing Ships or "LST's") which would be used only for Title II inter-island transport. We do not regard this to be as fundamental an improvement as the one discussed above, but it may well prove to be the more feasible solution.

2. Insect-Infestation

Many of the respondents interviewed in our travels through the Philippines reported continuing problems of insect infestation of Title II commodities, particularly in wheat flour and rolled oats. Despite the fact that much of the damaged commodity was consumed after sifting, we conclude that insect infestation has been a real problem during the past year. According to USAID, the problem became especially severe during the past year due to interruptions in shipments from the United States and recurring problems with the in-country forwarding agent. Efforts during the past year to improve the pipeline, including changing forwarding agents, have resulted in considerable reduction of infestation in the most recently delivered commodities. The chances of insect infestation should be further reduced if it becomes possible to ship commodities directly from the United States to the provincial ports.

We have examined the only material available to us on the relationship of types of packaging to insect infestation and find that recommendations were made in 1969, for improved bags, adhesives for closing bags and insect-resistant treatment.[1] Information is not available on decision and follow-up on these recommendations in the U. S. Government. We will be alert to major problems of insect infestation in countries to be visited subsequently; and if they are found to be widespread, review of the problem and actions taken during and since 1969 will be reviewed upon preparation of our final report.

3. Timely Delivery for the School Year

CARE/Manila was unable to supply Title II foods for its Philippine public school feeding activity during the early months of the new school term which commenced on July 1, 1971. It anticipated the July-August crisis as early as late February, 1971 when it transmitted to its New York headquarters the FY 72 AER and Program Plan and urgently called forward one-third of the total school term requirements to arrive no later than June 1, 1971. The requested call forward was fully supported by USAID in communications to AID Washington. AID Washington advised in early March 1971 that "due to budgetary constraints" it could not call forward shipments against the FY 72 program until after June 30. CARE/Manila expressed deep concern that the same contingency might arise in subsequent years and pleaded for recognition by AID Washington that its procedures should take account of supply problems in countries in which the school term commences on the same day as the U. S. fiscal year. Our investigation reveals that:

- The crisis this past year occurred in part at least because CARE did not have commodities within its FY 71 approvals with which to meet the early term requirements in FY 72;

- The same problem should not occur in the early months of the term commencing on July 1, 1972 because, owing to the U. S. dock strike, CARE has sufficient commodity reserve in its FY 72 approvals to carry the activity for 40 days of the new term calculated on the basis of 1,000,000 recipients (32 days for an increase to 1,250,000 recipients intended to be submitted soon). This assumes that this balance of FY 72 commodities

[1] Evaluation of Dry Cereal Shipments (1968) to India and the Philippine Office of Food for Peace - AID/Washington.

will, in fact, be shipped to arrive by June 1. CARE/ Manila has submitted the request for all forward to its New York office.

- The problem would not arise in subsequent years if CARE will request for each subsequent fiscal year the full requirements for that year's school term plus any additional operating reserve to meet the need for newly proposed additional recipients. This would maintain a year after year 30-to-40-day supply for the new term.

- The problem is complicated by the facts that (a) U. S. budgets are approved on the basis of July-June fiscal years whereas GOP budgets are for calendar years, and (b) CARE cannot risk calling supplies forward at any given time if the GOP Department of Education is unable to assure that necessary costs for handling the commodities are within its budgetary limitations.

- Other U. S. Voluntary Agencies--CRS, CWS, and SAWS--did not experience the same problem of supply in the first month of FY 72 but they do note that planning and operations are complicated by having to deal with different budget years.

We realize that the assumptions we have made in saying that the problem would not arise in subsequent years may not always pan out. Also, we are not adequately informed on the details which lie behind the AID/Washington advice in March, 1971 that "budgetary restraints" prevent shipments until after June 30; nor whether these same "budgetary restraints" will continue to apply in similar circumstances in the future. We will determine whether similar problems have arisen in the countries we visit subsequently and will explore the situation further in Washington as part of our final report.

4. Timely Payment of Internal Shipping Costs

In order to assure rapid movement of the Title II commodities under the present system of inter-island and other internal shipping, we understand that it is necessary to alter the system under which payments are made to the prime forwarder operating under contract with the Department of Social Welfare to move goods being utilized by CRS, CWS and SAWS. The present cumbersome, time-consuming payment system is

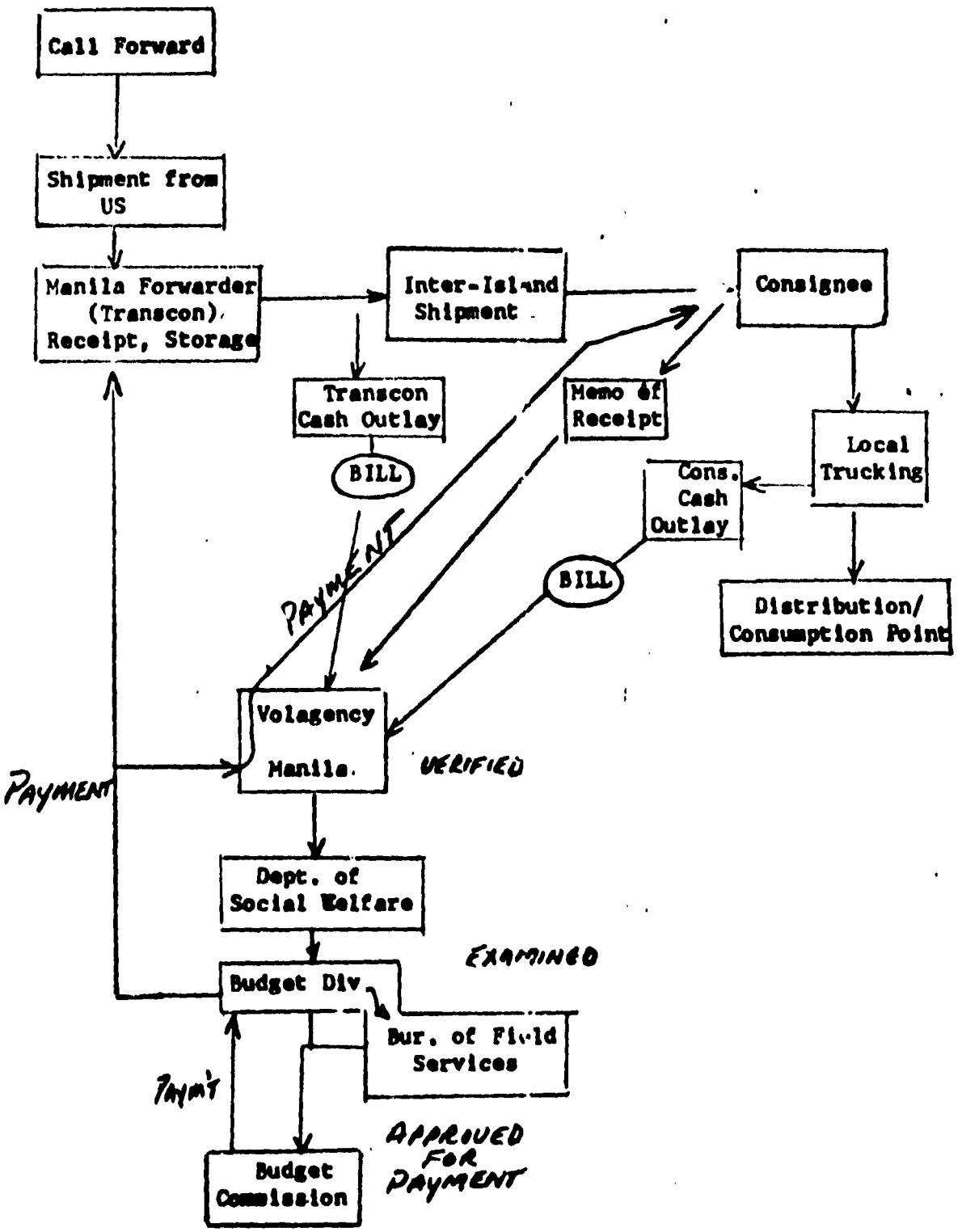
presented in Exhibit V-3 on the following page. The current forwarding contractor, Transport Contractors (Transcon) is currently carrying accounts receivable which date back nearly seven months. In order to cover the expense of this clotted cash flow, Transcon is clearly forced to give priority to other clients who insure prompt payment, and probably to maintain a higher unit cost of shipping the Food for Peace commodities than would otherwise be necessary.

The Volagencies concerned have suggested to DWS various means (direct advances to the Volagencies, revolving trust fund) by which to shorten the time lag, and thereby assure preferential treatment by the forwarder. Not being familiar with the GOP accounting and auditing regulations, it is not possible for our team to recommend one of the proposed courses of action over another. We suggest that USAID assume a strong role in supporting the Volagencies' attempts at a speedy resolution of this question and that any solution also be directed at the payment of bills incurred by local consignees in moving the goods from the provincial port to the point of distribution/consumption.

Exhibit 7 -

EXISTING DSW SHIPPING PAYMENT

Flow Chart



APPENDIX A

NUTRITION RESPONSE RECORDS

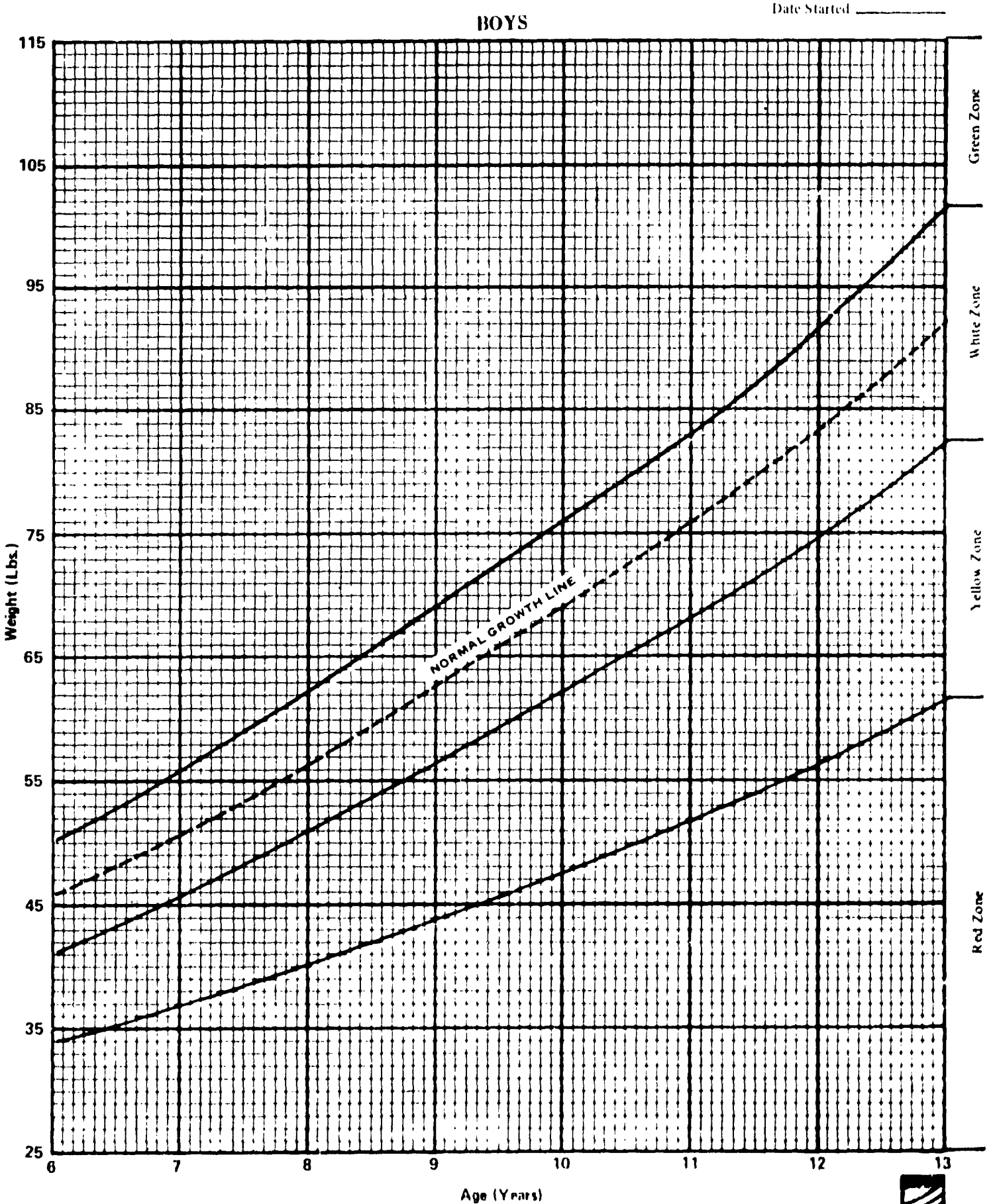
SCHOOL NUTRITION PROGRAM · INDIVIDUAL GROWTH CHART

Name _____ Date of Birth _____ Grade/Sec _____

School _____

Province _____ Municipality _____ Barrio _____

Date Started _____



NNP-HDNF-8-C1

Better Nutrition for a stronger Philippines

HOW TO USE THE INDIVIDUAL GROWTH CHART

1. An Individual Growth Chart should be prepared and maintained for each child. Use the chart corresponding to the sex of the child.

2. Fill in correctly the child's name and other data as indicated on the top of the Individual Growth Chart.

3. Weigh the child carefully -- barefoot and with minimum clothes -- and enter its correct weight on the vertical line corresponding to its age to the nearest month. Weigh the child every 3 months thereafter, weighing before feeding and enter its weight from each successive weighing on the successive month lines. These progresssive weights will enable you to determine this child's own growth curve or growth performance.

4. Individual Growth Charts for each class should be placed in a wooden box beside the Student Nutrition Chart. Each child should be encouraged to take an active interest in its own progress towards recovery from malnutrition.

NOTE:

The normal growth line is an imaginary line bi-secting the white or normal zone on the Student Nutrition Chart. The top of the normal growth line is ten percent above normal weight and the bottom of the white zone is ten percent below normal weight.

After you have plotted the child's normal growth curve on its Individual Growth Chart you will be able to see if its own growth rate is faster than normal. A faster (positive) than normal growth curve will show that the child is responding well to increased feeding and correcting his malnutrition.

Children in the Student Nutrition Program who fail to show a positive growth curve, should be checked by the school physician, other local doctors, and/or nurse to determine if they are suffering from any organic disease which requires treatment.

* * * * * * * *

70

PHILIPPINE SCHOOL NUTRITION PROGRAM · INDIVIDUAL GROWTH CHART

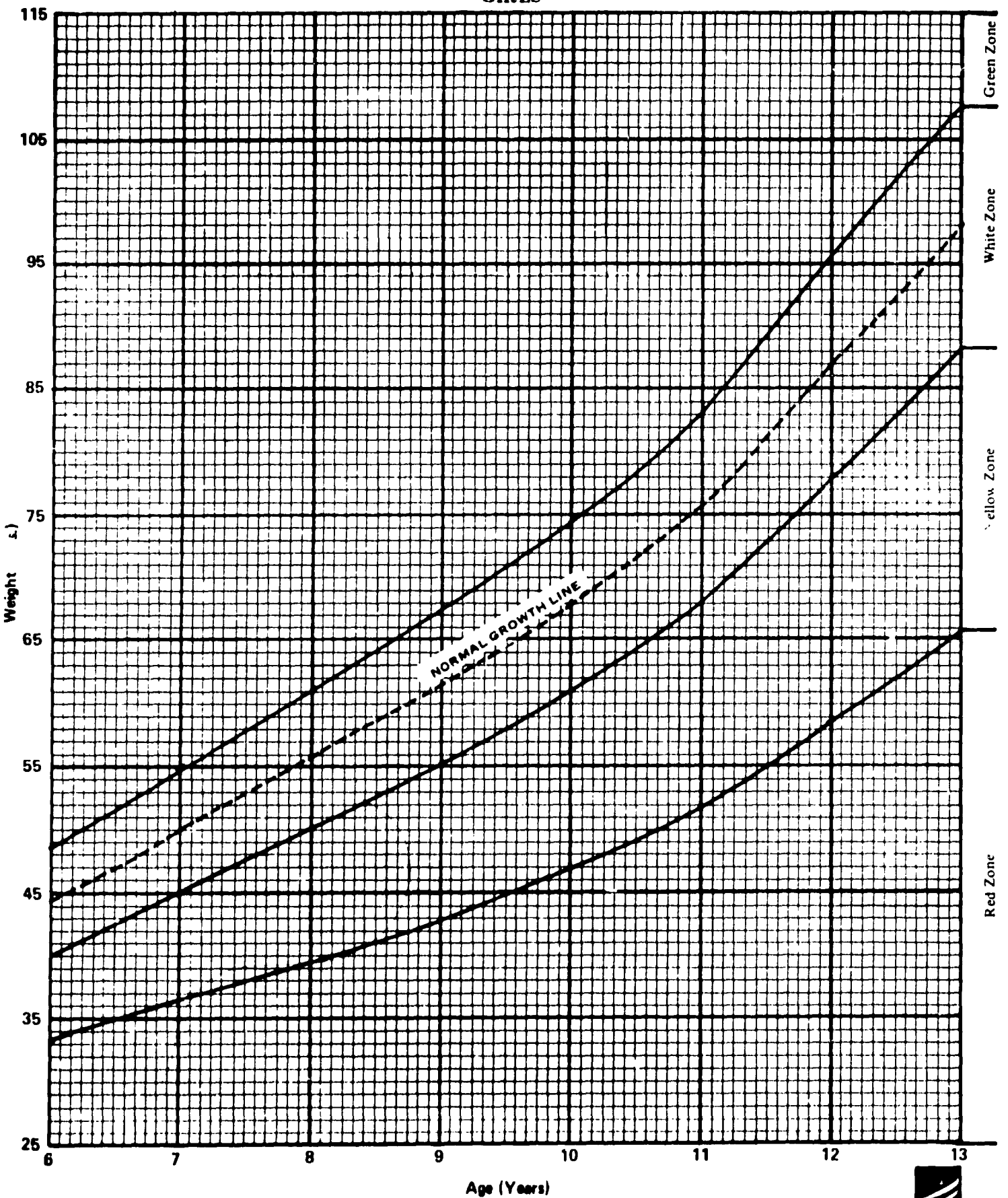
Name _____ Date of Birth _____ Grade/Sec. _____

School _____

Province _____ Municipality _____ Barrio _____

Date Started _____

GIRLS



NNP-HDNF-8-C2

Better Nutrition for a stronger Philippines

F2(03)(2)

71

HOW TO USE THE INDIVIDUAL GROWTH CHART

1. An Individual Growth Chart should be prepared and maintained for each child. Use the chart corresponding to the sex of the child.

2. Fill in correctly the child's name and other data as indicated on the top of the Individual Growth Chart.

3. Weigh the child carefully -- barefoot and with minimum clothes -- and enter its correct weight on the vertical line corresponding to its age to the nearest month. Weigh the child every 3 months thereafter, weighing before feeding and enter its weight from each successive weighing on the successive month lines. These progresssive weights will enable you to determine this child's own growth curve or growth performance.

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After you have plotted the child's normal growth curve on its Individual Growth Chart you will be able to see if its own growth rate is faster than normal. A faster (positive) than normal growth curve will show that the c ld is responding well to increased feeding and correcting his malnutrition.

Children in the Student Nutrition Program who fail to show a positive growth curve, should be checked by the school physician, other local doctors, and/or nurse to determine if they are suffering from any organic disease which requires treatment.

* * * * * * * *

72

CHILD'S RECORD

Province .....

Municipality .....

Address .....

.....

Father's Name .....

Father's occupation .....

Mother's Name .....

Mother's Age .....

Mother's occupation .....

Child's Name .....

Sex: Male ☐ Female ☐

Date of Birth .....

Birth Certificate filed (date) .....

Child's Birth Order .....

No. of Living Brothers/Sisters .....

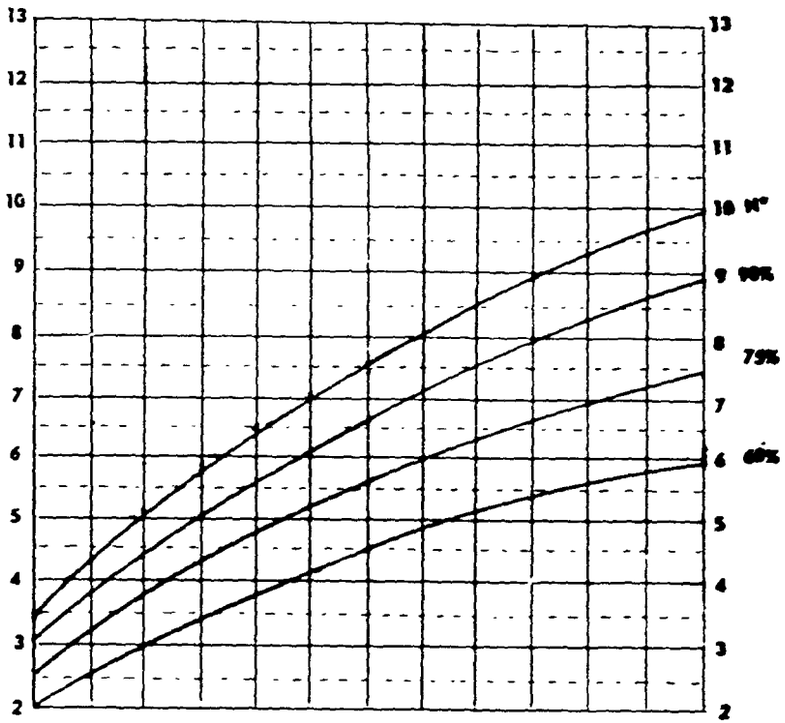
DELIVERY

Place:	Mode:	Attendant:
House ☐	Spontaneous ☐	M.D. ☐
Hospital ☐	Forceps ☐	Nurse ☐
Other ☐	Caesarean ☐	Midwife ☐
	Other ☐	Hilot ☐
		Other ☐

Family Number ☐☐☐☐☐

Case Number ☐☐☐☐

WEIGHT IN KILOGRAMS
Below one year



Birthmonth (instructions – see over)

IMMUNIZATIONS – enter dates

	Primary	Booster
BCG		
DPT		
Polio		
El Tor		
Small Pox		

N* = normal growth line

DATE	Wt	HISTORY (INCLUDING DIET): FINDINGS	ADVICE: TREATMENT

*Do not fill these boxes.

A-5

WEIGHT IN KILOGRAMS

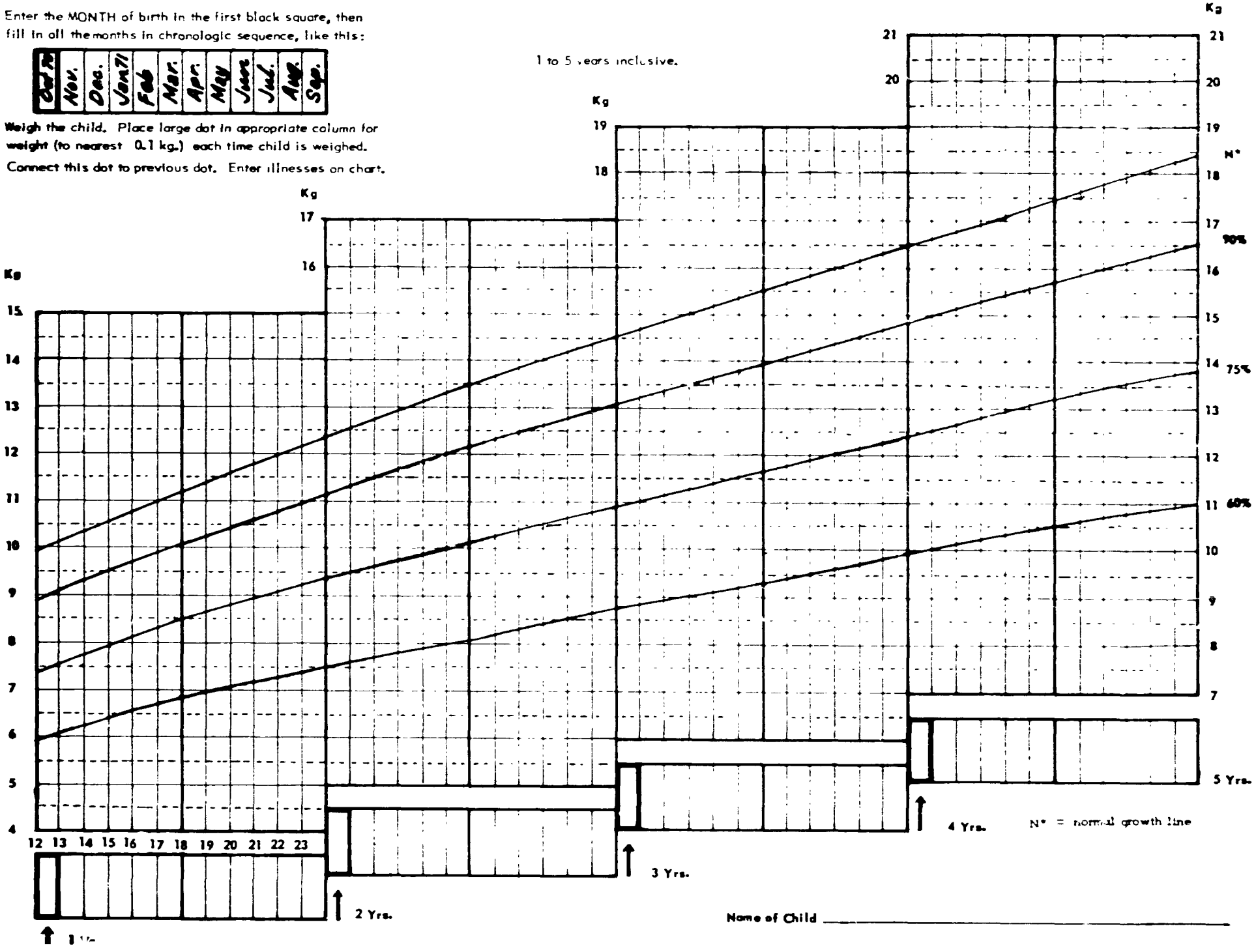
Instructions:

Enter the MONTH of birth in the first block square, then fill in all the months in chronologic sequence, like this:

Oct 70	Nov.	Dec.	Jan 71	Feb	Mar.	Apr.	May	June	Jul.	Aug.	Sep.

Weigh the child. Place large dot in appropriate column for weight (to nearest 0.1 kg.) each time child is weighed. Connect this dot to previous dot. Enter illnesses on chart.

1 to 5 years inclusive.



Name of Child _____

A-6

CHILD'S RECORD

Family Number ☐☐☐☐☐

Case Number ☐☐☐☐

Province .....

Municipality .....

Address .....

.....

Father's Name .....

Father's Occupation .....

Mother's Name .....

Mother's Age .....

Mother's Occupation .....

Child's Name .....

Male ☐ Female ☐

Date of Birth .....

Birth Certificate Filed (date) .....

Child's Birth Order .....

No. of living brothers/sisters .....

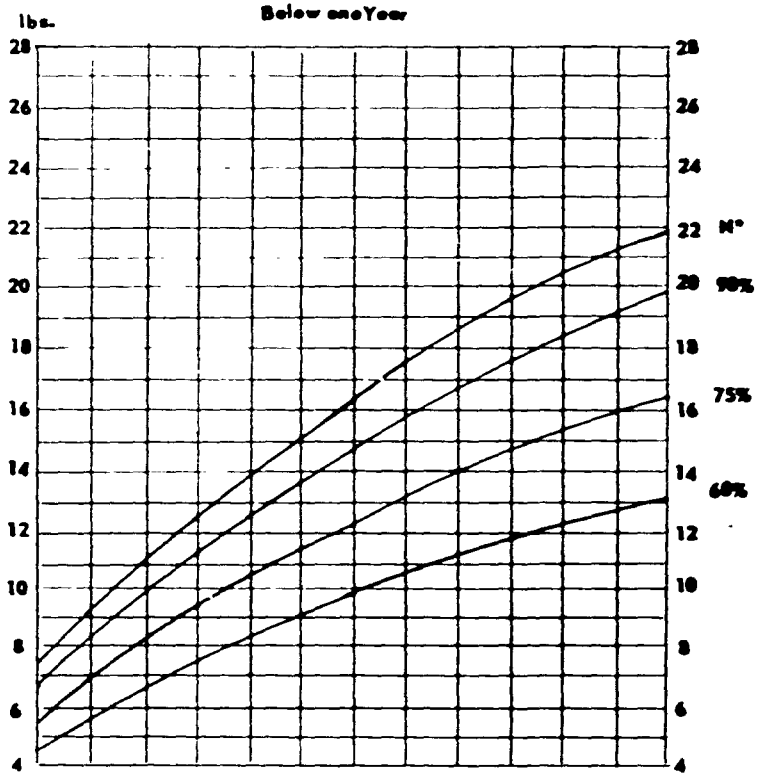
DELIVERY

Place	Mode	Attendant
House ☐	Spontaneous ☐	M.D. ☐
Hospital ☐	Forceps ☐	Nurse ☐
Other ☐	Caesarean ☐	Midwife ☐
	Other ☐	Hilot ☐
		Other ☐

DATE	H/C	HISTORY (INCLUDING DIET); FINDINGS	ADVICE: TREATMENT

Do not fill these boxes.

WEIGHT IN POUNDS
Below one Year



Birthmonth (Instructions — see over)

IMMUNIZATIONS — enter dates

	Primary	Booster		
BCG				☐
DPT				☐
Polio				☐
El Tor				☐
Small Pox				☐

N* = normal growth line

INSTRUCTIONS.

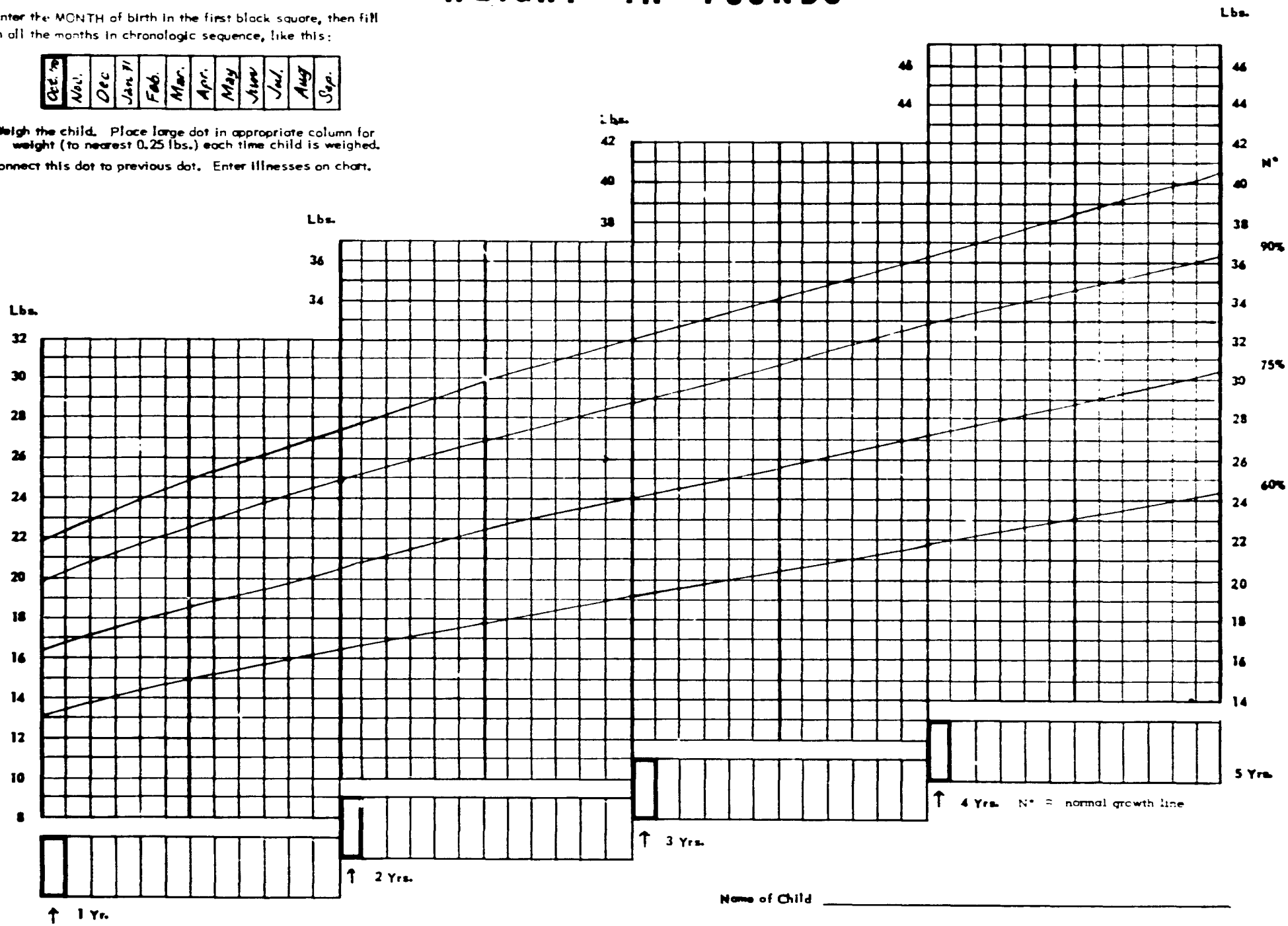
WEIGHT IN POUNDS

Enter the MONTH of birth in the first block square, then fill in all the months in chronologic sequence, like this:

Oct. '70	Nov.	Dec	Jan. '71	Feb.	Mar.	Apr.	May	June	Jul.	Aug	Sep.

Weigh the child. Place large dot in appropriate column for weight (to nearest 0.25 lbs.) each time child is weighed.

Connect this dot to previous dot. Enter illnesses on chart.



Name of Child _____

A-8

APPENDIX B

NUTRITION FORMULATION

APPENDIX B

NUTRIBUN FORMULATION

BASIS: 50 lb-bag of flour

Ingredients	Bakers %	Gram-Weight
FLOUR, all purpose	100.00	22,700.00
WATER (not less than)	60.00	12,940.00
YEAST, active dry	2.00	454.00
SALT	1.50	340.00
SUGAR, fine granulated	12.00	2,724.00
SHORTENING, liquid	5.00	1,135.00
MILK, powder non-fat	14.00	3,178.00

MIX (conventional mechanical mixer): 20 to 30 minutes

FIRST FERMENTATION: 35 minutes

PUNCH

SECOND FERMENTATION: 15 to 20 minutes

SCALING WEIGHT: 175 grams

FINAL PROOF: 35 to 40 minutes

BAKE: 15 to 20 minutes at 385°F.

AVERAGE BAKED WEIGHT/bun: 150 grams

AVERAGE YIELD: 220 Nutribuns

NUTRIBUN – FOOD COMPOSITION (Per Bun)

COMMODITY	GRAMS	CALORIES	PROTEIN (grams)	CALCIUM (mg)	IRON (mg)	THIAMINE (mg)	RIBOFLAVIN (mg)	NIACIN (mg)	VITAMIN A I. U.	ASCORBIC ACID (mg)
Flour	100	364	11.6	16	2.90	.44	0.26	3.5	0	0
Milk	14	51	5.0	183	.08	05	(0.25)	0.1	4	1
Oil	5	44	–	–	–	–	–	–	–	–
Sugar	12	46	–	–	–	–	–	–	–	–
Yeast	2	6	(0.7)*	(0.9)	(0.3)	(0.05)	(0.11)	(0.7)	Tr	Tr
	133	511	17.3	199.9	3.28	.54	.62	4.3	4	1

* – Numbers in parenthesis denote values imputed from another form of the food or from a similar food.

I.U.– International Unit.

Tr – Trace

78

APPENDIX C

LOGICAL FRAMEWORK -- TARGETED MCH

PART TWO
MALAYSIA

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: MALAYSIA

Submitted to the

U. S. Agency for International Development
Washington, D. C.

February 29, 1972

Checchi and Company
815 Connecticut Avenue, N. W.
Washington, D. C. 20006

4

TABLE OF CONTENTS

		Page
Section I	Background and Setting of PL 480 Title II Programs in Malaysia	1
Section II	Food for Peace in Malaysia: The Framework	5
	A. Goals of Cooperating Parties	5
	B. Project Purposes and Descriptions	6
Section III	Title II Operations in Malaysia: Findings and Suggestions	17
	A. Mother/Child Feeding and School Feeding	17
	B. Economic and Community Development - Food-for-Work	20
	C. Adult Institutional Feeding and Health Cases	27
Section IV	Food for Peace Central Issues and Problems	29
	A. Overall Program Evaluation	29
	B. Program Planning and Management	29

CHECCHI AND COMPANY
818 CONNECTICUT AVE., N.W.
WASHINGTON, D.C. 20006

TELEPHONE
(202) 298-8630

February 29, 1972

CABLE ADDRESS
"CHECCHI"

Honorable Jack W. Lydman
American Ambassador
American Embassy
Kuala Lumpur, Malysia

Dear Mr. Ambassador:

The Checchi and Company Food for Peace Evaluation Team herewith presents its draft country report on Food for Peace in Malaysia for your consideration and review. The findings and suggestions contained in this report are tentative, pending the completion of our final worldwide report on PL 480 Title II for the Agency for International Development. Your comments and those of Mr. Crawford will be welcomed as a means of improving the accuracy of the entire study. In addition, we present this report with the hope that it will be useful to the Embassy in improving Title II operations in Malaysia.

We are grateful for the extra efforts extended by Mr. Crawford, Verne Dickey and Marge Bennett, as well as the support staff of the Embassy, for their help and advice during our three week stay. We realize that the staff resources of the Embassy are limited, and very much appreciate that everyone has been willing to take extra time and effort to expedite our work. We also found that the CRS/Malaysia staff, WFP and UNICEF representatives, as well as the officials of the Malaysian Federal Government and the State Governments of Kelantan, Malacca, Sabah and Sarawak whom we encountered, were equally helpful and informative.

Sincerely yours,

John W. McCarthy, Jr.
AID/W Central Evaluation Staff

Gerald H. Huffman
Team Leader
Checchi and Company

Pirie M. Gall
Checchi and Company

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: MALAYSIA

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN MALAYSIA

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN MALAYSIA

This draft country Evaluation Report is an appraisal of the effectiveness of the PL 480 Title II program in Malysia. It has been prepared for two purposes: (1) to provide descriptive and analytical material for the worldwide evaluation of Title II being conducted by Checchi and Company for the Agency for International Development; and (2) to provide the U. S. Embassy in Malaysia with the Evaluation Team's observations, findings and suggestions resulting from our three week visit to the country. The study is concerned with programming and management matters, and seeks to determine whether the best attainable results are being achieved through ultilization of Title II foods. Auditing matters are of concern only where they affect program implementation. The multilateral World Food Program falls outside the scope of our assessment.

In the following sections of this report we present our understanding of the Food for Peace Title II program. We emphasize that conclusions and suggestions presented in the report are tentative and subject to revision as other countries' Food for Peace projects are reviewed and our overall observations, findings and conclusions are synthesized in the worldwide study. Following the background material in Section I, we present in Section II a description of the goals, purposes and activities which constitute the Food for Peace effort in Malaysia. In Section III we present our evaluation findings and suggestions in each of the project components. Section IV is a discussion of matters which cut across all of the activities.

In order to maintain consistency within this report and with other documents prepared as part of our evaluation, we have adopted the following definitions of terms:

Program: An identifiable assistance operation in its entirety, i.e., Food for Peace.

Project: A major program division within the program, i.e., Food-for-Work, School Feeding.

Activity: A specific component in a given location, i.e., assistance to State land development schemes in Kelantan.

Goal: A statement setting forth long-range ends toward which the U. S. Mission, Host Country, or cooperating sponsor's efforts are directed. Goals will transcend the Food for Peace effort itself, and progress in achievement may not be precisely measureable.

Purpose: Statements of the aim of the operational project or activity, stated where possible in finite terms.

Special conditions exist in Malaysia which impact on the need for food assistance, and on the strategies and implementation developed to channel such assistance in the most effective manner. There are three matters which deserve brief explanation as background to our evaluation. They are (1) the generally high level of prosperity of Malaysia relative to other developing Asian nations; (2) the differing socio-economic conditions and approaches to government and development between West and East Malaysia; and (3) the conscious policy of the Federal Government to focus its development resources on Malay and "indigenous" groups.

Any visitor to Malaysia with experience in adjoining Asian countries is struck by the surface indicators of prosperity. This is borne out in the economic indicators. Malaysia's per capita income was estimated at US $350 in 1970, the third highest in Asia after Japan and Singapore. The average annual GNP growth rate during the 1960-70 decade was six percent. The foreign exchange position is strong and the currency one of the "hardest" in Asia, based on exports of natural rubber, tin, timber, palm oil, and a growing petroleum export industry. The country borrows a large percentage of its external development funds commercially in world financial markets, and seeks little foreign aid other than technical assistance for its extensive, planned industrial and rural development programs. Inflation has been held to approximately ten percent over the last 12 years, largely due to rising costs of imported goods.

Within this overall picture of economic strength and growth there are, of course, qualifying factors, particularly when comparisons are drawn between West and East Malaysia. Within West Malaysia the west coast is urbanized, possesses the major ports and developed touristic attractions, and the major exploitable rubber and tin resources. The east coast is generally more rural, poorer, with few harbors, and is a major focus of Federal and State development projects opening the interior jungles to cash crops and public services. West Malaysia as

a whole covers less than one-half of the land area, but contains 85 percent of the population. Within that population is a large wage-earning lower middle class, and there are few extemes of poverty except in certain pockets in the rural areas, and in the small squatter populations in the larger cities.

East Malaysia (composed of the States of Sabah and Sarawak) is spread over 77,000 of the country's 127,000 square miles, but contains only 15 percent of the nation's population. Sabah and Sarawak joined the Federation in 1963, and still retain autonomous control over various functions of internal government. The exploitation of the potential riches of the Eastern States is limited by the current lack of highways and railroads, and the interior areas remain to a great extent undeveloped and even unexplored. The cultural and governmental differences between East and West Malaysia are, of course, complicated by their distance from Malaya. Malayan language and culture are still somewhat foreign, and there is an underlying mutual distrust and suspicion between the two regions. This situation, and the relative lower stage of development of East Malaysia must be considered in evaluating food program needs and strategies. In fact, the two East Malaysian States deserve separate description.

Sarawak, with 48,000 square miles of territory, has the largest area of any Malaysian State, yet its population is only 1,000,000, which, except for concentrations in a few small urban areas along the coast, is widely dispersed. This factor creates special problems in extending food assistance, as well as the full range of public services. Indigenous tribes, of whom the Iban or Sea Dayak are by far the largest in number, constitute roughly 50 percent of the total population, the Chinese 30 percent, Malays ten percent, and Indians, Europeans and others ten percent.

The State has few roads and the primary mode of transportation, by far, is rivers which provide west/east connections from the ports to the hinterland. Both the efficiency and cost of river transportation are subject to seasonal changes in the size (water volume) of the rivers which make navigation frequently difficult or impossible over some of their lengths during extremes of high and low water.

Sarawak enjoys a higher degree of autonomy in many areas, e.g., immigration control, finance, judiciary, than do the States of West Malaysia. In most instances, the state and/or district governments formulate and administer the public programs in Sarawak; only gradually are these being integrated with the national plans formulated in Kuala Lumpur.

The estimated population of Sabah in 1970 was 655,295. About 75 percent of the population, 15 years of age or older, are engaged in agriculture, forestry, hunting and fishing. Roughly two-thirds of Sabah's population are indigenous tribal people (compared to eight percent for all of Malaysia). The remaining third are Malays and Chinese and smaller numbers of Indians. As in the case of Malaysia as a whole, Sabah is concentrating its economic development program mostly on agricultural and rural development. Since nearly all of the tribal people live in the rural areas, the various development schemes are directed largely to improvements in the quality of life of these people through better health and education facilities, modernized agriculture and improved transportation. Sabah's agricultural development is being concentrated on diversified cash export crops such as oil palm, cocoa, and coconut, in order to avoid the heavy dependence on natural rubber which characterizes West Malaysia.

These differences in geography, culture and attitudes among the areas of Malaysia make generalization about the country difficult, and require us to distinguish among the States in the following discussions of Food for Peace projects.

The third background matter of interest is the Federal policy of extending a higher proportion of public services, ownership and management of the nation's affairs, particularly industrial and commercial business as well as commercial and cash export agriculture, to Malays and other "indigenous" peoples. In addition, Malay has become the official government language, and is being promoted as the medium of instruction and communication for all areas. In the State of Sabah there is additionally a policy of Islamic conversion of the largely animist indigenous groups. In Sabah the policy of Islamization raises doubts about the tenure there of Christian voluntary agencies' activities.

SECTION II

FOOR FOR PEACE IN MALAYSIA: THE FRAMEWORK

SECTION II

FOOD FOR PEACE IN MALAYSIA: THE FRAMEWORK

This section describes, but does not evaluate, the context and content of the Food for Peace program and its component projects in Malaysia. The broad goals of the cooperating parties, including the Federal and State Governments of Malaysia, the U. S. Embassy, CRS, and UNICEF are discussed in the first subsection. The specific project purposes and activities of Food for Peace are set within these broad goals, and are described in the following subsection.

A. Goals of Cooperating Parties

The Federal goals are set forth in the Second Malaysia Plan, and are focused on strengthening national unity through extending economic development and public services into rural areas, with emphasis on assisting Malay and other indigenous peoples to gain control over an increasing proportion of the means of production. The emphasis in industrial development is on private sector efforts with foreign investment incentives, especially in "pioneer" manufacturing sectors.

State governments' goals generally coincide with, in fact may be seen as the source of, Federal goals. There are differences, of course, based on the States' degree of economic autonomy and strength, which is greatest in the case of the East Malaysian States.

The U. S. Embassy's broad goal is to demonstrate with modest resources and in a "low-profile" manner, U. S. support for Government of Malaysia policies and programs which are directed toward assuring continuing internal political stability and increasing and broadening the base for social and economic development. The Mission regards Food for Peace as a tangible expression of U. S. concern for the well-being of the rural Malaysian people, and a possible contribution to the achievement of certain Malaysian development goals.

Catholic Relief Services in Malaysia regards its major goal as providing humanitarian aid to sick or needy persons regardless of race, color, religion or age. This is to be accomplished to an increasing degree through indigenous charitable counterpart organizations which may eventually assume full responsibility for humanitarian activities in the country. In addition to food aid, CRS distributes clothing and medical supplies.

UNICEF, as the United Nations agency principally concerned with child welfare, operates in Malaysia as part of a broad range of UNDP activities. The goal of UNICEF activities in Malaysia may be assumed to fall within their emphasis on improving infant nutrition and health.

B. Project Purposes and Descriptions

1. Malaysian Government Purposes and Activities Related to Nutrition and Feeding

Health and education in West Malaysia are principally Federal concerns, whereas in East Malaysia until this past year they have been the responsibility of the State governments. The phaseover in East Malaysia is still under way, so that state-level management is still predominant. As in so many areas of government in Malaysia, the East/West distinction must be recognized for its effect on how policy is made, and the nature of the activities which follow from those policies.

Members of our team have lived or worked in several Asian countries, and we have found that health and sanitation conditions in Malaysia are far better than conditions we have observed in Cambodia, India, Indonesia, the Philippines, Nepal, Thailand and Vietnam. We are told that 70 percent of West Malaysians drink water that is potable by U. S. standards. The incidence of gastrointestinal and respiratory diseases in Malaysia remains well below that found elsewhere in the region. During our field travels we did not encounter the severe clinical forms of marasmus and kwashiorkor which are present in large urban slums and isolated rural areas in neighboring countries. These conditions may be traced to the relative prosperity of the country, as well as strong preventive public health measures.

While it may be said that there is an awareness in Malaysia of nutrition as an element in assuring a strong productive society, and that most of the population possesses the means for an adequate diet, recent studies carried out by Federal agencies have shown that further, focused attention on nutrition in selected regions and among certain groups within the society is necessary.

The studies which have been carried out since 1968 [1] have shown that specific cultural groups in the less prosperous rural and urban areas

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[1] Y. H. Chong, D. A. McKay and Ruth K. H. Lim, Institute for Medical Research, K. L., "Some Results of Recent Nutrition Surveys with Emphasis on Nutritional Anthropometric and Biochemistry." Paper presented in 1970, to be published by the Malaysian Public Health Bulletin, 1972.

of the country exhibit both anthropometric and biochemical evidence of insufficient calorie, protein, and vitamin intake. The location of these few studies have shown significant parallels between low nutritional status, low socioeconomic status, and higher-than-national average infant mortality rates. During 1971 an anthropometric survey of 3,000 school children also revealed that nutrition problems occur in "pockets" in Malaysia. While a national survey, conducted either by the states or the Federal government, remains to be carried out, the existing evidence shows that the incidence of malnutrition is highest among groups in rural, eastern Malaya (principally Malay), among the children of laborers on rubber estates in western Malaya (heavily Indian), and in the inland areas of Sarawak (Dayak tribes) and Sabah (tribal). It should be emphasized that the true scope and nature of malnutrition in Malaysia is not known, nor are we aware of current plans to carry out a national study.

At the moment, the one Federally-sponsored nutrition effort is the Applied Nutrition Programe, an interagency activity involving the Ministries of Health, Education, Agriculture, and National and Rural Development, and backed by a four year UNICEF assistance agreement. Currently operating in Telok Datok, Kuala Langat, near Kuala Lumpur, the program is planned to expand to the State of Trengganu during 1972, and to four other States in eastern Malaya and East Malaysia by 1975. Rural health centers are concerned with nutrition throughout West Malaysia, but are heavily burdened with other forms of preventive and curative health responsibilities.

Private religious and civic groups have been operating clinics and supplementary feeding programs in scattered areas of both East and West Malaysia for a number of years. These have included the Red Cross and a variety of Christian missions.

The Second Malaysia Plan for 1971-75 mentions, among its objectives in health, the objective of achieving "...a more balanced distribution of...services between rural and urban areas (and to) promote the general health of the population by improving environmental sanitation and nutritional standards on a national scale."[1] However, we were told by top level government nutritionists that at present there is no national strategy for meeting this objective. A national interagency conference

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[1] David A. McKay, and T. L. Wade, "Nutrition, Environment, and Health in the Iban Longhouse," Southeast Asian Journal of Tropical Medicine and Public Health, Vol. 1, No. 1, Mar. 1970.

is planned for the spring of this year to develop such a strategy, hopefully with budgetary allocations, for inclusion in the revised Malaysian Plan. In addition, the Federal Government is taking steps to establish a school health service, and to integrate the health ministries of the East Malaysia States with the national service. There has also been discussion of investigating the relationship between nutritional deficiency and school dropouts.

In summary, we find increased government attention to Malaysia's nutritional problems during the past three years. This is not yet a major issue, and may never become one on the scale that it is in India and the Philippines, for example, simply because it does not appear to be as massive a social handicap as it is elsewhere in Asia.

2. U. S. Government Purposes in Nutrition

The U. S. Government's purpose in encouraging nutrition-focused feeding activities is twofold. It is hoped that these projects, carried out by CRS and UNICEF, will reach a significant number of rural families in needy areas throughout the country, especially mothers, preschool and school age children, and thereby demonstrate an American interest in their welfare. In addition, the U. S. Government encourages the developmental purpose of improving and protecting the physical and mental growth of the rural children of Malaysia in order that they might be able as adults to maximize their contribution to the nation's economic and social development.

3. Maternal and Child Health Purposes and Projects of Cooperating Sponsors

UNICEF's project purposes in Malaysia are focused on child nutrition, which is carried out through milk distribution to infants through health centers in West Malaysia, Sabah and Sarawak, and primary schools in Sabah, and through assistance to the newly organized Federal interagency Applied Nutrition Program (ANP), which is currently operating on a pilot basis in Kuala Langka, as described above. UNICEF's commitment totals US $164,000 over four years (1971-74), in addition to 120,000 lbs. of non-fat dried milk planned for children in homes visited under the ANP activity. UNICEF will provide gardening tools, cooking equipment, vehicles, clinical scales, and in-service training courses. The ANP will be extended to five states in West and East Malaysia, based on their above-average incidence of infant mortality. The Ministry of Health is the channel through which UNICEF is managed in Malaysia, with supervision from UNICEF handled by the Officer-in-Charge of the Thailand and Malaysia Mission, located in Bangkok. This officer told

us that he visits Malaysia six times a year. Children are chosen to receive dried milk on the basis of examination by doctors in rural health clinics, or are identified by home visitors in the ANP area. It is estimated that nearly 30,000 children will be served through the health center distribution in 1973, and 6,000 through the ANP visitors. In all cases feeding takes place at home, and progress is checked through weighing of the children in the health units.

UNICEF is currently running acceptability and preparation tests on Wheat Soya Blend (WSB) in its Singapore program, and reports favorable results. The Bangkok office is aware of the requirement to reduce project dependency on dried milk, and hopes to replace the milk with WSB in the Malaysia program by 1974. While UNICEF's funding and technical commitments to ANP will continue, within the next year its roles in providing the food element of that project and its other responsibilities in feeding may be phased over to World Food Program, thereby eliminating the use of Title II food through the UNICEF channel. This may result in changes in project purpose and implementation.

CRS's MCH Project is implemented through clinics, hospitals, dispensaries and MCH centers, operated by the Department of Aborigines, Red Cross Society and other local agencies. Commodities are distributed monthly in uncooked form and then cooked and served in the family unit. As far as possible, the distribution is accompanied by instruction in the preparation of the food, hygiene, sanitation and child-care, but in the more remote rural areas, particularly in Sabah where the food has to be carried a bag or two at a time in a long-boat or through jungle tracks, this instruction is not always possible. Each distribution center maintains records of the recipients and the amount distributed. CRS plans to raise its 1973 coverage to nearly 23,000 mothers and children as against 13,000 in 1972. Dry milk, bulgur, CSM and rolled oats will be supplied.

4. <u>School Feeding and Other Child Feeding Purposes and Projects of Cooperating Sponsors</u>

UNICEF provides a limited amount of dried milk to primary schools in Sabah. CRS is the main channel in Malaysia for parochial and public school feeding.

In West Malaysia CRS operates 90 percent of its school lunch or snack project through the Central Welfare Council, a non-profit private organization receiving part of its finances from the Federal Government, and through the Federal Land Development Authority. Close liaison is maintained with the Ministry of Education, but the CWC and the FLDA

deal directly with local primary schools and a few secondary schools. Bulgur and non-fat dried milk is provided in all States other than Penang. Eighty thousand recipients are reached through this effort, and the emphasis is on rural schools. Another project is the provision of bread using Title II what flour and dried milk to schools in five urban areas on the west coast. Due to AID/W cuts in the flour amounts, and the decreasing need for this supplement in the urban areas, the number of recipients has been cut in half to slightly less than 10,000 during the past year. Additional feeding in schools is carried out through the Department of Aborigines (833 tribal pupils), the Malaysian Council of Child Welfare (2,000 recipients), and a few individual schools serving 1,400 children. The total number of children being fed in schools in West Malaysia has been dropping steadily for reasons covered in Section III.

In East Malaysia, school children are fed by CRS and its local counterpart, the State Catholic Welfare Councils. Approximately 5,000 are fed in day schools which are located in or near the coastal towns. As prosperity increases in these areas, school feeding has been gradually phased down during the past two years. The major effort in East Malaysia falls under the "other child feeding" category, in the form of bulgur supplied to hostels located at public and mission primary and secondary schools in the remote rural areas of Sabah and Sarawalk. In Sabah the activity reaches only 900 youths, principally due to logistic constraints. In Sarawak it is planned to increase the coverage from approximately 13,000 to nearly 15,000 students. They are in 148 schools, of which 91 are government primary schools (5,923 recipients), 34 are Christian and Seventh Day Adventist Mission primary and secondary schools (serving 2,411) and 23 are government secondary schools administered by the state Department of Education, with 6,666 recipients.

These schools are all boarding schools or more commonly referred to as hostels, a system which helps assure education for the Iban and other tribal children who would otherwise have to travel great distances each day from their isolated longhouses to the schools. Each child must provide his own food in order to enroll and stay in school. The required amount for the school year is two bags of rice per child. In actual practice, the rice, not infrequently, runs out during the third quarter of the school year and bulgur, which is the only PL 480 commodity in the program at present, becomes the means to keep many children in school through the last school quarter.

5. Economic and Community Development - Food for Work

The U. S. and Federal Government of Malaysia agreed in a 1968 Aide-memoire to provide Title II bulgur, CSM, NFDM, rolled wheat, and corn meal to land development schemes supported and administered by the States of Kelantan, Malacca and Sabah. The U. S. Mission's purpose in extending this assistance was to provide food as a subsistence allowance only during the critical initial development period and to withdraw this assistance when production of the major cash crops (rubber, palm kernels or coconut) began on the settlement schemes. Since the approaches to land development and the conditions accompanying the distribution of Food for Peace commodities differ considerably among the States, we have treated each State separately in the following description. We have also noted the planned food-for-work activity of CRS, and the existing projects of the World Food Program.

In Kelantan the purpose of food assistance to the schemes supported by the State Land Development Board (formerly Authority) was assumed to have been the provision of supplementary rations for the settlers during the initial stages of development until the major income source, rubber, could be tapped.

Kelantan operates the most spartan system of land settlement among those we encountered in Malaysia. Settlers are chosen from the estimated 24,000 totally landless families in the State, and assigned a plot of land in a surveyed scheme. The plot includes six acres for rubber, two acres for dusun, or cash crops such as fruits and vegetables, one acre for hill paddy (or two acres for wet paddy where possible), and one-quarter acre for a house. Rubber seedlings and fertilizer are granted by the State. Settlers must clear the land themselves; they receive no cash stipend, and they must eventually build their own houses in the designated housing area of the scheme. School buildings are generally primitive, and constructed through communal voluntary labor. The program was started in 1961, and now covers 40,000 acres and involves 7,000 settler families on 24 schemes, 17 of which are in the vast Ulu Kelantan District which was visited by the Team.

Food for Peace commodities for Kelantan included bulgur, corn meal, CSM, dry milk, and rolled wheat. Nearly 2,500 tons was provided, all of it delivered during the period from January to September, 1969. The last spoiled goods were disposed of in December 1971, and the last distribution on the schemes took place in May 1971. The food was distributed monthly to families working on the schemes. Eighteen-thousand persons actually living on the schemes were fed.

State-supported land development schemes in Malacca are called "fringe alienation schemes." Land adjacent to rural kampongs is designated for clearance and planting, and families work the schemes while living in their old homes in the village. The program was begun in 1962. The last scheme was opened in 1967. Due to the small size of the State and the limited remaining forest reserves, further rubber land development of this type is not expected in Malacca. Forty-five schemes covering 14,000 acres and involving approximately 2,000 settler families have been initiated.

Among the foodstuffs provided through FFP, bulgur, CSM, and rolled wheat have been least acceptable, the first because of taste and a strong preference for rice, and the latter two because of rapid spoilage and unfamiliarity with their preparation. Dry milk and corn meal have been acceptable. The food was delivered at the Malacca port, and off-loaded with lighters to a warehouse in the port area. District officers (DO's) in the three districts were notified by the clerk in the Secretary of State's office, and the D.O.'s arranged for government vehicles to move the stocks to a storage facility in the district headquarters (often unused government staff housing). Distribution to settlers was carried out at the schemes on a monthly basis. District vehicles moved the goods to the scheme in the required amounts and families took the food home for consumption. State officials estimated that the State Government expended approximately M$10,000 per year for off-loading, storage, and transportation of the food.

Sabah State, through its Department of Agriculture and Land Development Board, is devoting major attention and modest financial assistance ($1.5 million in 1960) to settlement schemes. These schemes aim at changing the pattern of native agriculture from a subsistence economy based on hill paddy and tapioca, hunting and fishing, to a more stable cash economy based, where possible, on wet paddy and perennial economic crops. The major schemes are patterned after the Federal Land Development projects in West Malaysia. The earlier established minor schemes, of which there are currently 141 located in 15 districts, are assisted by the Government to a much lesser degree. The assistance is in the form of limited yearly grants, planting materials, fertilizers and technical advice during the 5-7 year period in which the plantings are growing into their production periods.

Following the signing of the Government to Government Agreement between the Central Government and the U. S. Embassy on July 1, 1968, the State of Sabah has been entitled to receive Title II commodities to supplement the State's own subsidies provided to the settlers in the initial non-income producing periods of these minor settlement schemes.

Under the supervision of the State Department of Agriculture, it was determined that the U. S. assistance would be concentrated in those land development areas scattered throughout Kudat District, located at the northern tip of Sabah and including several nearby islands, and in the Beaufort District, located in the State's southwestern corner and served by a railroad line connecting the District with the Kota Kinabalu seaport. Kudat District has its own port facilities at the town of Kudat. At present there are 23 minor development schemes in various stages of development in Beaufort District and 66 schemes underway in Kudat District.

The areas selected for the schemes in both districts consisted of second growth jungle brush, shrubs and grass which have sprung up following many years of tribal slash-and-burn agriculture. The soil is very poor in these Districts and the population is dense relative to the more mountainous regions of Central Sabah. Consequently the people are among the most destitute of the tribal peoples inhabiting Sabah. In contrast to the regions of Sabah more suitable to intensive agriculture or where wages can be earned from logging, the Kudat District population has been, prior to the initiation of the settlements, forced to eke out a minimum living from the growing of unproductive hill paddy and some minor root crops, and from hunting.

The major settlement scheme plantings being introduced are coconuts, minor acreages of wet paddy, and vegetable gardening for family use. The planned number of families to be settled in Sabah's minor development schemes is approximately 86,000 of which 4,373 families are already settled. Title II commodities have been distributed to some of these families since the arrival of the first shipments of NFDM, bulgur, CSM and rolled wheat in November 1968.

The Title II commodities have been given to the families, based upon family size, until the first planted trees can be harvested. The food distribution was supervised by the resident scheme foreman with the assistance of home demonstrators who explained to the settler wives proper ways of preparing the donated foods. Bulgur is generally used by the settlers families as a rice extender, and when all of the home grown rice is gone, as a porridge. CSM and rolled wheat was made into various kinds of cakes. NFDM, the most popular food, was given to the children and often added to the porridge. Fishermen who have become settlers and who still maintain their fishing boats for supplemental income, prefer CSM for cakes because they have relatively more income than the hill people to buy rice. The hill people, with only enough home grown paddy to feed their families for three to five months each year, prefer bulgur.

69

Over the period November 1968 through May 1970, a total of 164,000 bags of grain and cases of NFDM were shipped to Sabah for use in the settlement schemes. During the 1968-69 period all the food was received at the Kota Kinabalu Port. Beginning in calendar year 1970, a part of the food shipments has been off-loaded at the Kudat City Harbor. This arrangement has reduced considerably the inland trucking cost as a result of cutting out the 125 mile overland transport of the food from Port Kota Kinabalu to Kudat District. The Title II commodities sent to Beaufort District travel by rail from Kota Kinabalu Port.

In addition to the existing food-for-work project being carried out on a government-to-government basis, CRS has been carrying out a pilot effort in Sarawak, responding to that State's request which was first made to the World Food Program in 1970, and was focused last year on the U. S. Embassy, which passed it to Catholic Relief Services.

In its FY 73 AER, CRS proposes to initiate food aid to seven state land development schemes in Sarawak. This will be the first CRS activity in East Malaysia under the Economic and Community Development assistance category. CRS has already been providing food on a pilot basis for the past year to the scheme at Triboh which is located approximately 20 miles from Kuching. This was the only scheme visited because of the limitations on time which did not allow visits to the more remote schemes.

A discussion with the project manager disclosed that the settlers at Triboh, all Ibans, were no longer receiving state assistance but were earning income from their rubber and fruit trees (eight acres of rubber; two acres of fruit trees per settler), and supplementing this with the sale of logs cut from adjoining tribal lands. In the case of the last cited source of income, the manager reported that the settlers could sometimes earn as much as M$10.00 a day. The CRS program supervisor was surprised to find that the settlers were earning income; she stated that when Triboh had been selected for a pilot effort the information was that they were still on government subsistence. When queried, the project manager said that there were no plans to add further phases to the project. A small quantity (enough for monthly distribution to the settlers) of bulgur and rolled oats was stored in an unused staff house adjacent to the scheme administrative office; it appeared in good condition, though the CRS program supervisor suggested that the rolled oats be distributed as quickly as possible. Two settlers were interviewed who stated that all members of their families like the bulgur and oats. The bulgur was steamed with and without rice, while the oats were used to make a flat type of bread; bulgur and water porridge was fed to the children under six years of age.

We should mention that the World Food Program is implementing two five-year feeding programs in Malaysia. Under one project food is provided to a Malay technical college (MARA Institute of Technology). Distribution began in 1969, and will total US$984,000 over the five-year project's term. The purpose of this project is to supplement the diet of the enrollees, and to allow channeling of MIT's budgetary savings into a hotel management course. In addition WFP will provide nearly US$11 million worth of food to the Federal Land Development Authority's schemes. This is provided on credit at 60 percent of local market value, with the proceeds intended for community development, agricultural and credit projects within the schemes. This activity serves the purposes of providing further boosts to the settlers, and incidentally relieving budget strains on the FLDA. WFP utilizes a wide range of commodities in each of these projects. Wheat flour is the only item donated by the U. S. which is used.

SECTION III

TITLE II OPERATIONS IN MALAYSIA: FINDINGS AND SUGGESTIONS

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This section is subdivided according to the categories and priorities established by AID/Washington for the administration of PL 480 Title II. Matters which relate to the entire Food for Peace program are discussed in Section IV.

A. Mother/Child Feeding and School Feeding

1. Mother/Child Health

The programming of MCH activities in Malaysia is carried out chiefly through health centers in the rural areas, and in clinics operated by the Red Cross and missionary organizations. Most of the food distribution takes place in rural areas of both West and East Malaysia, where nutritional problems are found to be moderate, and occasionally severe, as noted in Section II. At present these activities carried out by UNICEF and CRS are limited to distribution of food for preparation at home. There is little or no accompanying nutrition education, and it is not standard procedure to employ a tangible measure of impact, such as checking weight response.

We have noted that combating malnutrition is presently of low priority in government planning. The extent of the problem is not known, nor have specific budgetary resources been allocated except in the case of the limited pilot Applied Nutrition Program in West Malaysia. We did find that the State governments of Sabah and Sarawak (especially the latter) are considering focused, comprehensive nutritional projects directed at pregnant mothers and preschool children. Federal officials are anticipating the development of a national policy on nutrition. We expect that the most likely channel for any stepped-up activity would be the rural health clinics and perhaps the field personnel of the Ministry of National and Rural Development. At present these institutions do not possess the trained personnel to take on a large effort. The Applied Nutrition Program suffers many of the difficulties of "interagency" efforts, especially since there is no one agency in charge and endowed with funds which make things happen. Piggybacking such an effort as the ANP on "existing" staffs and budgets of the various agencies will not produce the desired results.

CRS appears to have assumed a leadership role in promoting MCH activities, especially in East Malaysia. In view of the official indifference at various levels of government, we are impressed with their determination to expand their efforts. There is evidence that these efforts are having some influence and will eventually generate increased resources, perhaps first at the State level in Sarawak.

Under the present system of food distribution of dry rations, and lacking the weighing procedure, we found that the Malaysian MCH project has the built-in problem of all such activities, namely that there is no way to assure that the food which is distributed really reaches the needy infants rather than the entire family. Until a strong program of nutrition education geared to available local foods as well as donated items is launched, and a weight-check system is widely operational, this basic problem will persist.

We concur with the suggestion made in Sarawak by the CRS supervisor from New York that the CRS representative in Kuching and two other local persons be sent on an observation trip to the Philippines to observe the widespread and varied approaches to MCH which are in operation there. We would hope that this might be arranged with AID and CRS support, possibly in time to provide resource information for the Malaysian national conference on food and nutrition being planned for this year.

We strongly endorse CRS's expansion of its preschool feeding project, to the extent that this expansion is accompanied by increasing awareness and commitment of resources by official and private Malaysian institutions. While precise information is not available, we are satisfied that the major area of need for such expansion is in East Malaysia, and agree that there is where the emphasis should be placed.

2. School Feeding

The programming assumption for school feeding is that recipient schools need Title II supplemental feeding to provide children with basic nutritional requirements and, in addition, have the means, such as cooking utensils and cooks, to prepare the food.

We find, however, that in West Malaysia there is a lessening interest in school feeding as evidenced by increasing withdrawal rates among particpating schools and reports of disinterest among school headmasters. We conclude that this declining interest is caused by increasing prosperity which has reduced the need for supplemental feeding in the day schools of West Malaysia.

We find in East Malaysia that the project suffers from official indifference in the case of Sabah and is of much less significance than the rurally-focused "other child" feeding in Sarawak.

We are of the opinion that the bread/biscuit program in West Malaysia is of marginal utility in relation to other project activities and, in addition, detracts from the proper rural school emphasis for school feeding because it assists urban schools where there is less need for this assistance.

We share the same doubts regarding the continuing need for school feeding in the FLDA schemes, as in the case of the food-for-work feeding in most of the State land settlement schemes. The issue in both instances is the same, i.e., whether the settlers and their families are still without income and dependent on subsistence feeding. There may also be a contradiction in the CRS request for an increased number of recipients in this category for FY 73 and the subsequent statement that under the new national plan FLDA now has larger amounts of funds available to it. This suggests to us that FLDA might use some of these additional funds to increase its own subsistence feeding using commercial sources of food or increasing the cash subsidies of the settlers, thereby reducing the requirement for Title II foods.

The principal operational problems associated with school feeding in West Malaysia are found in the tiring of certain foods such as bulgur-milk porridge by children who receive it every day, and there has been a lack of success in supplementing school feeding with locally produced commodities supplied, for example, through school gardens. The early deterioration of some of the foods--bulgur, CSM, and rolled oats--has not been detected before the foods were distributed to the schools. In the latter case, we encountered uncertainty regarding the extent of commodity inspection for indications of deterioration at each stage of the transportation/storage process from arrival at the ports to distribution to the schools.

In the case of East Malaysia, the principal problem has been with the high cost or even unavailability of means of transporting foods to the schools. There has been, in contrast with the experience in West Malaysia, no acceptability problem with bulgur which is the primary commodity in East Malaysia school feeding.

We suggest that CRS provide a timetable for getting out of school feeding, except in those schools where the children have major nutritional deficiencies, provided the state and local officials and school headmasters commit themselves and their resources to support the activity.

Regarding the question of food deterioration, we suggest that CRS investigate the extent to which checks are being made on the condition of foods when they arrive and depart each storage point before being distributed to the schools, and take additional necessary actions to assure that deteriorated foods do not reach participating schools.

With respect to school feeding in FLDA schemes, we suggest that CRS determine through on-site investigations whether the fathers of recipient children are not yet earning income sufficient to purchase their own and their families' food requirements.

3. Other Child Feeding

The programming assumption for "other child" feeding, which, in the case of Malaysia, means principally school hostel or boarding feeding, is that children in remote rural areas, particularly in Sarawak, would be unable to receive an education but for the Title II bulgur which extends the rice the children must provide in order to stay in school.

Transporting the food long distances over river routes constitute the major operational problems. The high cost of transportation plus difficulties encountered in navigating certain stretches of the main rivers during both high and low water periods, place practical limitations on expanding the activity further at this time in Sarawak.

CRS management of the Sarawak activities appears particularly effective and free of any significant problems.

We generally agree with the high priority accorded this project in Sarawak. We are of the opinion, however, that CRS and Sarawak state officials should develop a plan for reducing the dependence on Title II bulgur which is currently serving as a means of assuring educational opportunity in Sarawak. We suggest that, as a first step in this direction, the need for Title II bulgur in Sarawak secondary schools be reviewed, taking into consideration the high-protein food supplements which we noted are currently furnished to these schools by the state.

B. Economic and Community Development - Food-for-Work

At this time the Embassy is considering the level at which the program should be continued as it is phased down during the next three to five years. In addition, CRS is considering additional work schemes in Sarawak. We present our views with the hope that they may be helpful

inputs to these deliberations. Because of the differing situations we have described previously, we present these findings and suggestions State-by-State.

1. Malacca

In Malacca we found that the Malaysian policy of frequent transfers of state officials within state governments and from one state to another, made it difficult to locate informants who had continuity with the feeding efforts. As best we could determine, the allocations of food had been determined on the basis of the number of families on the schemes in 1968, when the three-year agreement was established, and food shipments had been arranged by the Food for Peace Attache at the Embassy in Kuala Lumpur.

The principal problem encountered in Malacca was the one of the timing and size of the shipments, and lack of adequate prior notice of their arrival. In Malacca port it is necessary to arrange for lighterage for off-loading, and the state officials often found that they received a bill of lading for a shipment only one or two days before it was to arrive in the port, which was insufficient lead time. There were also complaints with respect to the large amounts which were sent, rather than having them spaced out in smaller lots over more time. This problem was clearly evident when we viewed hundreds of bags of infested or solidified bulgur, rolled wheat and CSM in the staff housing in Alor Gajah District. It had been delivered as part of a large final shipment in April of 1971. It did not look fit for human consumption and probably will not be distributed to settlers. The Embassy files reveal letters written by the State Secretary in April of 1971 asking that no further shipments be made until the large existing stocks had been used up. At that time, shipments enroute to Malacca were diverted by the Embassy to Sabah. However, the Malacca State officials have experienced problems of logistics and storage, as well as a high incidence of spoilage, due to the fact that they apparently had insufficient control over the spacing of shipments. In addition, the mixed acceptability of food (which had been noted in correspondence in 1969) also presented problems, since bulgur and rolled wheat were not absorbed, resulting in over-stocking and consequent spoilage. The less acceptable foods probably should not have been shipped at all after the first year, especially when it became clear that attempts by State officials to increase acceptability (through specially formulated recipes) were not overcoming the unpopularity of the food.

In Malacca there has been little distribution of food for several months prior to our visit. State and district officials indicated that this was not having an adverse effect on the development activity of the schemes.

The State has been asked to provide estimates of future requirements. When told that rice would probably not be available, they chose wheat flour as the next alternative. Bulgur, rolled wheat, and corn meal are not very popular, but they are acceptable and state officials have requested substantial quantities. When pressed as to whether the food is really needed on the schemes, they were not able to state that it is essential.

We conclude that the assistance to state land development schemes in Malacca was not carefully designed, nor was it satisfactorily managed. With the exception of one or two of the most recent schemes, all had been well under way (having started in the early and mid-60's) by the time U. S. food assistance was introduced. The food was not then, and is less so now, essential to the progress or success of the schemes. The method of calling forward shipments, which was out of the hands of the cooperating agency (Malacca State Government) caused considerable problems, problems which now appear to have outweighed the marginal benefits of supplementary marginality of need, and of the apparent lack of enthusiasm on the part of Malacca State officials, we suggest that serious consideration be given to phasing out further food assistance for Malacca's land development schemes.

2. Kelantan

In Kelantan none of the State, district or scheme officials interviewed indicated that food was a decisive factor in the initiation or rate of progress of the Kelantan schemes. The program had been running for seven years before Title II food was introduced, and the introduction of food had not increased the number of applicants. The State had been without commodities for nearly a year, and the dropout rate of around ten percent, experienced since the schemes were initiated, had not gone up.

There was some disagreement regarding the timing and nature of need of the settlers. Most families manage to harvest some hill paddy and fast-growing fruits, such as bananas, during the first year, giving them subsistence food and some potential cash income. In general it was felt that the first two years of involvement were the hardest, especially during the monsoon months. Beyond that period most settlers had additional food and cash crops on which to support themselves. Our interviews with the settlers on three schemes verified this. Many families do not move onto the schemes until the second or third year of their participation, and return to their original homes for food and other supplies during the first year or two. Food support might affect the possibility of settlers staying on the schemes year-round from the outset. We were not able to look into this during our visit.

State officials estimated that they had spent approximately M$48,000 on off-loading, storing, and distributing foodstuffs. The heavily silted port near Kota Bahru receives little service from coastal shipping lines. The foodstuffs were delivered to Singapore from the U. S. and then transhipped by coastal vessels, most of which required full loads in order to make the trip. The result was that during six months of 1969 nearly the entire allotment was delivered to Kota Bahru. In fact they received some extra food because of an apparent change in tactics which cut the estimated requirements in half after shipping had been arranged. Large numbers of lighters and small boats had to be mobilized in order to take advantage of the high tides, customs officials and others had to work overtime around the clock to receive the goods during the high tide hours, and storage was inadequate and costly. There were large losses in the leaky, infested warehouse in Kota Bahru. There were additional problems in moving the food to the schemes, particularly to those which can only be reached by boat or train in the hinterlands of Ulu Kelantan.

The possibilities of moving the food by rail or truck from West Coast ports were investigated in 1969, but the cost was found to be prohibitive.

The State officials clearly were entertaining a number of doubts as to whether the food is not more trouble than it is worth. M$48,000 could be used by the State agencies to buy road graders, or tractors for the schemes. A few recently settled families might require food during the monsoon months, it was felt. There was no question about the acceptability of bulgur in Kelantan. In many areas it had become a rice substitute, even preferable to rice as a major staple. However, it was not widely needed; it was simply very popular.

We cannot conclude that Title II food in Kelantan is other than supplementary family feeding except in a very few cases. It is not generally providing compensation for work, nor an incentive to work, nor is it allowing development to take place which otherwise would not happen. If it serves the interests of the U. S. Government to continue food assistance to Kelantan for the land development schemes, we would suggest that it be limited to the season of most need (the three- to four-month monsoon period) for the most recently settled families, with a two-year cutoff period. This would greatly reduce the amounts required. They could be shipped from Port Klang on the west coast by rail some weeks in advance of the monsoon, and off-loaded at Kuala Krai for movement directly to the two or three schemes with recent settlers. The unit cost of shipping might be higher than that along the coast, but the total budgetary drain on the State would likely be less than previously, and the logistic problems would be greatly reduced.

3. Sabah

In Sabah the project operates on the assumption that the development of the schemes would proceed more slowly without the food assistance, i.e., the settlers would have to spend more time during the year producing a basic subsistence level of food to meet their family needs and consequently would have less time to clear the jungle growth on assigned holdings, plant the coconut trees and tend and fertilize them during the pre-production, pre-income periods of the holdings. A secondary assumption is that the donated food is an inducement to the tribal people to remain on their holdings and become modern day commercial farmers, rather than reverting to their traditional and easier way of living, even though it provides a basic subsistence existence.

The general administrative and technical management of the individual settlement schemes, including the supervision of Title II food distribution, is very good. Kudat and Beaufort Districts have senior agricultural officers and several assistants stationed in the Districts to provide overall direction to the settlement projects. A foreman is also located at the central headquarters of each scheme, who, with two or three helpers, provides day-to-day supervision to the settlers.

The major problem affecting the effectiveness of this subproject is the difficulty of transporting the food from the Kota Kinabalu or Kudat Ports to the schemes, some of which are almost inaccessable by lorry. Another and more serious difficulty is the excessive size of some of the individual shipments as well as the bunching of the arrivals into a short period. For example, from November 1968 through May 1969 a total of nearly six million pounds of five commodities arrived in the Kota Kinabalu Port and four of the shipments of bulgur and CSM which arrived within a two-week period in April 1969 off-loaded a total of 4,800,000 pounds of commodities at the Kota Kinabalu Port. Also in 1971 the entire shipment of food commodities for the Sabah settlement schemes arrived in a two-month period (April 15 - June 25), off-loading about 1.5 million pounds in Sabah's two ports. The port facilities at Kota Kinabalu and Kudat as well as port warehousing, inland transportation and project site warehousing are greatly overtaxed by this type of shipping schedule. Furthermore, almost no notice is given the consignee prior to the receipt of the shipper's bills of lading. Some of the bills were reported to have been received by the Sabah consignee in the mail after the shipments themselves had come in. This situation has led to a serious problem of handling, storage and transporting problems and excessive spoilage of some shipments. The Embassy was aware of these problems and took corrective action whenever possible, such as holding up or diverting shipments.

The last Title II commodity shipment received in Sabah arrived in June 1971. No shipments have arrived since. Settlement schemes in the Kudat and Beaufort Districts have run out of Title II commodities.

We consider the Sabah food-for-work subproject successful in terms of the contribution the food has made, along with Sabah State Government assistance, to the development of coconut plantations. It has helped to keep the settlers in their new environment, doing more ardous work but also receiving greater economic returns for their labors. The continuation of this subproject, at least in Kudat District, can be justified providing guidelines are established for reducing FFP support to settlers after they have enough food or income to adequately feed their families.

The problem of transporting the food commodities from port warehouses to the more inaccessible schemes will continue to be a problem for some time. However, the bunched shipping of excessive quantities of commodities during a relatively short time over a 12-month period is inexcusable as is lack of inadequate notification for consignees of shipment arrivals. We recommend that in any continuation of the Sabah economic development project over the next year or two, the U. S. Embassy and AID/W work out a shipment programming plan and that regular calls-forward be submitted by the Embassy to AID/W periodically as consignee inventories require replenishment.

4. Sarawak - CRS Pilot

The scheme which had been chosen for introduction of CRS commodities appeared quite prosperous, partly because it adjoined tribal timberlands which were being exploited by the settlers. State officials stated that the other schemes where food would be supplied were far from tribal lands, and would not offer sources of independent income such as we observed. We were not able to visit those schemes, so we can merely caution that before extensive commitments are made, the situation and prospects of the settlers (or the State) to provide adequate income and food be investigated.

In general, the State development projects in Malaysia receiving PL 480 assistance have been successful. They have improved the economic status of settlers, some of whom are now moderately well off. They have successfully provided land for the landless, and health and educational standards on them are quite high. The U. S. had benefited by its association with the projects.

5. General Criteria for Improving Food-for-Work

We advance the proposition that food-for-work should serve as a means of accomplishing or accelerating development which otherwise might not occur, or be successfully accomplished. In the land settlement schemes the food supply should serve to attract settlers who might not otherwise be able to participate; permit settlers to devote full-time year-round effort to their plots; and help them through the seasons when their early food or cash crops are not yielding sustenance or income. Secondarily, such assistance might supplement the nutritional content of the settler's diets. This, of course, would require a professional assessment of an "adequate diet" in a given area, and might be difficult to ascertain.

Our judgment is that food should not be supplied under the "food-for-work" designation when it is supplementary family feeding that is, where settlers are generating food supplies and cash income from the settlements or their previous holdings. Nor should food be thought of as a subsidy for families whose fortunes are tied to a declining commodity price, such as is the trend in natural rubber.

In order to evaluate the need for food as a catalyst for development, each State program should be assessed in the field, through interviews with State and District officials, but particularly through visits to the schemes themselves, including interviews with the settlers (or potential settlers). We suggest that the following matters be assessed:

- Potential or existing sources of income or food on the settlements (rice, poultry, fruits and vegetables, livestock);

- Prior sources of income available to the settlers from lands or family earnings outside the settlement;

- Estimated family income per month and rate of saving, if any;

- Seasonal variations in income and food availability and need to leave the settlement to earn income to cover periods of scarcity, if any;

- Forms of cash, material, or other support routinely provided to settlers (amounts, duration, repayment terms, if any); and

- Evidence of moderate or severe undernourishment, high incidence of disease among settlers, especially children.

112

In addition, the assessment would cover costs and methods of storage, transportation, accounting, and the acceptability of various foods. Such a feasibility evaluation would aid in determining whether the developmental benefits of Food for Peace commodities as defined above will in fact outweigh the costs and difficulties incurred in providing them.

As a general principle we would prefer to see Title II assistance provided on those schemes which require work on the part of the settler toward creating the settlement, such as assisting in clearing the land, initial planting of seedlings, or building the homestead and common buildings. Such early involvement on the part of the settler aids in creating his commitment to the project and makes it less likely that he will desert the project than if all preparatory work is performed for him by State or Federal Government.

C. Adult Institutional Feeding and Health Cases

CRS has provided food for homes for the aged and for chronically ill persons, especially tubercular cases with dependents. This coming year the number of recipients will be reduced from 1972's 2,700 to 1,400, and CRS expects to phase out completely within the next two years. The homes, hospitals and private agencies which care for these persons have indicated that they will be able to assume the feeding load through fund-raising and other means.

SECTION IV

FOOD FOR PEACE CENTRAL ISSUES AND PROBLEMS

SECTION IV

FOOD FOR PEACE CENTRAL ISSUES AND PROBLEMS

A. Overall Program Evaluation

Our overall evaluation of the Malaysia Food for Peace program is that, due to its modest size and nature, it is of marginal importance to the human and economic development of the country, while at the same time it is serving the stated purposes of the U. S. Government in demonstrating our concern for the acceleration of development and for health and nutritional problems in the areas of clearest need.

In the nutrition-related projects we feel that trends which are in evidence reflect an accurate assessment, particularly on the part of CRS, of the changes taking place in the country, as well as a commitment to carrying out the current Title II priorities and policies. We may expect, based on our findings presented in Sections II and III, that there will be increased attention and budgetary allocations by Federal and possibly State governments for solving the nutritional deficiencies which occur in pockets throughout the country. If and when this occurs, it may be accompanied by requests for donated food to accompany nutritional education and treatment. We suggest that CRS stand ready to respond to such needs as they arise, but only to the extent that an increased priority and level of commitment has been tangibly demonstrated by the Malaysians.

The "food-for-work" component of the program concerns us. We find that on the whole it is not serving a genuine developmental need, except in the State of Sabah and possibly in Kelantan, and that if criteria of need as suggested in Section III are strictly applied, there would be a much more modest requirement for continuation of the government-to-government project.

B. Program Planning and Management

Malaysia is one of the two case studies included in the evaluation in which there is no USAID Mission, and program documentation and surveillance is carried out by the Diplomatic Post. In Kuala Lumpur the responsibilities are assigned to the Economic Affairs Officer, and are shared with his assistant. A Food for Peace attache designated by AID served in the Post from November 1968 until his transfer in November 1970. Following his departure the position was eliminated. During the FFP attache's tenure the government-to-government portion of the activity was developed under a three-year programming agreement.

The Embassy's duties include the usual responsibilities of "project surveillance" as it is termed in the various M. O.:

- Reviewing and signing off on AERs prepared by CRS and UNICEF;

- Authorizing disposal of spoiled commodities for all three program components;

- Directing attention to the satisfactory performance of the government-to-government components;

- Representing U. S. Government interests in meetings in which the utilization of food commodities is being discussed (generally at the request of CRS);

- Assisting in the satisfactory settlement of claims resulting from loss, misuse, damage, or diversion; and

- Carrying out such reporting functions as required in PL 480 legislation and AID Manual Orders.

Current Embassy activities include review of the government-to-government activity and consideration of its extension, review and approval of the CRS and UNICEF AERs for 1973, and follow-up on a diversion case pending in Penang. The Economic Affairs Officer estimates that approximately 20 to 25 percent of one officer's time is occupied with FFP matters. In addition to the formal responsibilities assigned to the Economic Section, we are aware that informal assistance has been extended to CRS by the Agricultural Attache in such matters as selection of port warehousing. Our observations suggest that the Embassy has been principally occupied with carrying out its policy and procedural responsibilities since the departure of the FFP Attache, but has lacked the time required to give sufficient substantive attention to the program, particularly in the case of food-for-work. CRS and UNICEF have been substantively autonomous, while receiving full cooperation from the Embassy on policy and procedural matters. We urged in Section III that food-for-work be discontinued in at least one state and subjected to more rigorous programming criteria on an annual basis in the other two.

Currently UNICEF and WFP are working out the details of a transfer of UNICEF's feeding activity to WFP, which will eliminate the Embassy's review functions in this Title II component during the coming year.

CRS has indicated a need for substantive support, especially in those instances, such as in Sarawak, where a new activity or expansion is under consideration.

In summary, we find that the Embassy's policy and procedural role should and probably can be maintained, and that the amount of time required to carry out Food for Peace responsibilities may decline slightly as a portion of time spent on a regular daily or weekly basis. However, we are convinced that improving the substantive effectiveness of FFP activities in Malaysia will require expertise applied at certain key times of program review and planning which cannot now be found nor reasonably expected to be developed at post.

We are aware that arrangements exist for visits by members of the Food for Peace staff in Viet Nam to Kuala Lumpur. We suggest that these visits take place in January or February when programming functions must be performed. The temporary duty should allow for several weeks of consultations. The TDY should be in technical support of the Embassy role, reviewing AERs prepared for going programs, evaluating existing projects, and establishing systems for responsive delivery of commodities to States involved in the government-to-government projects. To the extent feasible, any requests for proposals for new projects or major expansions of existing ones would be reviewed during the presence of the Food for Peace advisor. All substantive reviews would emphasize (1) determination of the priority and appropriateness of Title II support in relation to U. S. objectives in Malaysia and Title II program activities; (2) establishment and measurement of need criteria for the various forms of assistance; and (3) identification of management implications of the assistance as related to cooperating sponsors and the Embassy.

It would, of course, be preferable if the same individual could perform these advisory functions each year. This would maintain continuity and familiarity with the conditions which are peculiar to Malaysia and acquaintance with principal public and private officials.

PART THREE
COLOMBIA

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: COLOMBIA

Submitted to the

United States Agency for International Development
Washington, D. C.

April 20, 1972

Checchi and Company
815 Connecticut Avenue, N. W.
Washington, D. C. 20006

TABLE OF CONTENTS

		Page
Summary of Findings, Conclusions and Suggestions		i
	A. Title II Operations in Colombia	i
	B. Issues of Worldwide Concern	iv
Section I	Background and Setting	1
	A. Objectives of the Evaluation	1
	B. The Development Setting in Colombia: Elements Affecting Food Programs	2
	C. Size and Scope of Title II Project in Colombia	8
Section II	Title II Goals and Objectives in Colombia	15
	A. USAID/Colombia's Goals and Objectives	15
	B. Goals and Objectives of the Government of Colombia	18
	C. U. S. Voluntary Agency Goals and Objectives	19
Section III	Title II Operations in Colombia	25
	A. Maternal and Child Health - Preschool	25
	B. School Feeding	30
	C. Other Child Feeding	39
	D. Economic and Community Development - Food-for-Work	41
	E. Adult Institutional Feeding	48
	F. Observations on Title II in Colombia	49
Section IV	Issues of Worldwide Title II Concern Arising out of the Colombian Project	55
	A. Relations Between Host Country Planning, World Food Program, and Title II	55
	B. Auditing of Voluntary Agencies	55
	C. Timing of AER Approvals	56
	D. Packaging, Processing and Preparing Foods In-Country	56

TABLE OF CONTENTS (Cont'd)

		Page
Section IV	(Cont'd)	
	E. Adult Institutional Feeding	57
	F. Animal Feeding Activities	57
	G. Research, Resource, Technical Assistance and Information Exchanges Needed	58
	H. A General Mission Remark Noted	59
Appendix A	Narratives of Observations of Title II Activities	A-1
Appendix B	Persons Contacted for Interviews with the Study Team	B-1

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: COLOMBIA

SUMMARY OF FINDINGS, CONCLUSIONS AND SUGGESTIONS

The highlights of the evaluative portions (Sections III and IV) of our study of Food for Peace in Colombia are presented below for consideration and comment by interested parties. We welcome criticism and indications of eerors of fact. It will help us greatly in our overall study of the U. S. Government's PL 480 Title II program.

A. Title II Operations in Colombia

1. Maternal and Child Health - Preschool

We find that the three main approaches being used in MCH feeding are reasonable and should be continued until a more intensive evaluation than ours can be made.

We suggest that means of measuring the progress of preschool children could be standardized and more widely applied as a persuasive or educational mechanism for the mothers.

In order to assure a higher impact on the preschool child, it may be desirable to give further consideration to various means of preparing or processing Title II foods in ways which will not be palatable to adults.

We are very favorably impressed by the nature and extent of the Government of Colombia's support and involvement in this subproject, and in the entire "food for development" effort.

2. School Feeding

We are not satisfied that the school feeding strategy and purposes are entirely clear, and suggest that 1972 is a good time to clarify them, and to adopt methods for carrying them out.

We found that direct measures of nutritional impact are not being widely employed.

We feel that opportunities for pioneering work on the impact and best methods in school feeding are being missed where there is a large program and a strong host-government nutrition agency.

Further steps should be taken to assure that the most needy children benefit from school feeding activities.

Secondary school feeding should be phased out at a rapid rate, and the resources diverted to primary school feeding in low-income communities.

We find that education professionals are insufficiently involved at all levels in the planning and managing of school feeding efforts.

We urge that the arm's length attitude of many diocese-level CARITAS entities toward closer involvement with government efforts be modified to permit collaborative nutrition-related activity, without compromising CARITAS identity.

The potential phasing down of the WFP input should be faced, principally by the GOC, but with Title II cooperation, possibly through a school feeding subcommittee within PLANALDE.

We propose that a school feeding subcommittee of PLANALDE be formed in order to improve planning, impact, measures, research design, and division of responsibility for the school feeding effort.

3. Other Child Feeding

We find a genuine need for this subproject, reaching children in institutions and day-care centers. We urge its continuance, and consideration of the introduction of impact measures.

We suggest the introduction of evening nutrition classes for the mothers of children in day-care centers.

4. Economic and Community Development - Food-for-Work

We conclude that food-for-work is not primarily an initiator of development, but that it is a stimulus to more rapid physical accomplishment.

Since the attempt to ascertain the economic value of food-for-work is less than a year old, we cannot draw conclusions on it, but support the effort and believe that it may generate some interesting surprises for skeptical planners.

We doubt that FFW is presently making an appreciable impact on Colombia's grave unemployment problem, but see the potential for it being used in this manner in large-scale public works projects. We caution that such a shift not be at the expense of small-scale comunity efforts.

Perhaps one of FFW's greatest values to Colombia has been in its apparent effect in activating and strengthening the Acción Comunal system.

Monetizing FFW, or handing out cash instead of food, would be undesirable in most instances, and might harm the spirit of community action.

The management of FFW in Colombia, through the Juntas, priests and Volagency representatives, increasingly linked to development priorities, appears to be effective and improving. We find the CARE repacking technique to be an excellent idea.

5. Adult Institutional Feeding

We agree with the Volagencies that the complete phase-out of this activity is a mistake. See Section IV.

6. Observations on Title II - General

While we have expressed reservations, our overall judgment of the Title II project in Colombia is very positive, with respect to effective use of food aid, innovations, alignment with government priorities and programs, mobilization of Colombian resources, and a constructive relationship between USAID/C and the Volagencies.

We have presented examples of situations which might arise with reductions in WFP support for supplementary feeding. While these do not represent all of the alternatives, they do suggest that immediate attention is required. Since major increases in Title II, given worldwide programming needs, are not likely, planning should provide for increased GOC food inputs. Continuing emphasis should be placed on substantive improvements in the Title II project at roughly current levels, seeking methods which can realistically be assumed by the GOC.

Across-the-board operational problems which concern us are the following:

- While we appreciate the widespread concern with paternalism in Colombia, we hope that this concern will not eliminate large numbers of needy persons from supplementary feeding benefits. We urge development of a three-tiered system of grants, token payments, and larger contributions from those who are able.

- We support USAID, the GOC and the Volagencies in their interest in operationally-useful research, and suggest that they develop one or more joint proposals for studies of MCH, school feeding, and FFW, and submit them to various aid donors and private foundations.

- While we find structural and operational differences between CARE and CRS/CARITAS, we find they share common concerns in social development, and in improving their activities and alignment with national development goals.

- We urge that CRS/CARITAS join with CARE in thoroughly studying the repacking technique in terms of costs, benefits and sources of financial support not only for application in FFW, but possibly in other forms of dry-ration distribution.

B. Issues of Worldwide Concern

Colombia is, as far as we know, one of the few countries in which large scale WFP-supported nutrition programs have been introduced alongside Title II efforts. The situation in Colombia raises interesting distinctions between the finite WFP input and the relatively long-range Title II support; perhaps WFP's timing is unrealistically short for nutrition-related projects; perhaps Title II's leash is too long. It's worth watching.

We are coming to the conclusion that the multiple audits now imposed on Voluntary Agencies are excessive, especially since they have implemented and improved their own self-audits. We suggest that the number and nature of these audits be altered.

Delays in processing AER's in Washington have caused program dislocations here and elsewhere. We intend to look into this issue further in the worldwide analysis.

We suggest that FFP/Washington, working with the Volagencies, look further into adopting in-country repackaging for dry-ration distribution, treatment or pre-mixing of foods for infant consumption, and the various tradeoffs involved in such methods.

As a result of our discussions and observations here and in our preceding country evaluations, we feel that the arbitrary total elimination of adult institutional feeding should be loosened, allowing country missions to continue this activity within a narrow limit in order to preserve the last of the "purely humanitarian" aspects of Title II.

126

As Food for Peace becomes more development-oriented, we find that there is a growing need for research, technical assistance, and information exchange between countries, which will benefit both AID and Volagency personnel.

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SECTION I

BACKGROUND AND SETTING

SECTION I

BACKGROUND AND SETTING

A. Objectives of the Evaluation

AID/Washington has become increasingly concerned with whether or not optimum results are being obtained in the use of PL 480 Title II food commodities as a U. S. resource capable of supporting AID goals and mutually agreed Host Country/USAID goals and objectives in participating countries. This concern prompted AID to contract with a private firm, Checchi and Company, for an independent worldwide evaluation of Title II policies and operation. An important aspect of the evaluation involves a study by two field teams of eight countries chosen by AID on the basis of geographical spread; the variety in types of Title II activities and cooperating sponsors; the magnitude of U. S. food inputs; and the impact of the use of this resource under differing country conditions. Colombia is among those countries chosen for in-country analysis.

This draft country evaluation report is intended to be an appraisal of the effectiveness of the PL 480 Title II project as it is operating in Colombia. Our report has been prepared primarily to assemble information of a descriptive and analytical nature which can be incorporated in a worldwide evaluation report to AID. A secondary purpose is to provide USAID/C with the evaluation team's observations, findings, including problem identification, and certain tentative conclusions reached as a result of the team's four-week visit in Colombia. Hopefully, these comments will be helpful to USAID/C, CARE, CRS/CARITAS and the GOC in improving Title II project effectiveness in Colombia.

The scope of this review of the Colombian's Food for Peace effort encompasses all bilateral Title II activities, excluding emergency feeding of the type authorized in M.O. 1572.2. The report does not attempt to evaluate WFP operations in Colombia except to observe the complementary relations of WFP and bilateral food aid and to note any elements that might affect the effectiveness of the Title II project.

We have not included evaluation of the government-to-government feed grains activity due to the unique nature of the subproject, the need to give priority attention to the Volagency components, and the current language contained in M.O. 1571.1. We did visit the facilities of INCORA, and interviewed cooperative members and personnel. A general comment on this type of project is included in Section IV.

129

In the following sections of this report, we present our understanding of the manner in which the Title II effort is being managed, operated and controlled in support of GOC and USAID objectives; linkages between the use of Title II food and other USAID/Host Country projects; an analytical section suggesting possible improvements in Title II food use in Colombia; and a concluding section posing issues of worldwide scope.

For purposes of consistency, we have adopted the following definitions of terms:

PROGRAM - The total effort of USAID/C, in coordination with the Host Country and other cooperators, to achieve Country/USAID goals and objectives.

PROJECT- A specific, identifiable program component such as PL 480, Title II.

SUBPROJECT - An element of the Title II project such as maternal and preschool age child feeding (MCH), school feeding, food-for-work, other child feeding.

ACTIVITY - A specific Voluntary Agency component, i.e., CRS efforts in MCH.

GOAL - A statement(s) setting forth the long-range abstract ends towards which the USAID or Host Country economic and social development program or a sector or project of the program is directed, progress in achievement often not measurable in a precise manner.

OBJECTIVE - Statements amplifying a goal.

PURPOSE - Statements of the aims of an operational project, presented where possible in finite measurable terms.

B. The Development Setting in Colombia: Elements Affecting Food Programs

Colombia is the fourth largest country in Latin America in terms of both area and population. The population was projected at a level of 22.5 million in 1972. Since the mid-1960's the Colombian Government has pursued its social and economic development activity within a framework of centralized planning, and of simultaneous coordination of foreign

assistance. This planning approach, carried out by the National Department of Planning which reports to the President, has evolved into a sophisticated process which sets overall strategy and sector goals within a four-year, annually updated document prepared for the Congress and for submission to the foreign aid Consultative Group chaired by the World Bank. In addition, in 1971 Colombia issued the first National Plan for International Technical Cooperation, a report requested by the United Nations Development Program.

Under the current Administration, the National Economic and Social Development Plan (1971-74) places increased emphasis on redistribution of income and social development, representing a downgrading of goals of overall expansion of the economy.

In recent years Colombia's development has been encouraging in terms of growth and diversification of the economy. The per capita gross domestic product (GDP) is currently about US $330 per year. The real growth of GDP has been around six percent per year for the last five years. Growth in manufacturing (representing about 17 percent of GDP) has been around seven percent, and in agriculture (30 percent of GDP) slightly higher than five percent. While the importance of coffee production and exports has been reduced in relation to other sectors of the economy, this crop still accounts for about 25 percent of total agricultural output and nearly 50 percent of total exports.

While the economy has grown and modernized impressively, serious socioeconomic imbalances persist within the society. There has been an increase in average income, but a recent study showed that in most rural areas it has remained static or decreased. Rural areas still offer insufficient health, education and other social services. The result of these conditions has been a heavy migration to urban areas, which show an annually estimated population growth rate of 5.5 percent compared with a national annual growth rate of 3.2 percent. Presently about 40 percent of the Colombian population lives in cities of 100,000 or more. Seventy-two percent of the population is under 30 years of age, and nearly 50 percent is younger than 15 years. Unemployment in urban areas is thought to be nearly 15 percent, with underemployment running considerably higher. The cities evidence large squatter slums of semi-literate families from the countryside, subsisting as occasional laborers, peddlers, or servants. The social services and physical facilities (housing, sanitation, streets) in the cities are over-loaded. The families no longer have even their subsistance farming to help sustain them, or provide basic calorie, protein and vitamin supplies.

The socioeconomic gaps and resulting hardships which persist in Colombia are dramatically manifested in the nutritional situation. This situation is most clearly and compactly presented in the Colombian Government's development plan for 1970-73:[1]

> "The prevalance of malnutrition in the infant population was confirmed in a study carried out in various Bogotá slums. It was found that nearly 70 percent of the infants suffer from malnutrition and that the most frequent symptoms are those associated with protein-calorie deficiencies. According to 18 food surveys implemented in various parts of the country, 77 percent of the population had an inadequate intake of calories, proteins, vitamins and minerals.
>
> "Other research carried out in Bogotá neighborhoods showed that family income, educational level of parents, and the size of families were directly related to the malnutrition of the children.
>
> "The types of malnutrition most prevalent and serious in Colombia are the following, in order of gravity: protein-calorie malnutrition among infants, chronic low food intake among adults, lack of vitamin A, anemia, and dental caries.
>
> "In general, malnutrition is reflected in high indices of infant disease and mortality. The rate of mortality in Colombia in 1967 among children of less than one year was 70 per 1,000 or six times higher than Sweden, where the rate is 14 per 1,000. The corresponding statistics for the 1-4 age group was 11 per 1,000, 13 times higher than in the more industrially developed nations.
>
> "The mortality on the group under five years of age represented 47 percent of the general mortality in the country during the same year. Thus nearly half of the deaths in Colombia occurred in the group under five years of age, of whom 45 percent demonstrated some degree of malnutrition. In other words, about one-fourth of all deaths can be caused either directly or indirectly by malnutrition.

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[1] Plan de Desarrollo Económico y Social 1970-1973. Volumen General, Tomo I, pp. VII - 23-24. República de Colombia. Departamento Nacional de Planeación, December 1970. (Translation by Checchi and Company.)

"The gravity and importance of the problem can be emphasized by taking into account that mental development of children can be irreversibly retarded by a lack of adequate nutrition and that among adults, malnutrition impacts negatively on their productivity. From these facts it is clear that the consequences of malnutrition are not only damaging in the field of health, but in the overall development of the country."

In 1968-69 the Government of Colombia instituted several measures in order to improve its efforts to deal with the national malnutrition problem. These steps were in line with (1) the growing awareness of the need to emphasize human development as well as economic growth; (2) the central planning approach being used by the Government; and (3) its desire to improve the balance and coordination among aid donors.

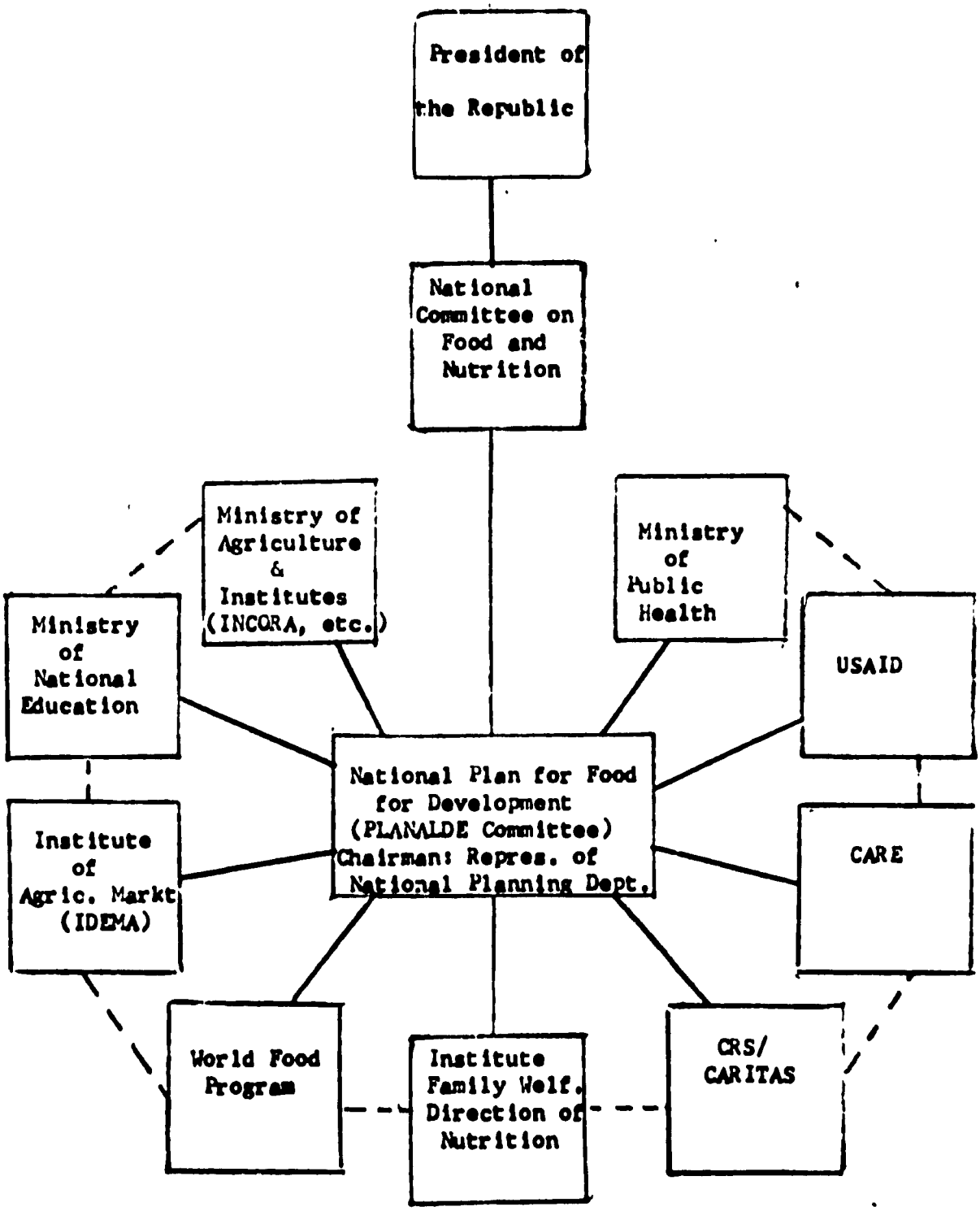
The National Planning Department, working with the National Institute of Nutrition and other government agencies, developed the National Plan for Food Development (PLANALDE), a strategy for using foreign food assistance in a coordinated manner for both nutritional and other forms of socieconomic development. One result of this planning exercise was an application to the World Food Program for assistance to the Institute of Nutrition, which was renamed the Direction of Nutrition, and merged into the Colombian Institute of Family Welfare (ICBF) with a large increase in budgetary resources. This budgetary support was generated out of the national salt monopoly, which levied a tax of .05 pesos per pound of salt, turning nearly all of the proceeds over to ICBF for the nutrition program.

PLANALDE has since become a planning forum for food and nutrition activities, and includes active participation by USAID, WFP, CARE, CRS/CARITAS, and the various government entities concerned with both nutrition and food-for-work programs. This arrangement is presented in Exhibit I-1 on the following page.

The Program of Applied Nutrition (PINA) which preceded this realignment was expanded within the Direction of Nutrition to be the technical coordination element in the plan, gradually expanding its operations to all regions of the country. In addition a new element, the National Program of Nutritional Education and Supplementary Feeding (PRONENCA) was established within the Direction of Nutrition to operate the WFP feeding effort in six Departments and the Bogotá Special District, and to coordinate with the Title II program. Exhibit I-2 depicts the GOC operational structure and functions.

EXHIBIT I - 1

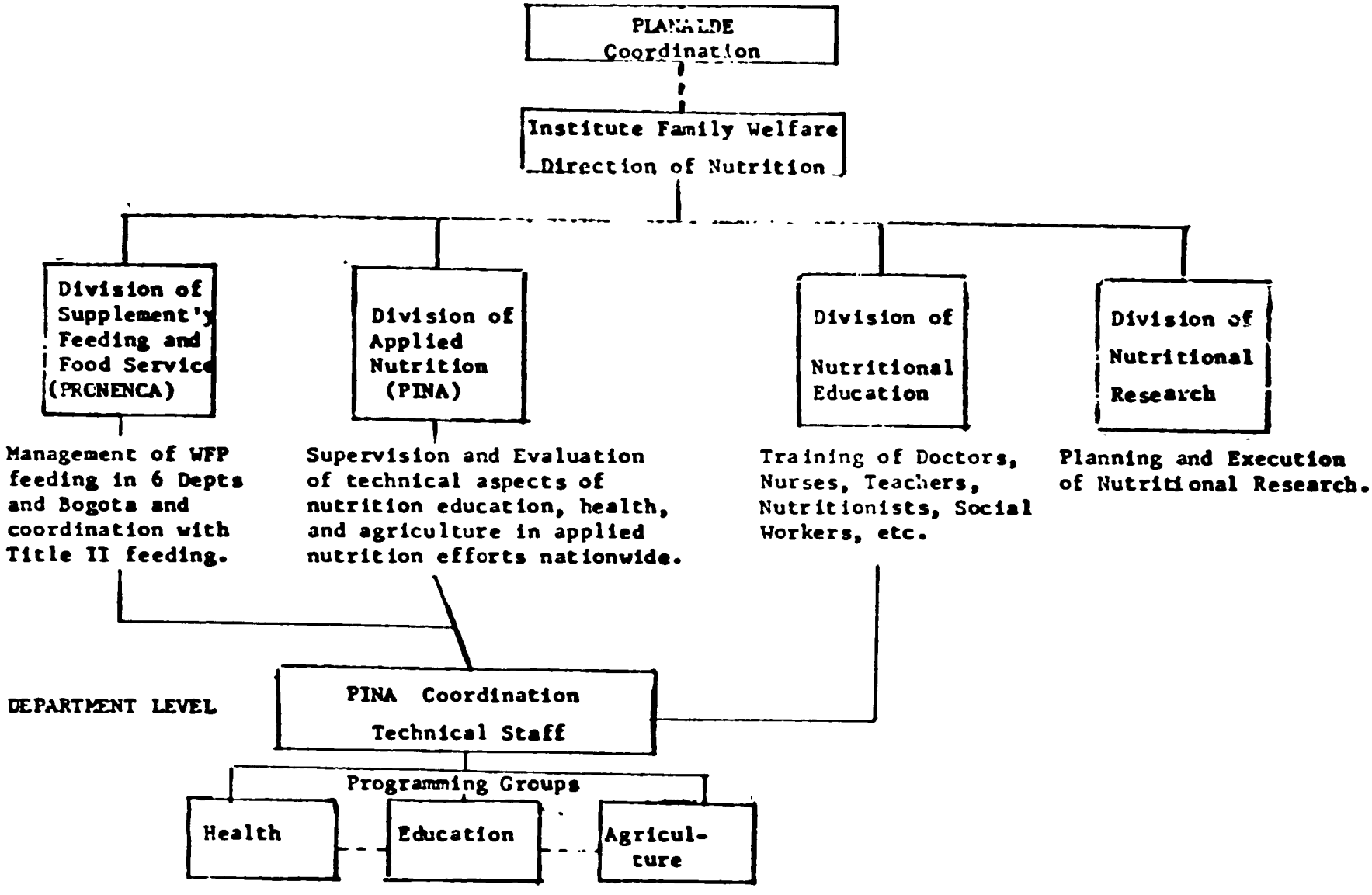
FOOD AND NUTRITION IN COLOMBIA
Planning Relationships



134

EXHIBIT I - 2

FOOD AND NUTRITION IN COLOMBIA: GOC Implementing Structure



As a corollary to this expanded GOC strategy and operation backed by WFP, the U. S. Voluntary Agencies were asked to alter their program emphasis and geographical coverage. The PRONENCA/WFP activity was assigned to the six most populous Departments and the Capital, containing nearly one-half of the population, while the Volagencies were asked to gradually phase out of this area and into the remaining areas of the country.[1] CARE was specially affected by this move, and has now ceased all child feeding activities in the PRONENCA/WFP Departments of Antioquia, Bolivar, Caldas, Huila, Tolima, Cauca Valley, and Bogotá. The Volagencies were also to become more closely integrated into the Government's technical approach to nutrition education.

The role and operating methods of CRS/CARITAS have also changed in the PRONENCA areas. In addition to initiating expansion into more rural areas, CARITAS, in certain Departments, has worked closely with PINA in sorting but relative program emphases in MCH and school feeding, assuming support of health centers and schools which the GOC entities cannot reach, and coordinating other technical aspects of the activities.

We are now studying the situation following nearly two years of this realigned planning operation. Exhibit I-3 presents a simplified diagram of the situation in terms of overall implementation. It is simplified in that we have not shown all of the elements of implementation (planning, supervision, warehousing, transportation, distribution, technical assistance), but we have tried to show the current variations at the various levels (national, departmental, and local).

C. Size and Scope of Title II Project in Colombia

The PL 480 Title II project is currently importing around 105 million pounds of foodstuffs with a GOC value (exclusive of ocean freight) of nearly US $12 million. Total recipients are somewhat in excess of 1.5 million Colombians in all categories of feeding, administered through CARE and Catholic Relief Services--United States Catholic Conference and its counterpart, CARITAS. In addition to the Voluntary Agency effort, the USAID supports a three-year government-to-government feed grain cooperative activity with the Colombian Institute of Agrarian Reform.

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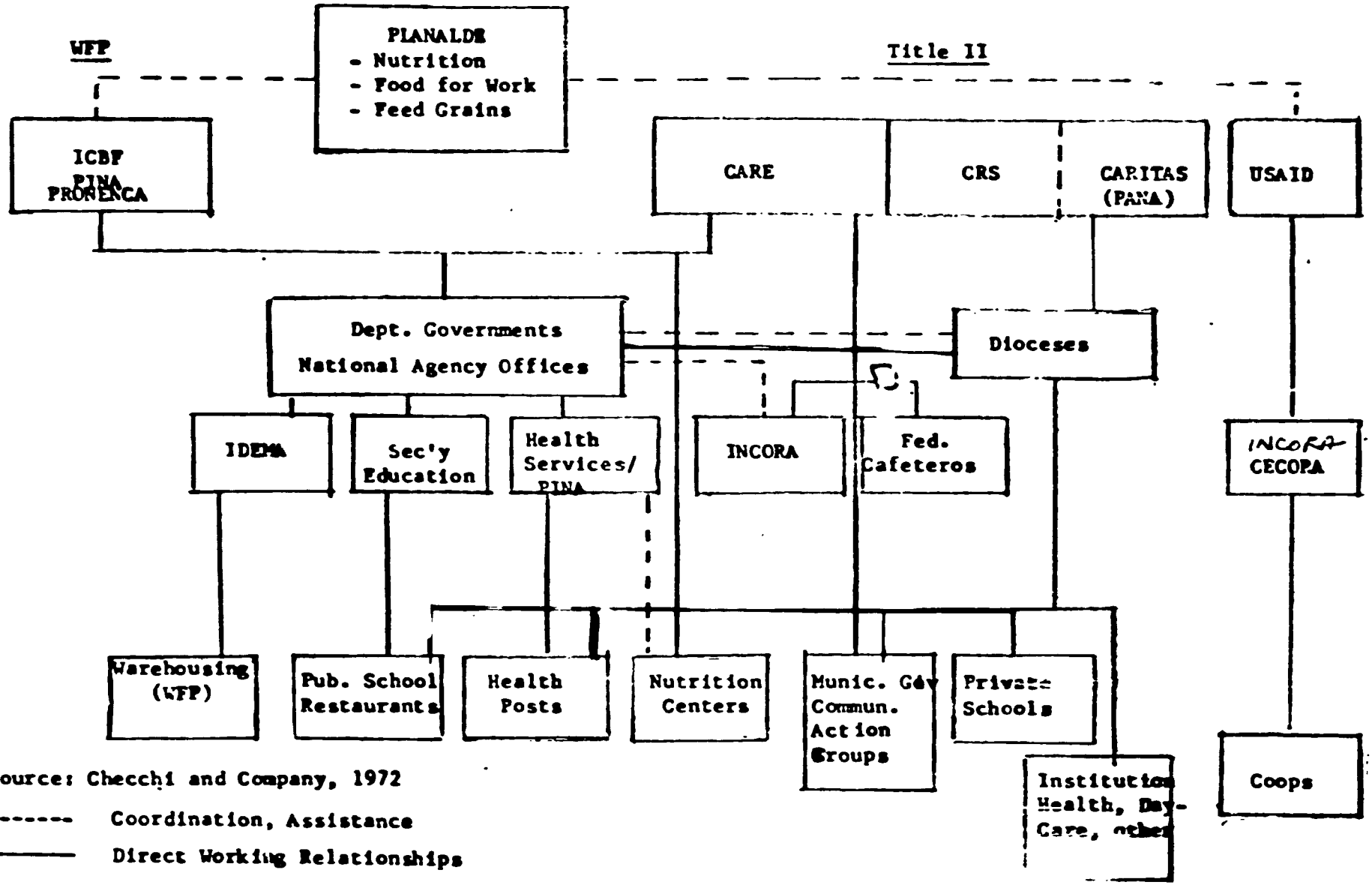
[1] CRS/CARITAS has remained in feeding in the WFP areas, but has begun to shift to more rural sections of those areas.

136

EXHIBIT I- 3

FOOD AND NUTRITION IN COLOMBIA: Implementation Relationships



Source: Checchi and Company, 1972

------- Coordination, Assistance

——— Direct Working Relationships

Exhibits I-4, I-5a and I-5b on the following pages present the breakdown of the scope of the program by subproject and by commodities, using data from the approved AER's for the years 1969 and 1972, the current year. While the AER data may not reflect accurately the actual quarterly shipments of food, they are convenient and comparable. and represent the general magnitudes of activity being carried out. The year 1969 was chosen as a base period, representing the last year the Volagencies operated in the major urban centers before the introduction of the PRONENCA/WFP program. During the interim period of adjustment CARE and CRS/CARITAS have resumed roughly the same levels of feeding in the major subprojects. The mixture of food items has changed, showing a decrease in the use of non-fat dried milk (NFDM), increased utilization of blended foods (CSM, WSB), and cutbacks or elimination of rolled wheat and corn meal, respectively.

We should also take note of the size and scope of the World Food Program, since its utilization by the Colombian Government is basic to the country's overall food and nutrition strategy. The agreement (Project #549) with the GOC covers 1969 to 1974, with a total value of US $41 million, or about US $8 million per year. The target recipient figures are 330,000 preschool children, 526,000 school children, and 85,000 pregnant or lactating mothers per year, or a current annual average of one million recipients. Thus, with the WFP input, coverage of malnourished or nutritionally vulnerable Colombians has been raised by about two-thirds, while the total donated food input has been raised by one-half.

Exhibit I-4

SCOPE OF TITLE II IN COLOMBIA

Numbers of Recipients by Sub-Project

CARE	Approved 1969 AER	Approved 1972 AER
1. MCH Pre-school	196,000	182,310
Nutrition Centers		30,000
MCH Bread and Milk		129,180
MCH Health Centers-Dry		23,130
2. School Feeding	883,000	548,782
School Restaurants		133,282
School Bread and Milk		258,000
School Milk		167,500
3. Other Child Feeding (Hospitals, Orphanages, Day-care Centers, etc.)	45,000	11,335
4. Adult Institutional Feeding	24,000	8,545
5. Food for Work	30,000	150,000
Workers		25,000
Dependents		125,000
Total CARE Recipients	1,178,000	910,972
CRS		
1. MCH Pre-School	55,039	62,118
2. School Feeding	395,268	395,268
School Restaurants		
Bread and Milk		
3. Other Child Feeding (Hospitals, Day-Care, etc.)	93,196	52,860
Summer Camps	7,790	1,770
4. Adult Institutions Feeding	32,582	21,423
5. Food for Work		
Workers	32,302	17,765
Dependents	129,208	71,060
Family Feeding	40,438	-
Total CRS Recipients	785,823	622,264
Title II Project Total	1,963,823	1,533,236

Exhibit I - 5a

SCOPE OF TITLE II IN COLOMBIA

Amounts and Value of Commodities

CARE

	Approved Revised 1969			Approved 1972		
	000 Lbs.	at $/Lb.	CCC Value US$ 1/	000 Lbs.	at $/Lb.	CCC Value US$
Wheat Flour	9,455	.042	397,110	11,077	.047	520,619
NFDM	22,689	.230	5,218,470	12,643	.304	3,843,472
Bulgur	5,266	.043	226,438	3,577	.045	160,965
CSM	-	.085	-	7,034	.087	611,958
WSB	-	.085	-	2,061	.083	171,063
Veg. Oil	4,910	.150	736,500	4,310	.180	743,400
Rolled Wheat	7,478	.045	336,510	2/	.047	-
Corn Meal	3,330	.036	119,880	2/	.051	-
	53,128		7,034,908	40,802		6,051,207

1/ Exclusive of Ocean Freight

2/ Inventory carried over

Source: Checchi and Company: Computed from USAID, Vol Agency Records

140

Exhibit I - 5b

SCOPE OF TITLE II IN COLOMBIA

Amounts and Value of Commodities

CRS, USAID, Totals

	Approved 1969			Approved 1972		
	000 Lbs.	at $/Lb.	CCC Value US$	000 Lbs.	at $/Lb.	CCC Value US $
Wheat Flour	18,038	.042	757,596	10,912	.047	512,864
NFDM	15,164	.230	3,487,720	8,634	.304	2,624,736
Bulgur	6,161	.043	264,923	3,738	.045	168,210
CSM	-	.085	-	1,323	.087	15,101
WSB	-	.085	-	5,068	.083	420,644
Veg. Oil	6,962	.150	1,044,300	4,483	.180	806,940
Rolled Wheat	6,598	.045	296,910	3,417	.047	160,599
Corn Meal	2,212	.036	79,632	-		-
	55,135		5,931,081	37,575		4,789,094
USAID - Feed Grain						
Corn	-			27,558		808,000
TITLE II TOTALS	108,263 lb.		$12,965,989	105,935 lb.		$11,568,301

141

SECTION II

TITLE II GOALS AND OBJECTIVES IN COLOMBIA

SECTION II

TITLE II GOALS AND OBJECTIVES IN COLOMBIA

The following section presents the overall goals and more specific project objectives of the three main parties to the Title II effort in Colombia: USAID, the Government of Colombia, and the Voluntary Agencies, CARE and CRS/CARITAS. In discussing goals we have referred to matters which extend beyond Title II in order to show the relationship between the total efforts of each party and their participation in the Food for Peace projects. This material reflects either direct quotation or close paraphrasing of documents prepared by the participating parties.

A. USAID/Colombia's Goals and Objectives

Colombia has received nearly one-third of all U. S. assistance provided to Latin America during the ten-year life of the Alliance for Progress. In recent years the USAID effort, partly in response to increasing sophistication in Colombian development planning and overall capacity to absorb external assistance, has become concentrated on large loans in priority sectors, with a decreasing reliance on program or project financing and technical assistance. Several objectives are being supported by this strategy:

- The GOC is being given more responsibility for allocating resources within broad sectors such as education, agriculture, and urban development which currently receive the bulk of USAID assistance.

- The above objective decreases the Colombian discomfort with U. S. "paternalism."

- USAID and the GOC can work jointly at the program planning level to design programs and activities within the sectors which will fulfill mutual interests in "not only rapid economic growth...but a broad sharing of economic growth (among) all income classes...(with) welfare for the mass of the population...based on increasing their own productivity and output."[1]

[1] USAID/C Paper: Sector Lending in Colombia, April 1972.

- USAID may provide aid in a manner which gradually decreases Colombian dependence on that aid.

The major sector loans (FY 71) in the fields of education (US $20 million), agriculture (US $28 million) and urban development (US $29 million) are structured in ways which will hopefully provide direct impact on improving the productive capacity and income of working-class Colombians. A new sector loan in health is currently in the planning stages as a further tool in this strategy of aid which reaches the general population. The programming of Title II assistance is regarded by Mission leadership as a logical complement to the strategy.

The USAID/C goal in channeling Title II food commodities through CARE and CRS/CARITAS to the more disadvantaged segments of the Colombian population (primarily urban slum dwellers and rural poor families) is to improve the quality of life of these families and their children. More precisely the USAID objectives to be achieved in using Title II food as a resource are:

- To express to the GOC and directly to the Colombian people the humanitarian character of the people of the United States and the desire of the U. S. Government to share its food resources with needy and hungry people elsewhere in the world.

- To contribute a resource particularly useful in initiating and/or encouraging and implementing the GOC program of nutrition improvement and nutrition education directed to the serious problem of malnutrition existing among pregnant and nursing mothers and small children of needy families. (This objective contributes to longer-range economic development in the form of assuring a more healthy, mentally capable, productive work force in the future. In school feeding, it contributes to the effectiveness of primary education and to a reduction in hospital costs where illnesses are related to poor nutrition.)

- To assist in the formation of Colombia's economic and social capital through the motivation of local communities to build public infrastructure facilities by providing food-for-work as a stimulus to community self-help actions. (Associated with this objective is the providing of improved diets to adults as well as

144

their families, who contribute a part of their time to food for work activities and the use of food as a catalyst in the development of community spirit and organization.)

- To help alleviate social unrest among hungry people until the forces of Colombian economic development are able to provide jobs and adequate wages for the unemployed and underemployed.

The inherent value of food as a U. S. resource is particularly useful in achieving objectives one, two and four and, to a lesser extent, three. USAID/C views Title II food assistance as an interim form of aid to be provided until the Colombian agriculture sector is in a position to produce and/or the GOC is in a position to procure from other countries, adequate quantities of food required in balanced diets, and concomitantly, until there is an improved distribution of income or until the GOC is in a position to provide supplementary feeding to the most needy and malnourished members of the population entirely from its own budgetary resources.

Operationally, the purposes of the Title II project are:

- To demonstrate by 1976 the achievement of the effectiveness of supplemental feeding of: (a) 20 percent of the preschool age children, primarily the most undernourished and malnourished children living between 1973 and 1976;[1] (b) 60 percent of the enrolled elementary school children, primarily the most undernourished and malnourished living between 1973 and 1976.

- To provide each year supplemental feeding for 350,000 pregnant women and nursing mothers of families in the lower economic level.

- To further develop a nation-wide awareness and concern about the need for better diets and a national policy directed to supplemental feeding and nutrition education. The implementation of this national policy should achieve by 1976: (a) A 50 percent reduction in infant and preschool child morbidity and mortality related to malnutrition; (b) a 50 percent reduction in the numbers of

[1] Includes WFP commodity input in these three categories as well as some increases in Colombian food inputs by 1976.

hospitalized children whose illnesses are related to malnutrition; and (c) a 50 percent increase in the rate of primary school attendance and a 25 percent increase in the promotion rate and retention in the school system.[1]

- To encourage the development of a locally-supported system to conduct supplemental feeding without Title II assistance. (In 1973/74 emphasis on the development of feeding program importance will continue with minor but increasing impetus of locally purchased foods. Expectations are for significant increases in local food purchases by 1975. A proportionate decrease in U. S. Title II foods should begin in 1975 and a real decrease should occur by 1978.)

- To give Diocesan and Departmental leadership an additional tool to promote the economic/social infrastructure of their areas (food-for-work currently provides over 9,000,000 man-hours of work on economic and social development activities).

B. Goals and Objectives of the Government of Colombia

The overall development goals of Colombia in the current planning period place emphasis on growth in the construction industry, export-oriented industry, and increased agricultural productivity, in that order. The fourth major goal is the improvement of the distribution of income from these and other forms of growth, through improved education, especially in technical and vocational training, and strengthening of tax policies and administration. The Colombian planners seek to improve the productivity of the labor force and increase wages, seeing this as a way of increasing consumption and thus achieving balanced growth.

As we have noted above, the government is aware of the role played by nutrition in health and overall development. Officials from the Department of National Planning told us repeatedly that the government regards food as another "investment resource" in its concept of

[1] USAID adds the caveat that while these are objectives which are considered important, it must be borne in mind that the techniques and resources to actually measure these changes, and to relate them causally to the impact of supplementary feeding, are not currently available.

146

development. While food aid is not as money, it is seen as a valuable commodity which must be carefully allocated with specific objectives in mind. The PLANALDE mechanism has Presidential support and interest, and has been recently supplemented by the creation of a National Committee on Food and Nutrition under an economist who reports directly to the Executive.

The general objectives of the Colombian Government in its food and nutrition efforts are to:

- Channel all food aid to uses which further national and regional economic and social development priorities;

- Define and focus on the nutritional needs of the population, selecting the most vulnerable groups, designing appropriate programs and projects for reaching them with food, combining feeding with nutritional education, and over the long run, to increasing and improving food availability through increased production and imports.

The most recent data available from the Direction of Nutrition/ ICBF indicate that program coverage in 1971 with WFP foods exceeded the planned target of one million recipients by about one percent. The Government doubled the budget of the Direction of Nutrition to a level of US $15 million between 1970 and 1971. Since 1963 approximately 52,000 professional and mid-level technicians in the fields of health, education, social work, and agriculture have received formal or in-service training in nutrition under the Applied Nutrition Program (PINA). These training activities are being expanded according to planned targets established at the Departmental level by PINA Coordinators.

C. U. S. Voluntary Agency Goals and Objectives

Each of the Voluntary Agencies operating in Colombia operates a general program of assistance in human and economic development as well as managing an extensive Food for Peace project. Below are their statements of general goals and specific objectives, which we have edited, and structural charts of their organizations, which we have prepared in consultation with them.

1. CRS/CARITAS (Secretariat of National Social Action - Bishops of Colombia)

The long-range goal of all CRS programs in Colombia is to contribute to the socieconomic development of the country by providing limited assistance in the fields of nutrition, health, education, welfare, emergency relief and community development projects.

Since 1969 the CRS/Colombia food programs have been incorporated into the Colombian National Nutrition Plan and it is expected that, in the years to come, the collaboration between the ICBF (Colombia Institute of Family Welfare) and CRS will be closer.

Until the mid-1960's, the "humanitarian" aspect of the Title II Program was prevalent. Family feeding constituted a major portion of the recipients. Gradually, the food program evolved to the more practical, utilitarian and scientific nutritional aspect. Along with this shift came the concept of FFW with the distribution of food against certain number of hours of volunteer labor.

To achieve its goal CRS has had to rely on its counterpart, CARITAS, which has been gradually built up to where today it is organized on the national, diocesan and parochial levels.

The general objectives of CRS/Colombia through CARITAS are to:

- Each year distribute used clothing and medical supplies, drugs and equipment to the needy;

- Contribute funds, materials and equipment to socioeconomic development projects for the promotion of local institutions, training of community leaders, agriculture, technical and vocational training, promotion of small industries and handicrafts;

- Combat malnutrition and its negative consequence by improving the diet of malnourished and under nourished preschool children, expectant mothers, infants, adults engaged in special projects, as well as some of their dependents and a small number of adults in institutions.

2. CARE/Colombia

The goals and objectives of CARE are quite similar to those of CRS/CARITAS. The program of both organizations are designed to assist in the solution of socioeconomic development problems.

CARE has a general goal to combat hunger and malnutrition, particularly among the most vulnerable sectors of the population-pregnant and nursing mothers, preschool children, and school children--with programs that include nutritional supplementation, nutrition education, establishment of program infrastructure; and which help to develop and increase host country capability to deal with nutrition problems using their own resources.

An important part of achieving this goal involves cooperating with the GOC in identifying nutritional problems, establishing national nutritional goals and strategies, and developing counterpart participation in nutrition programs.

In terms of general programming trends, primary emphasis is being given to the development of nutrition and related self-help programs. CARE conducts self-help development programs on the basis of partnership agreements negotiated directly with local counterparts such as departmental governments or autonomous agencies. Under these agreements the counterpart contributes a portion of the program's costs, and other personnel, technical and/or material assistance as stated in the agreements.

The general objectives of CARE are:

- Through FFW projects and CARE self-help programs, to assist in establishing and improving needed local infrastructure, particularly social overhead capital projects such as the construction of educational facilities, health centers, nutrition-child feeding centers, water supply systems, sewage system, rural access roads; and to create economic overhead infrastructure through such projects as construction of storage and marketing facilities, farm-to-market roads, irrigation facilities, cattle dips and erosion control and land settlement;

- To combat hunger and malnutrition by rendering assistance to the establishment and operation of general purpose nutrition center, MCH bread and milk, MCH public health center, school restaurant, school bread and milk, school milk, and "other child" and adult feeding and educational programs.

EXHIBIT II-1

CRS/CARITAS Structure in Colombia

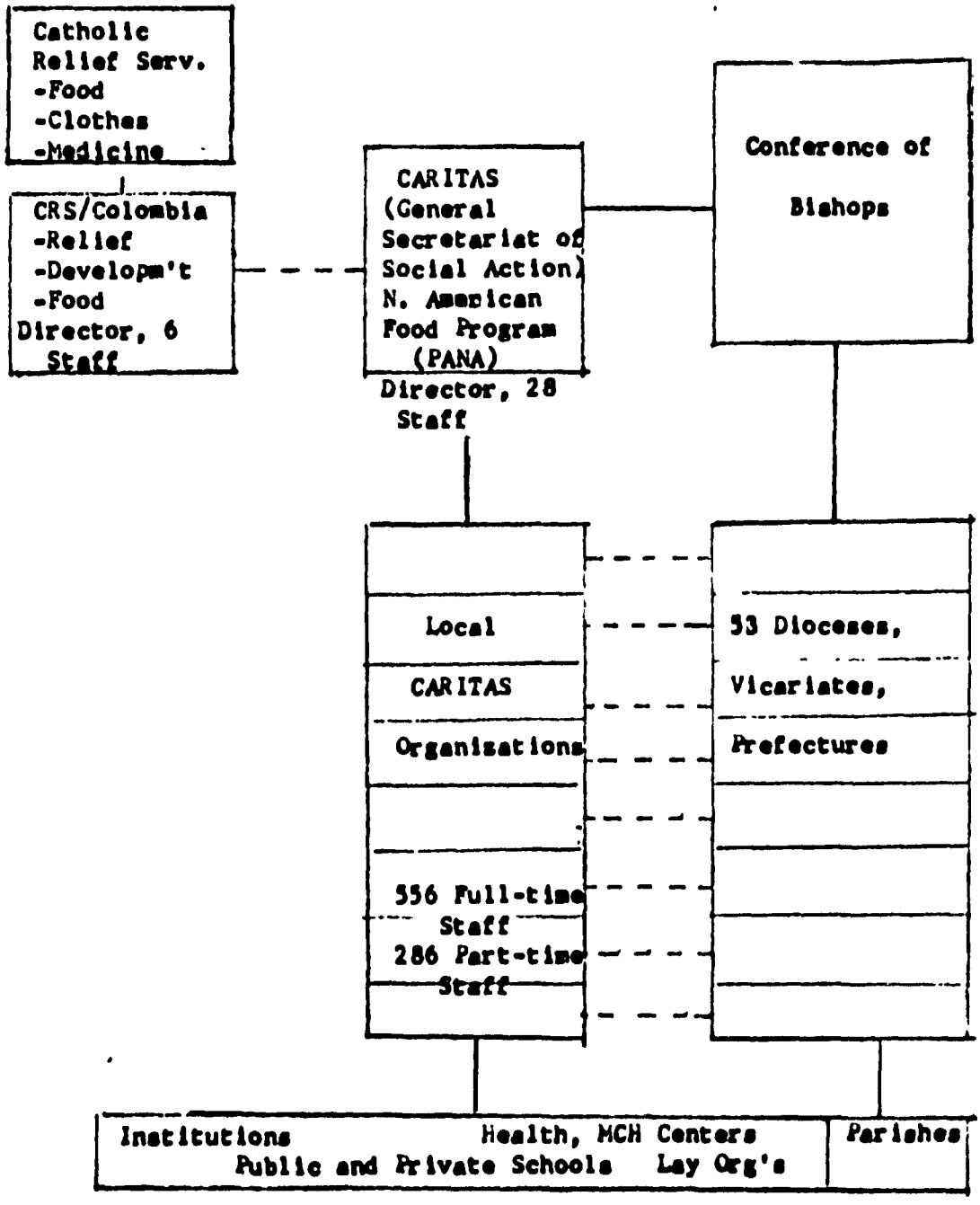
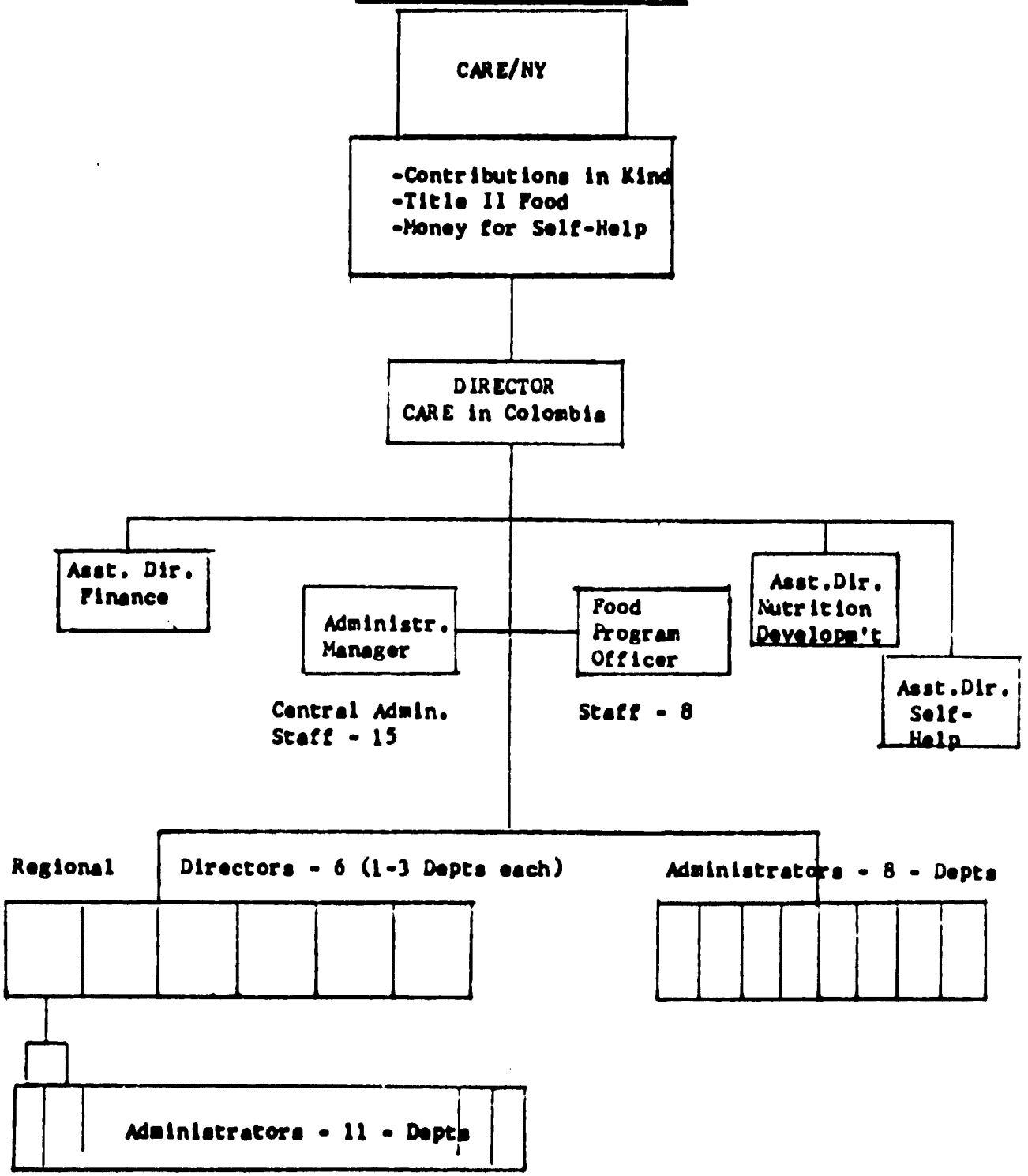


EXHIBIT II-2

CARE Structure in Colombia



SECTION III

TITLE II OPERATIONS IN COLOMBIA

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TITLE II OPERATIONS IN COLOMBIA

Within the framework of the Colombian development setting and the various goals established by the Colombian Government and the cooperating food donors, a variety of subprojects are being carried out by the U. S. Voluntary Agencies. Section II (A-E) describes and analyzes these subprojects, presenting them according to the classification by type of recipient and activity which has evolved in Title II projects worldwide. Subsection F presents our observations on the entire Title II effort, discussing ideas and problems which cut across all of the activities.

A. Maternal and Child Health - Preschool

1. Planning and Scheduling

Under the current MCH subproject in Colombia, nearly 245,000 pregnant and lactating mothers or preschool children are receiving supplementary feeding through CARE and CRS/CARITAS activities. The planning and scheduling of these activities is carried out principally at the Department or Diocese level within guidelines worked out by the Volagencies in cooperation with the entities participating in PLANALDE and under Food for Peace guidelines. Both Voluntary Agencies are now seeking a common basis for planning food rations for the MCH subproject which will be in line with the ration of preschool children per mother being used in the Government's PRONENCA activities. During the past year PRONENCA, using data from government demographic surveys, has used a ratio of three children to one mother in its reconstituted milk and dry-ration distribution programs, while CRS/CARITAS has used 2:1 and CARE 4:1. Relying on their own surveys and the Government statistics the Volagencies are arguing for a standard 3:1 ration for bread and milk and dry-ration MCH, instead of the 2:1 figure suggested by FFP/W. All programming assumes that recipients participate for 12 months.

The variety of approaches being used to reach the preschool child, either directly or through his or her mother (see A-2 below) is reflective of the worldwide puzzle of how to locate this subpopulation and affect it with some combination of supplementary feeding and nutritional education. The issues in planning and scheduling this subproject are not so much related to implementing exclusive measures as they are in obtaining sufficient inclusivity or outreach. The means being used in Colombia include referral by health professionals, school

teachers who may be aware of a severe health or nutrition problem in a family, announcements made in churches, social workers and clerics working in low-income communities, and of course by word of mouth within the communities.

2. Operations and Management

Both Catholic Relief Services/CARITAS and CARE are assisting with dry-ration distribution to mothers of preschool children. Food is made available twice monthly to mothers who have been identified through the means described above. CARE cooperates with Departmental health services, distributing flour, dried milk, vegetable oil, CSM and bulgur. Limited dry distribution also takes place at CARE nutrition centers (see below). In most cases attendance at a nutrition lecture (with flannel board graphics and a cooking demonstration) is required for the recipient mothers. This is typically held immediately before the distribution takes place. The CRS distribution operates principally through church-supported health centers or other family welfare institutions. In a few departments, CARITAS is providing Title II foods to public health centers under a contract arrangement. The nutrition education element varies widely among Dioceses and Departments, depending on the interest and ability of the CARITAS leadership, and on the degree of cooperation established with PINA at the Department level. Both agencies are attempting to cooperate with the Government's efforts at introducing or improving nutritional education as a standard element, and in followup with home visits and weight checks as a measure of impact on the preschool children.

Another method of reaching the MCH group is the bread and milk distribution being implemented by CARE through its nutrition centers, school restaurants, and government health posts. This takes place daily, typically between 6 and 8 a.m., using two liters of recombined milk and five rolls prepared under contract by a local baker. The realignment of the child/mother ratio will affect this activity (which is over two-thirds of CARE's MCH subproject) by reducing the milk ration to 1,200 cc's per day. The milk and bread is intended for home consumption by preschool children who cannot attend daily hot meal programs. The amount and type of nutrition education provided the mothers in this activity also varies from Department to Department.

The most direct form of preschool feeding takes place in the CARE-operated nutrition centers, or comedores, and in many instances overlaps with school feeding. In AER terms this activity is listed under "Other Child Feeding." CARE estimates that 20 percent of the children receiving hot lunches in the nutrition centers are of preschool age.

154

Menus typically include fruit, a salad or vegetable, and a main dish based on bulgur, or CSM, which is often a soup containing meat or chicken. These menus originate with CARE or a local PINA nutritionist. CRS/CARITAS is supporting some forms of direct preschool feeding, such as the activity we observed in Cali where 500 children received an early morning snack of hot WSB or rolled wheat porridge and milk (served in a glass and called "colada").

The CARE Nutrition Center, or Comedor, is a rapidly growing institutional and operational approach. By the end of this current year there will be more than 600 of these centers in operation around the country. They are located in the most needy urban slums and rural communities. In addition to considerable GOC budgetary support (through the Institute of Family Welfare) for the construction of the comedores, CARE has provided private inputs, and mobilized Department or local funds, and varying amounts of voluntary labor. A standard design has now been adopted, but in the past they were developed as adaptations of an existing structure, such as a school auditorium. The centers are currently operated under direct CARE supervision, with technical inputs by PINA. One administrator and two cook/helpers are the typical staff, supported out of a rotating fund administered by CARE at the Department level and based on unassociated service charges paid by bread and milk recipients. In addition many municipalities have budgeted funds for augmenting the salaries of comedor workers. CARE and the local entities are only beginning to fulfill the many possibilities for these centers. Currently most of them are running the bread and milk program in the early morning, a school/preschool lunch at noon, and frequently a mid-afternoon snack. Nutrition training sessions are beginning to be programmed at the centers, as well as classes in sewing and other forms of home economics.

CARE is currently proposing to the Direction of Nutrition that PINA assume greater responsibility for supervision and financial support of this activity, which has grown much faster and in a more complex manner than was expected when it was begun in 1965.

We should also note here that preschool children receive Title II foods in prepared form in day-care centers and orphanages run by Catholic institutions, as well as in pediatric wards. This is discussed further in subsection C., Other Child Feeding.

3. Linkages with Other Activities

The chief linkage between these MCH activities and other development efforts is the mutually-supporting relationship between the

expanding network of CARE and CARITAS feeding operations. This appears to be progressively strengthening the standardization of the program with respect to rations, menus, and the basic nutritional education element.

The expansion of the institutional network, especially CARE's nutrition centers, has been supported by food-for-work, Departmental programs and funds, and by municipal governments and private resources such as the Federation of Coffee-Growers (Cafeteros). The MCH activity is part of CARE's integrated concept of community development oriented around social services with nutrition as a central catalyst.

4. Discussion and Conclusions

In concept and general practice we appreciate the need for the varied approaches being simultaneously pursued in the MCH subproject. In urban areas, where children or their mothers are able to visit a feeding center on a daily basis, prepared food is being made available, and in the case of the CARE comedores and the few CRS colada activities, food is being directly provided to the preschoolers. In order to achieve broader reach, dry-ration distribution (combined with twice-monthly nutrition education sessions) is established in a manner which allows mothers living on the periphery of urban areas or in scattered rural areas to benefit from the subproject. We conclude that these three approaches are reasonable methods which should be continued until a more intensive evaluation than is possible within our scope of work and time can be made.

We are aware that both USAID and the Voluntary Agencies are seeking guidance and specific technical assistance in evaluating the impact of various methods of MCH programming, and in assuring more direct nutritional impact on the preschool child himself, rather than on the entire family, which averages 6.3 persons nationally, and as high as nine persons in many urban slums.

In line with the Government's objectives, the two main elements of the child feeding program are supplementary feeding (seeking a direct impact on the nutritional status of the child) and nutritional education (seeking a change in family food buying and dietary habits). Means must be found (or more broadly implemented) to measure both kinds of change. In those instances where activities are being carried out in close coordination with PINA staff and health facilities, measures of change in weight and height are being applied, and trends observed as a means of measuring direct nutritional impact. However, we found numerous instances in which feeding was taking place in one institution (the comedor,

for example) and weight records were being kept in another (the health center). Thus the means were not readily available to the manager of the feeding operation to spot cases in which progress was not being made by a child, indicating a need for further or special attention to mother's nutritional awareness and home feeding practices. In other instances we found that the auxiliary nurse running the distribution was weighing the children, but that she had to wait until a PINA nutritionist appeared to make the correlations of age and weight, and ascertain the child's nutritional status. Again, this causes delays in taking remedial action. And in a large number of instances, particularly in institutions which had established no contact with PINA, there were few attempts being made to follow the weight and height trends among the recipient's children.

Measurement of the impact of nutritional education is even more difficult to achieve than that of the feeding itself. PINA has conducted oral examinations of recipient mothers at the beginning and end of its six-month lecture/demonstration courses, and found significant improvements in mothers' knowledge of the basic elements of dietary planning and family health. This examination did not measure whether the knowledge resulted in changed actions in the home, which is of course the hoped-for result of the mothers' training. PINA and health center activity plans call for home visits to follow up on family health practices, but it appears from our observations and discussions that auxiliary nurses, social workers and feeding center personnel seldom are able to carry out this work in addition to their other duties and to report results.

This brings us back to the possibilities for expanding and refining the measurement of weight and/or height as a means of exerting influence on the mothers, and drawing a tighter relationship in the minds of the mothers between the educational and supplementary feeding elements of the subproject. In the discussions of other school feeding and other forms of child feeding which follow, we will look at this evaluation and program control method in those contexts, and present a general analysis in Subsection F.

We conclude that in addition to tightening the measures of output of the subproject, and using them as a persuasive or educational mechanism for parents of preschool children, further consideration should be given to the form in which food is made available, particularly for home consumption where the likelihood of disguised family feeding is prevalent. This concern goes beyond the operation of the subproject in Colombia. It is a matter for consideration in all countries where this high-priority form of feeding is being carried out. In order to assure a higher impact on the preschool child, it may be necessary to prepare or process the grains, milk, and blended foods into forms which are unlikely to be

palatable to adults or older children. This might be done on a multi-country regional basis or in each country, in order to develop host country capacity to assume responsibility. Various forms of mixing, cooking, preserving or drying might be utilized. In Colombia, for example, the use of central milk-mixing and packing now being done by both Volagencies and government programs might be further centralized and standardized. Such items as the colada snack might also be centrally prepared, or rendered into instant form for distribution to the rest of the country. Careful feasibility analysis should precede any such installations.

We are very favorably impressed by the nature and extent of the Government of Colombia's support and involvement in this subproject, as in the entire "food for development" program. We will discuss some of the limitations which we noted in GOC/Volagency cooperation in our more general comments in Subsection F.

We also must emphasize that the areas of concern for program improvements in the MCH program which we have expressed are well known and are under study by the Volagencies, USAID, and the Direction of Nutrition.

B. School Feeding

The 1972 estimated school age population, 7-11 years, is 3,160,000. Of this number and age group only about 2,370,000, or 75 percent, are enrolled in public and private elementary schools. However, by adding the number of youths over 11 years of age attending primary school to the 7-11 year age group, the total enrollment is about 3,138,000 pupils.

Over the remainder of this decade the GOC plans to reduce the elementary school enrollment drop-out and grade repetition rates by:

- Relating primary school teaching more directly to the interests, needs and the development level of the children; and

- Creating or strengthening special programs for children of marginal families--particularly urban slum dwellers and rural poor families--including providing school lunches and instituting school health services.

Through the use of Title II foods and a modest input of locally produced foods (currently averaging 10-15 percent in value), CARE and CRS/CARITAS have been for a number of years contributing significantly

to the school feeding component of the GOC efforts to upgrade elementary education. In the current fiscal year CARE is providing hot lunches or snacks to approximately 540,000 primary public school children. CRS/CARITAS is feeding about 395,000 public and private school pupils, primarily elementary school children.[1] Thus, Title II foods, channeled through the above two Voluntary Agencies, are reaching about 935,000 children, or 30 percent of the primary school children. In addition, the GOC supported by the World Food Program is feeding approximately 500,000 elementary school children in six Departments and the Special District of Bogotá. The World Food Program component raises the nationwide coverage of school feeding to about 46 percent of those enrolled.

1. Planning and Scheduling

CARE's planning and scheduling of Title II food for school feeding is intiated in November/December prior to the beginning of the next fiscal year. CARE administrators in 19 Departments submit recipient numbers for each type of feeding facility and category of feeding (hot lunches, bread and milk snacks, or milk-only). These initial estimates are developed in collaboration with participating Department-level school officials and health services personnel. The estimates are revised by the CARE headquarters staff based upon individual Department performance, headquarters knowledge of Department conditions and Food for Peace guidelines. Following a review of these revised programming estimates at the Department level, the aggregate of food requirements and total recipient numbers by category of feeding for the forthcoming fiscal year are submitted by CARE to USAID/C's office of Food for Peace for final country review, revision and/or approval.

CRS/CARITAS follows a similar programming procedure in association with CARITAS field offices located in the 53 Dioceses, Vicariates and Perfectures. There is typically a lesser degree of discussion with Department health and other government level authorities in the initial preparation of local programming needs. Both CARE and CRS/CARITAS, as participants in PLANALDE, are aware of the Plan's nutrition priorities and keep the National Office of Nutrition informed of the magnitude and locations of their school feeding operations to be undertaken each year in order to avoid conflicts or duplication.

[1] Includes less than 32,000 secondary school children, a number to be further reduced in fiscal year 1973.

2. Operations and Management

CARE and CRS/CARITAS operate and manage their school feeding activities similarly. There are variations due to the organizations' differing relationships with the Departments and Dioceses. CARE maintains close association with appropriate Department officials and limit school feeding to public elementary schools. CRS/CARITAS carries on its school feeding by direct contact with individual schools, nearly 85 percent of which are public elementary schools, others being private elementary and secondary schools run by Catholic Church-related organizations.

Both CARE and CRS/CARITAS seek to concentrate their school feeding efforts in communities where the poorest families and most malnourished children live, although we observed that some of the children fed by CRS/CARITAS in some private schools appear to come from more prosperous communities where nutritional problems may not be present.

The types of feeding conducted by both Voluntary Agencies range from complete hot meals to protein-fortified bread and milk snacks. CARE also provides milk to small remote rural schools. The hot lunches in which CARE provides the Title II commodities are served currently to about 160,000 children in 371 multi-purpose nutrition centers and in 1,293 on-premise school kitchens. The hot lunches served with Title II food provided by CRS/CARITAS are prepared in 1,411 on-premise school kitchens and in a limited number of school feeding centers (restaurantes escolares) which provide feeding facilities for children from several nearby schools. About 200,000 children are fed hot lunches in these facilities.

The fortified bread and milk snacks provided by both Voluntary Agencies are made available to children in those schools, usually located in large urban school complexes, which do not have the personnel, equipment, space or funding resources to operate prepared hot lunch feeding. CRS/CARITAS provides bread and milk snacks to 1,346 such schools with approximately 195,000 children receiving the snacks; CARE conducts similar feeding in 918 schools in which over 235,000 pupils are fed bread and milk snacks. CARE's milk-only activity reaches approximately 145,000 pupils in 2,569 remote rural schools. Dry milk powder is supplied the teachers of these schools every six months.

Both CARE and CRS/CARITAS are experimenting with special nutritious drinks consisting of milk, high-protein finely ground corn, and brown sugar in the case of CARE, and a mix of milk with either finely ground rolled oats or cooked WSB in the case of CRS/CARITAS. These

160

semi-liquid drinks, called colada, contain about 12 grams of protein and are a means of reducing the amount of NFDM in school child snack feeding.

Over the past year CARE has also been undertaking a modified method of making milk available to those schools receiving bread and milk snacks. Several CARE administrators are establishing contracts with local milk plants to prepare reconstituted milk by mixing the NFDM with two percent vegetable oil and the required water and running this mix through the plants' regular processing equipment. This reconstitued milk is delivered to the cooperating schools in individual containers along with the bread prepared by the CARE contract bakeries. While this method results in a slightly higher milk cost, it reduces the mess, labor and potential contamination involved in preparing the milk in generally inadequate facilities in these schools.

In addition to the above experiments to improve the school feeding subproject, both CARE and CRS/CARITAS are continually striving to operate the best mix of school feeding categories--hot lunches, bread and milk snacks and milk-only--depending upon local community conditions, including capacity of parents to pay a part of the feeding costs, the adequacy of local school facilities, school personnel cooperation, and the ability of local community leadership to stimulate community cooperation in the building of separate feeding facilities such as nutrition centers and school restaurants. CRS/CARITAS is planning to maintain about the current balance between hot lunches and bread and milk snacks. They are not planning to alter the present mix of on-premise feeding and centralized facilities serving several schools.

CARE is planning to reduce its milk-only activities in the more remote rural areas because of the difficulties of managing and controlling this method of feeding. Alternatives include the simple school kitchen ("three rocks and a pot"), and possibly minor increases in bread and milk snacks where they can be prepared. The approaches of course are selected based on factors such as the degree of community and school support shown at each site, as well as on CARE's judgments regarding control problems.

The nutrition center (comedor) approach has expanded considerably, and will, during the next year, increase in number from the 371 now operating to 614. As a general rule, these centers are feasible only in the more densely populated areas.

3. Linkages with Other Activities

As in other Title II subprojects, CARE and CRS/CARITAS maintain a close relationship and attempt to complement each other's school feeding efforts rather than to duplicate and compete. PLANALDE affords a means of coordinating their school feeding activities with the GOC's program.

As we have noted under B-1 above, the planning of school feeding at the Department level is carried out chiefly through relationships with Health Services, rather than with Secretariates of Education. CARE is organized to relate to Departments, while the CRS/CARITAS Diocesan relationships complicate the linkages with Departments. During our field visits we found a general concern that school authorities at all levels should be more involved in the planning and coordination of feeding and nutritional education programs. This is partly a matter of improving GOC Department-level coordination as well as making adjustments in Volagency planning methods.

Within the Title II project operation there is a close linkage between the expansion of school and school feeding facilities and the food-for-work subproject. Both CARE and CRS/CARITAS have used Title II food as a stimulus to local community action in the building of school buildings, kitchens, and separate feeding facilities.

4. Discussion and Conclusions

The Title II school feeding subproject, initiated by CRS/CARITAS and CARE in the late 50's when they provided glasses of milk to several thousand school children, has developed into a major feeding operation, augmented recently by the additional food input of the World Food Program. The Volagencies have since developed an admirable capacity to mount, manage and control effectively the feeding of more than 900,000 elementary school children in nearly 8,000 feeding facilities and installations. We find that they are making sincere efforts to establish improved feeding facilities, to experiment with various types and forms of food preparation and to reach, in considerable measure, those primary school children who are members of poor families and therefore are in most need of supplemental school feeding.

USAID has stated that one of the purposes of the school feeding subproject is to reach 60 percent of enrolled primary school students between 1973 and 1976. Our estimate, following discussions with WFP, the Volagencies and USAID, is that about 46 percent are currently being reached. The Volagencies have also estimated that the input of locally produced food

is somewhere between 10 and 15 percent, donated, purchased out of recipient charges, or financed by Department and local governments.

Against this background we are not satisfied that the strategy is clear among all parties as to what is to be accomplished through school feeding. Is Title II being used to make a specific impact, measured in terms of numbers of school children whose nutritional status has been measurably improved, or whose academic performance is sharper? Do USAID and the Volagencies, working with the GOC, expect to see changes over time in the retention rate of children during their first three years of schooling?

Or is Title II being used to demonstrate effective methodological and managerial techniques, applicable on a broad scale at low cost, which the GOC might gradually adopt and pay for?

USAID has perhaps gone the farthest of the parties involved in defining objectives for school feeding, but has not introduced this thinking into a common forum, nor decided on the priority ranking of the various objectives. We feel that choices should be made as a means of clarifying operational decisions and emphasis in longer-range planning. USAID prefers to avoid such choices, saying that their various objectives are co-equal in importance.

We conclude that the year 1972 is the ideal time for clarifying the strategic issues among all parties concerned, and adopting mutually acceptable guidelines, methods, and evaluative techniques for effecting whatever strategy is chosen. The strategy might be either of the general directions suggested above, or some combination of the two. At the present time we find that all of the above general objectives and specific purposes are present in discussions and planning of the Volagencies, the Government and USAID, but that inadequate steps are being taken to sort out which ones have priority and to adopt the operational methods necessary to test them or to carry them through. 1972 is an ideal time because it is a mid-point in the Government's current WFP-supported effort, and because it is generally agreed that many of the intial operational dislocations of the 1969 program shift have begun to be sorted out.

We wish to highlight some of the central problems we encountered in the school feeding subproject, and to offer general suggestions for alleviating them.

First, the problems:

We found that few, if any, attempts are being made to employ direct measures of nutritional impact on school children. While many children are given annual health checks, including measures of height and weight, this takes place only where health facilities (separate from the schools) are available. Records in most instances were kept by health officials, rather than at the school. Thus the school authorities had no ready means of ascertaining the anthropomorphic progress of children receiving supplementary feeding. We must qualify this by noting that nearly all of the public and private schools were closed due to strikes, Easter, or elections when we were making our field trips. Our observations are based on discussions with Departmental education officials, health officials, and field personnel of the Volagencies.

We are aware that the weighing of children in school implies that school feeding has nutritional impact. We realize that this is not proven. However, weight has a further value of demonstrating to children the value of good nutrition. The implementation of our suggestion may be unrealistic in the short run, given the current low level of involvement in the feeding activity by the Secretariats of Education, but we suggest that weighing be introduced in a feasible manner.

The research interests of the GOC, USAID, and the Volagencies are concentrated heavily on MCH, and for good reasons. However, we feel that an excellent opportunity is being missed to carry out research of a practical nature on school feeding. There is presently little or no research of which we are aware related to Title II host countries (or related to the U. S, for that matter) to substantiate the value of school feeding in reducing absenteeism, raising school retention rates, or contributing to increased learning capacity. Colombia presently affords an excellent setting for pioneering work in this kind of study. The Direction of Nutrition is a highly-professional, well-staffed agency with both operational and research functions. The extent and variety of the school feeding activity offers a broad and diverse source of comparative data. In schools or comedores where only a portion of the students are receiving Title II meals or snacks, control groups are readily at hand. We would hope, while disclaiming expertise on the matter, that research designs could be created which would not unduly add to the burdens of school teachers or feeding center managers, or which could be carried out by semi-trained volunteers.

We feel that further steps need to be taken to assure that the most needy school children are in fact the beneficiaries of the subproject.

This might be accomplished by more selective criteria for inclusion of children in the schools, by a thorough review of the locations of concentrations of school feeding, and by developing more standard methods for assuring financial support for children who cannot afford even the token charges applied in many feeding centers.

We realize that USAID attaches other values to school feeding in addition to combatting malnourishment, such as institution-building, and possibly lowering absenteeism. This is a difference over degree and emphasis, but we stick by our view that reaching the poorest and most malnourished should be of major importance when the program has limited resources and is only reaching 45 percent of the primary school enrollees.

We feel that all secondary school feeding should be eliminated as fast as possible, possibly within a fixed time frame, and the resources transferred to feeding activities serving younger children in low-income communities. We realize that CRS/CARITAS is taking steps in this direction, and wish to add our encouragement that it be carried out with urgency.

We emphasize this not just because AID guidelines clearly lean in this direction, but because studies show that returns in terms of nutritional impact are less in older children than in their first years in school. When supplies are limited, maximum benefit should be sought, and a shift such as we have urged should be made as soon as possible.

Coordination between the Volagencies and within the PLANALDE forum should focus increasingly on various methods of feeding (lunches, snacks, etc.) which are being employed, and the reasons why one method has been chosen over another. This will hopefully encourage more common standards for choosing methods, and possibly common FFP ingredients which will make the transition to GOC inputs a more natural one.

We find that education professionals are insufficiently involved in the planning and managing of school feeding efforts. This is understandable since the closest relationships thus far in school feeding have been between GOC nutrition and health functionaries, while school officials and education planners are preoccupied with expanding and strengthening the pedagogical system itself. It is our opinon that the school feeding subproject has reached the stage where primary education administrators and supervisors at all levels of government, should become more directly associated with school feeding. On an individual school basis this cooperation already exists to varying degrees. However, the institutionalization of this collaboration at both policy and operational levels in central to more effective school feeding activities.

CARITAS personnel in a number of dioceses frequently emphasized to us that they desire to maintain the agency's identity as a private, Church-associated social development and welfare agency largely dis-associated from political changes or resulting shifts in government programs. This arm's length posture did not particularly affect school feeding prior to the changes in GOC nutrition policy and the tightening of certain Food for Peace guidelines on school feeding. We believe that it is essential to modify this attitude, and believe that GOC agencies, technicians and CARITAS personnel could work out collaborative means of improving the school feeding subproject without damaging the identity and of CARITAS as an entity free of Government direction and control.

Looking forward to longer-run problems, the potential phasing down of the WFP input to the overall school feeding effort provided by World Food Program Colombia project 549, must be faced. This team, of course, is in no position to assume WFP determinations with respect to levels of food aid for Colombia's nutrition and supplementary needs after 1974. However, discussions with Karel Hallebeek, WFP Advisor in Colombia and a review of the recent WFP evaluation project 549, suggests that planning for increased Colombian Government food support is an urgent necessity.

The responsibility for planning for this eventuality lies most clearly with GOC. However, it is clearly to the interests of USAID/C and the Voluntary Agencies to be helpful to the GOC in this regard and to plan their own activities in ways which will permit flexibility and an increased local-level support for school feeding following 1974-75.

As a means of dealing with the above problems, we submit the following overall suggestion: A subcommittee on school feeding of the PLANALDE committee might be convened, which would include the Direction of Nutrition, the Ministry of Health, and the Title II parties, in order to consider and decide on the following:

- Means of reaching, in a coordinated manner, the poorest and most malnourished children in the country;

- The establishment of common criteria for utilizing various methods of feeding (lunches, snacks) in differing urban and rural situations, and possibly standardizing ingredients which will be readily convertible to GOC inputs primarily from domestic production;

- Standards, anthropometric or others, for monitoring impact of school feeding on a continuous basis, which can be broadly applied in schools or feeding centers;

- Design of research projects on the relationship between school attendance and performance, and seeking of external assistance if considered necessary; and

- Clear division of responsibility for various facets of school feeding, including the role of various forms of local support.

C. Other Child Feeding

1. Planning and Scheduling

CRS/CARITAS and CARE are both engaged in other child feeding. CRS/CARITAS currently provides Title II food to approximately 53,000 children in 322 orphanages, nurseries, hospitals and summer camps and 119 feeding stations (day-care centers) sponsored by child welfare organizations. The majority of these institutional facilities are associated with the Church, although funds for their support come from both private and local government sources. CARE's child feeding in this category is presently contributing Title II food to 11,000 children in 75 hospitals and malnutrition recuperation centers and 60 nurseries and orphanages, all of which are public institutions supported by local governments. CARE also includes in its Other Child Feeding those 11,355 preschool children fed hot lunches in its nutrition centers.[1]

The Volagencies program the food as a result of requests received from their field offices from feeding centers and institutions. There are currently no program changes anticipated, but if the Volagencies were to expand this area, CRS/CARITAS would channel additional foods to child welfare institutions in rural areas, and CARE would use more in the preschool part of the nutrition center (Comedor) activity.

2. Operations and Mangement

Children in resident institutions receive three meals a day, prepared by cooks and dieticians using local recipies fortified with Title II foods. CRS/CARITAS makes montly deliveries of flour, WSB, oil and bulgur to the institutions.

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[1] The target total of recipients in comedores for 1972 was 30,000 preschool and school age children. CARE staff estimated that the average preschool recipients per month is 11,355.

Day-care centers (guarderias) are typically operated by Catholic nuns with an additional staff of nurses, cooks, and teachers (in those which take children up to seven or eight years of age). The children receive a light breakfast, a mid-morning snack, a hot lunch, and often a late afternoon snack. The children are generally from poor, fatherless families, supported by the mother who may work as a maid or laundry-woman. Children are accepted as young as three months of age. Token charges of four to six pesos a week are collected from the mothers; in some instances Church collections support the center, and no charge is made.

3. Linkages to Other Activities

As we have noted, preschool children being fed in CARE's comedores have been categorized by FFP/Washington under other child feeding. They represent about 20 percent of the recipients in the comedores.

The chief lack of linkage we noted was the absence of nutritional education in connection with the CARITAS institutions.

4. Discussion and Conclusions

Title II foods provide a useful contribution to needy children housed in private orphanages and hospitals, most of which operate on very limited resources. The Title II input serves to increase the nutritional standards of these institutions whose residents or patients frequently require a high nutritional intake in order to overcome the effects of serious malnutrition and/or disease.

Title II foods supplementing the snacks or hot lunches fed to preschool children attending day-care centers also contribute to the establishment and operation of these much-needed facilities for working mothers, and assisting in the improved feeding of their small children. We suggest that current Title II food support for the above categories of "Other Child Feeding" be continued and that AID/C, CARE and CRS/CARITAS in cooperation with the GOC give consideration to the development of nutrition impact research studies in selected orphanages and day-care centers, in addition to other measures which have been proposed or carried out. In both categories of "Other Child Feeding," controlled conditions exist which would permit reasonably precise measurements of malnourished or undernourished child response to improved diets. We also urge that attempts be made to organize evening nutrition classes for the mothers of the children attending day-care centers.

D. Economic and Community Development - Food-for-Work

1. Planning and Scheduling

In Colombia food-for-work (FFW) activities are typically generated in one of the two following situations:

- Isolated rural areas which have not been reached by GOC infrastructure programs due to limited resources, rugged terrain, or other conditions; or

- Mushrooming urban tar-paper slums which overtax the heavily burdened city departments of public works, health, sanitation, education, or housing.

The FFW process typically begins and is carried out through a Community Action Council (Junta de Acción Comunal), which may work with a socially-active priest or other local leader. The Acción Comunal concept became law in 1958 as a result of rural pressure for services following the period of violence from 1948-57. The Government responded by creating a legal and institutional framework through which people in remote or neglected communities could help themselves. The Juntas were to be elected and empowered to plan and manage community projects which would use voluntary labor, often supplemental with technical, material of financial support from municipal, Departmental or National agencies.

Juntas typically seek assistance from either government technicians or volunteer professionals in fields of town planning, engineering, architecture or some field of agricultural development in planning their activities. Application is then made to the Volagency operating in the area. CARE requires utilization of a standard form (See Appendix C) while CRS's practice varies. In both instances the Volagencies require certain basic data regarding the means and materials to be used and sources of financial, material and technical support.

CARE receives applications at its department-level administrative offices, which have broad FFW contracts with Department agencies or branches of national autonomous agencies such as INCORA, the agrarian reform entity. The applications are reviewed at this level, and then sent to Bogotá for final approval. At both stages care is taken that the requested activity fits into departmental and national development plans.

CRS operates through its CARITAS channel at the diocese level, where projects are reviewed before final approval in Bogotá. As in the

case of CARE an effort is made to see that the proposed activity has the concurrence and support of local development authorities.

The project proposals are weighed on the basis of objective criteria as well as on-site knowledge of the community and location contributed by the local CARITAS or CARE administrator. The community must show that it can handle the food distribution; generate (through donations or other means) the required materials, technical advice, daily supervision; maintain accountability; and must estimate the commercial value of the activity.

2. Operations and Management

Once the project has been approved, food in the required amounts is sent to the site for use by the Junta, which is typically the operational entity in the case of CRS supported activities. The food may also be placed under the control of the local priest. The amount of food is calculated on the basis of a standard ration per worker to be distributed in return for 20 hours of work per month, based on registers maintained by the Junta supervisors. Distribution records and reports of amount of work completed are forwarded through the Volagencies' local representatives and compiled into semi-annual reports to USAID/C. Special effort has been exerted during the past year by USAID and the Volagencies to improve this reporting, and to make more accurate the estimates of commercial value.

In addition to economic and community development projects, CRS supports some educational activities under FFW. Low-income families receive food in return for attendance for 20 hours per month at classes in literacy, handicraft training, and family health, hygiene and home economics.

CARE has introduced an operational innovation in repacking, in facilities established in Cali, food supplies in standard amounts for FFW distribution. Each box, containing standard measures of ten pounds of flour, five pounds of CSM, five pounds of bulgur, and a gallon of vegetable oil, has a net weight of 27.7 pounds, and is distributed in return for the standard unit of work (20 hours per month). Minor problems occur with this system when oil arrives from the U. S. in cans of differing shapes, or with tops which are hard to open and reclose. These present difficulties in packing the standard box, and reduce the subsequent utility of the cans to the recipient.

3. Linkages with Other Activities

A recent USAID airgram stated: "Both (Vol) Agencies are using the FFW commodities in contracts with INCORA (Colombian Institute for Agrarian Reform), INPES (National Institute for Special Health Projects), the Coffee Federation, the Cattle Federation, the Department of Public Works, Departmental Governments, Territorial Governments, and Community Action Groups to stretch further the funds for agriculture, education, public works and health."[1]

The nature of the projects undertaken, as detailed in the referenced document, and the major development agencies which are cooperating in the FFW effort, clearly demonstrate that while FFW activities are "grass-roots" in origin, they add up to a significant contribution to basic development needs.

In addition, the Volagencies, particularly CARE, are giving favorable treatment in project approvals to efforts which are directly related to expanding feeding and nutrition facilities or improving the impact of nutrition activities. Of the 253 comedores now known to be under construction around Colombia, nearly all will be completed with a partial FFW input. Many of the CRS feeding centers, health facilities, and school restaurants have been built with FFW support. CARE argues that water and sewer projects are supportive of nutrition efforts, maintaining that if environmental health is not improved, the impact of supplementary feeding and nutrition training will be cancelled out by disease.

4. Discussion and Conclusions

The utility of food-for-work in Colombia may be assessed from at least four points of view:

- Its value in either initiating or accelerating physical development;
- Its value in tangible, budgetary terms;
- Its value in stimulating and strengthening low-income community institutions; and
- Its value when weighed against the use of cash to accomplish physical objectives.

[1] TOAID A-374, dated 12/2/71, "CARE and CRS Semi-annual Food-for-Work Reports," included in Appendix C of this report.

The improvement or creation of community infrastructure in rural areas and a few urban slums began in Colombia even before the legal establishment of the Acción Comunal system. Following 1958 the process accelerated. Food-for-work was not introduced until the mid-60's. By then many low-income communities had demonstrated their ability to organize and willingness to carry out simple works with a minimum of outside assistance. The introduction of food has therefore had the effect of accelerating and broadening the self-help activity, and in more than one instance which we encountered, of setting off a chain of activities and events. The examples cited in Appendix A demonstrate this effect. In the case of the isolated coffee-growers' village, the opening of a road led to a school, to access to new markets, agricultural diversification, and the eventual installation of a water system, electrification, and telephones. While the Junta might eventually have begun one or more of the above projects, discussions on the spot (and in similar rural and urban situations) indicated that the offer of food had provided a marginal extra impulse and continuity of contributed labor on the part of the 48 families in the community over a five-year period (1968-72). When leaders were asked if the community people were working mainly for food, they invariably responded in the negative, saying that community improvement was the primary motive. At the same time they would hasten to add that the food was very important as an extra stimulus, especially during certain periods of the year when crops or cash income for food were scarce. We therefore conclude that food is seldom an initiator of development, but has importance in Colombia in accelerating the rate of physical accomplishment in low-income communities.

The estimation of the budgetary or true economic value of self-help development has recieved little attention in development planning generally. This has occurred partly because of differing bases for estimating the value of marginal labor and local materials, partly due to the difficulties of collecting data from hundreds of scattered communities, and partly because of the feeling on the part of many development planners that the contribution in terms of the entire national development program will turn out to be so insignificant as to not be worth the trouble involved in figuring it out.

In Colombia there has been little attempt made, for the above reasons, to estimate the economic value of FFW projects until recently. In the semi-annual report cited above, values based on labor input and materials have been applied. During the current period the Volagencies are being asked to estimate the commercial value (including administrative overhead profit and technical assistance) of all FFW activities under way. CARE has gone back to its previously reported activities, and placed a conservative commercial value on them. As the exhibit on the

following page shows, when compared against the information in TOAID A-374, the commercial value is nearly three times as high as when labor alone is estimated. Since this approach is just in the first stages, we cannot make general conclusions about the budgetary contribution to Colombia's development which is stimulated by FFW. The preliminary returns suggest, however, that the effort to collect the data may well turn out to be worth the trouble, and the results may agreeably surprise the development planners.

There are two other aspects of estimating the tangible impact of FFW which deserve mention. They are its impact on unemployment, and its value when measured against the cost to government of supplying the same facilities. In Colombia the high level of unemployment and underemployment is a constant problem, and one which might be alleviated by mobilizing large numbers of idle farmers or workers in major work activities. In Colombia this is not currently being done. The vast majority of FFW activities are small local efforts, and the work is carried out on weekends (in urban areas) or during slow periods of the year (in rural areas). It is not seen as an employment generator, but as a supplemental use of labor. We are told by GOC planners that they may wish to change this concept, and to look into the possibilities of larger-scale FFW activities as a means of generating employment. We appreciate the potential of FFW as a counter to employment problems (as it was used in Tunisia and Morocco), but caution that it not be used in this manner to the detriment of the small local projects which have values beyond the purely economic, as we discuss below.

It has been suggested in a recent study of Acción Comunal that many types of community self-help projects can be carried out at a lower cost to the national economy than if they were done by national agencies.[1] The study suggests that the savings are found not in the fact of voluntary unskilled labor, but in the local management element, in the lower cost realized by lesser need for professional supervisory or technical personnel. This tentative finding deserves further study, and we include it here as a matter of interest in Colombia and elsewhere.

It has often been suggested that a major value of FFW lies in creating or strengthening community development institutions. This if of course an interest in AID programming, as reflected in Title IX of the Foreign

[1] Mathew Edel, Mobilizing Human Resources: The Colombian Community Program, paper delivered to Midwest Council of Latin American Studies, Bloomington, Ind., October 26, 1967.

EXHIBIT III - 1

CARE FOOD FOR WORK JANUARY-JUNE, 1971 1/

RURAL INFRASTRUCTURE PROJECTS		
Road Repair	2,117½	kms.
" Construction	754	kms.
Bridge Construction (179)	1,529	mts.
" Repair (3)	36	mts.
" Foundation (1)		
Aqueducts (50)	77,432	mts.
Sewage Systems	33½	kms.
Latrine Construction	75	
SOCIAL OVERHEAD CAPITAL PROJECTS		
Schools Constructed	394	rooms
" Repaired	124	rooms
" Foundations	65	rooms
" Land Leveling	20	rooms
" Restaurant Constructed	12	
" Restaurant Repaired	2	
Health Centers Constructed	14	
Municipal Offices Constructed	3	
Youth Centers Constructed	1	
" " Repaired	2	
Community Centers Constructed	38	
ECONOMIC OVERHEAD INFRASTRUCTURE		
Irrigation Canals	12	kms.
Land Clearing	11,469	hectares
Warehouse Construction	1	
Slaughter houses	2	
Reforestation	1,500,000	trees
Retention Walls	468	
Land Settlement	3,500	hectares
Fence Construction	132	kms.
Ox-drawn sugar mill	1	
COMMUNITY DEVELOPMENT PROJECTS		
House Construction	189	
" Repair	110	
Street Construction	138	city blocks
" Repair	575	city blocks
" Leveling	18	city blocks
" Paving	173	city blocks
Sidewalk Construction	1,600	mts.
Sports Fields Construction	15	
Public Parks Construction	4	
Electrification (6 systems)	16½	kms.

1/ CARE estimates that 90,000 workers contributed 70 million man-hours, with a value, together with materials costs, of more than US$3 million.

174

Assistance Act. We have noted that Acción Comunal has been an element in Colombian development prior to the introduction of FFW. However, we are aware that during those early years the Juntas were frequently paper organizations with inactive leaders and little real purpose or focus. With the stimulus of FFW the Juntas were given a tangible focus, active leaders were sought, decision-making within the Junta assumed new importance, and managerial talents were required. People who had lived close to each other without knowing one another had to work jointly in an activity, and in fast-growing urban slums new families became quickly integrated as they worked together on a sewage ditch or on improving each others' houses. We conclude that one of the major benefits of FFW in Colombia has been the strengthening, in a way which cannot be reversed even if Title II food were not available, of the Acción Comunal system. There are, of course, still wide variations in the effectiveness of the Juntas, and Title II food has a continuing role to play in low-income community institution building.

What if cash were handed out instead of food? Nearly all respondents answered in favor of food. It was felt that the attitude of most workers would be adversely affected, making them feel that they were common low-paid laborers, rather than citizens contributing their services. The nutritional value of the food is felt to be higher than that which might be purchased in many localities with cash. The cash might be used for other consumption items, like beer, rather than for food for the family. There is prestige attached to certain Title II items which are not available in local markets. We therefore conclude that monetizing the FFW portion of the Title II project would not improve the rate of accomplishment or quality of the subproject, and might damage the spirit of Acción Comunal.

The management of FFW in Colombia, through the Juntas, priests, and Volagency representatives increasingly linked to development priorities, appears to be effective and improving. We are particularly impressed by the CARE repacking effort which simplifies accounting and control of hygiene and contamination. We reiterate that the design of the oil cans be standardized, and the opening devise altered to make it more useable as a household container.

We find that FFW in Colombia is of significant value terms of physical accomplishment, even though the measurement of this aspect is still in the early stages, and possibly of more significance in attitudinal and institutional terms. Junta leaders, political leaders at the Department level, and development technicians who work with the Juntas have seen the value of the FFW approach. Self-help development stimulated, if not initiated, by food has become institutionalized in needy areas.

If Title II were removed, self-help would continue, though at a slower rate and probably less actively in the more remote rural areas. If GOC-planned agricultural increases and price support mechanisms result in government-owned surpluses, it is conceivable that food resources will be used by the GOC, probably with emphasis on labor-generating large-scale efforts.

E. Adult Institutional Feeding

The Voluntary Agencies in Colombia, as elsewhere in the world, are reluctantly conforming to the Food for Peace requirement to eliminate by 1973 food support for old age homes, hospitals, and other charitable institutions serving adults. The levels are being dropped as follows:

	1972	Planned 1973
CRS/CARITAS	21,423	10,712
CARE	8,545	4,250
	29,968	14,962

We report that they are doing this reluctantly because both agencies feel that since this activity is around 1-2 percent of their total efforts, and is the only purely "humanitarian" aspect remaining in the project, they are placing an undue hardship on some of the most helpless people in the society in order to conform with a requirement which will result in barely significant budgetary savings. They report that many of the institutions (particularly the Church or private ones) are in extreme financial straits, without government support, at least in the near term, and that they will have to divert resources from medical care in order to provide even subsistence diets to their residents and patients. It has been pointed out that Colombia's overall program includes support for the expansion of health facilities. When food support is removed from medical institutions, resources are likely to be diverted from expanding other forms of badly-needed health and medical development in order to purchase food.

We must agree in principle with the Volagencies, and suggest that when the percentage of total recipients in this category of "pure humanitarianism" is less than five percent of those being reached in "development-related" efforts, judgments should be left to the USAID and Volagencies regarding continuation of food support where it is unlikely that other support can be generated without damage to medical well-being of the recipients resulting from diverted funds.

F. Observations on Title II in Colombia

This subsection presents our views on issues which cut across all of the subprojects making up the Food for Peace project in Colombia.

1. General Assessment

Our overall judgment of the project is a very positive one. We find that CARE and CRS/CARITAS, supported by USAID/C, and working increasingly closely with the Government of Colombia, have developed highly effective, and in some cases innovative, means of utilizing food aid where it is most suited, in alleviating nutritional problems of low-income groups. In additoin, food for work activities are being continually more closely aligned with national development needs. Food has been used as a catalyst, mobilizing Colombian resources at all levels of society and government for nutritional and other socioeconomic development purposes.[1]

Among the Volagency and USAID Title II administrators we find a sincere and active concern for constantly improving the effectiveness of food assistance, and awareness of nearly all of the policy and operational issues we have mentioned in this report. The relationship between the Volagencies and USAID is a constructive partnership marked by mutual respect and support, and of course including a certain degree of generally productive disagreement.

There are of course some issues of a policy and operational nature which arise out of our study of the various subprojects and the working relationships in the food and nutrition effort in Colombia which deserve further comment. We hope these thoughts will be of help to USAID/C, as well as illustrating to our principal client, AID/W, what sorts of matters persist in a good, well-run, sophisticated Food for Peace project such as we have found here.

2. Policy Matters

We have alluded to some of our concerns with respect to long-run strategy of Title II in Colombia in our preceding analysis. During the past decade or so, the Title II effort has in effect had the role of filling a

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[1] Both Voluntary Agencies have estimated the monetary value of public and private sector Colombian support for FFP activities. CARE's recent estimate is included in Appendix C. The Colombian support nearly equals the value of food imported by CARE in one year.

need for humanitarian service to the poorest members of Colombian society. Until recently, the GOC, in its preoccupation with overall economic growth, boosting exports, and creating a modern infrastructure and cadre of trained leaders, has not been able or willing to afford attention to such broad-scale needs. This has begun to change in significant ways, as we have pointed out. The Government now regards food as a development investment resource, and has begun to make its own sizeable contributions in funds and manpower to allocating this resource. The GOC has reached out to another source of food, the multilateral World Food Program, and developed a system for delivering supplementary feeding and nutrition education to another million people.

The GOC resources mobilized thus far have been primarily in the form of facilities, staff, and storage and transport of commodities donated by outside sources. The Title II programmers have been asked by GOC planners to broaden their geographic coverage to the point that every Department and Territory now has some form of supplementary feeding going on.

As indicated in Subsection III-F(8), the World Food Program input, which has helped to catalyze the growth in GOC commitments, is currently scheduled to be phased down beginning in 1974. Consequently, we conclude that the GOC, with appropriate assistance from WFP representatives and USAID/C, needs to begin immediately planning for the potential reduction in WFP resources in supplementary feeding of young children. Currently Title II and WFP food assistance are filling a vital social and economic development need in Colombia, while the GOC is strengthening the country's economic and social infrastructure, including the increased productivity of the agricultural sector.

We have considered some of the possible situations which might develop with reductions in WFP support. Consideration of these hypothetical possibilities, and others which are doubtless possible, might be a useful starting point for discussions among Colombian and foreign food and nutrition planners. Five examples are:

- The U. S. Volagencies remain at their current levels of food, their existing program mix, their present geographical coverage, and the GOC, out of its own surpluses and imported supplies assumes increasing responsibility in areas where WFP has provided food inputs.

- Title II remains at its current level of food input, but is asked by the GOC to reorient its activity toward part of the WFP areas (at the cost of the outlying Departments and Territories).

- Title II is maintained at its current level, but significant changes are made in the mix of major subprojects (such as reducing or eliminating food for work or school feeding) in order to maintain nutritional impact.

- With Title II at the same level, there would be a general retreat, cutting back in the most expendable geographical areas, a reduction in rations, and an attempt to spread at least token amounts of feeding into all subprojects and areas.

- Title II is asked to increase its food input to replace WFP, possibly on a government-to-government basis.

We have not conceived of all of the alternatives, but in any case these possibilities suggest that immediate attention is required. In reference to the last alternative above, it is our opinion as we look at world food supplies and tendencies in programming Title II on a worldwide basis, that the GOC should not count on increases in Title II to fill this need. If these supplementary feeding programs are to be continued, actions must be accelerated to increase possibilities of GOC food inputs. Continuing emphasis should be placed on substantive improvements in the Title II project, including increased GOC and local level food, at roughly current levels, seeking methods which can be realistically assumed by the GOC within some defined time frame.

This of course has impact on the food for work activity, especially that which is programmed and supported by CARE. While we appreciate the CARE concept that all of its activities relate to nutrition, and thence to general socieconomic progress, we suggest that once the near-term activities in constructing feeding and nutrition facilities are completed that they take time to review whether further centers will be maintained and supported by the GOC in the longer run.

3. Operational Matters

Colombians, and North Americans who work with them, are nearly all concerned with eliminating "paternalism" both within the society and on the part of foreigners. In order to build the dignity of the common man, it is felt that he should pay for whatever he gets. As one result, there are very few feeding programs which do not require some form of payment, in money or work. While we appreciate this concern, we also wish to suggest that there may still be those who cannot pay even a token amount, and that there may be those who can pay more. We would hope that the concern with paternalism would not eliminate large numbers of

needy persons from supplementary feeding benefits. Perhaps a system can be devised which allows feeding program managers to make reasonably objective judgments regarding those who get support, those who pay a token, and those who can contribute more to support the programs.

We find that there is a need for widely applied, standard meaasure of impact, (such as height or weight related to age) particularly in the three maternal and child feeding subprojects. PLANALDE members should agree on such measures, and on means for employing them in as many feeding centers as possible, as a control and management tool, and as a source of nationwide data on what is being accomplished through supplementary feeding.

USAID/C sought from our evaluation specific guidance on the relative effectiveness of the various feeding methods, facilities, and tactics being employed in Title II. Our study unfortunately is not structured to make such detailed judgments. We agree on the need for such a study or studies, feeling that they would have importance on a worldwide scale, because they get to the basic issues of the best uses of food aid in developing countries. We therefore urge that the USAID, the Volagencies, and the Direction of Nutrition develop one or more joint research proposals covering feeding methods, various mixtures of food items, facilities, and locational tactics, and submit them to various aid donors and private foundations, with emphasis on operationally practical investigation of these matters. Such studies are overdue, here and elsewhere.

Operational as well as planning relationships are affected across the board by the differing structures and natures of CARE and CRS/CARITAS. Without attempting to evaluate the two Volagencies, we wish to comment on this fact in order to clarify certain comments made elsewhere in this report. We refer back to Exhibits I-1 and I-2, which depict the organizational patterns of the two organizations. Briefly, CARE is a direct-line, internally coherent entity which pays and supervises its own staff or more than 80 persons down to the Department level. It is structured to conform with Departmental or Territorial geography and jurisdictions.

CRS/CARITAS, on the other hand, is a partnership of a U. S. agency, a Colombian Catholic lay organization, and the hierarchy of the Church in Colombia. CRS's own paid staff is limited to seven persons, all of them in Bogotá. CARITAS is organized at the Archidiocese, Diocese, Vicariate and Prefecture levels, which total 56, and often overlap with Department or Territorial divisions. CARITAS pays its own way at the local level, and in fact pays most of the bills of CARITAS headquarters in Bogotá. CARITAS directors at the local level are generally clerics appointed by the Bishop of the Diocese to which the entity pertains.

Thus CARITAS has its own identity, locally as well as nationally, and influence flows sideways and upwards almost as much as it flows down. As we observed in the School Feeding section of this report (Subsection III-B) many CARITAS chapters maintain an arm's length posture from official government plans and programs. CARE seeks to align itself as closely as possible, and eventually to turn over its reponsibilities to official government entities.

There is clearly a strong role to be played in Colombia by a private organization like CARITAS. It can maintain a continuity of purpose and identity which government programs (and potentially CARE's efforts) may not when political changes (and changes in development strategy) occur. Through its contacts with parish priests CARITAS has access to intimate community knowledge which frequently-transferred and over-worked civil servants cannot attain. There is a personal concern built into the Church-related structure which the efficient sweep of government plans and técnicos frequently lacks.

We find, for all their differences, that the two Volagencies, including the CRS counterpart, CARITAS, share a common concern for improving the lot of the Colombian population, and for improving their activities and aligning them with national development goals. It simply must be borne in mind that CRS/CARITAS has a more complex institutional structure to deal with in effecting common program directions and techniques.

A final operational matter deserves attention. We have mentioned that we are favorably impressed by the CARE repackaging of food for work commodities. We urge that CRS/CARITAS join with CARE in thoroughly studying the technique in terms of costs, benefits, and sources of financial support, not only for application in FFW, but possibly in other forms of dry-ration distribution.

SECTION IV

ISSUES OF WORLDWIDE TITLE II CONCERN ARISING OUT OF THE COLOMBIAN PROJECT

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ISSUES OF WORLDWIDE TITLE II CONCERN ARISING OUT OF THE COLOMBIAN PROJECT

Section IV represents notes to ourselves (and to AID/W) regarding innovations as well as problems which we found in Colombia which have potential importance beyond this one country situation.

A. Relations Between Host Country Planning, World Food Program, and Title II

Sitting here in Bogotá, where this team has met the problem for the first time, we can't be sure just how "worldwide" this issue is at the moment, but as more countries seek more control over nutrition-related feeding, and turn to the WFP to provide it, it may assume considerable importance. Some interesting matters come to light. In Colombia the GOC made their plans, lined up the WFP input, and then informed the U. S. Volagencies that their sphere of operations had been changed. This caused some unhappiness and dislocation for a year or so. The relationships are beginning to be sorted out now, and offer some very positive possibilities, but WFP operates on 3-to-5 year contracts. Title II ends "somewhere short of perpetuity," as one FFP/Washington official has stated. In return for control over the resource after it reaches the port, host country governments are forced to deal in much shorter time-frames when they seek WFP as contrasted with Title II support. Perhaps WFP timing is too tight for nutrition-related projects which require developing countries to meet the expectations which such projects create. This is not for us to judge. Perhaps Title II assumes too much of the industrialized nations' burden for too long. Perhaps both programs should establish 20-year general agreements in nutrition-related projects which are subject to rigorous examination at five-year intervals. These evaluations would look at host government commitments, ability and willingness to assume increasing portions of the food inputs as well as other costs, and technical aspects. If the host government is not increasing its share of all of these elements, support might be phased down. It's worth watching.

B. Auditing of Voluntary Agencies

CARE and CRS in Colombia are subject to external audits by three U. S. Government entities, including the General Accounting Office, the

State Department Inspector General, the Auditor General of AID, and private firms retained by their New York headquarters. In addition the Volagencies have instituted a system of in-country self-audits at the behest of AID, which are carried out at the end of each fiscal year. Continuous monitoring and thorough program reviews are carried out by USAID at the time of AER submissions and quarterly calls-forward.

We realize that certain of these audits are statutory requirements, and we recognize the value of external audits. At the same time we have been favorably impressed by the improving quality of the self-audits being carried out by the Volagencies. We submit that the present number of separate external audits is excessive, taking the time of Volagencies and USAID staff which would be better spent in program planning and operational improvements. We suggest that AID/W take into account the administrative burden placed on the Volagencies by these numerous audits, and together with Volagency Headquarters' personnel, seek means of reducing the number to the statutory minimum, improve the scheduling, and limit the content of the audits to reviews and spot checks of the Volagencies' system of internal auditing.

C. Timing of AER Approvals

This is the second country visited by the team (the first being the Philippines) where delays in AER approvals running as long as six to seven months have caused serious dislocations in project implementation. We realize that this may be due to late submissions from other countries, or other factors of which we are not aware at present. We bring it up here as an item which we feel has more than bureaucratic significance, and deserves further attention in our worldwide assessment of Title II effectiveness.

D. Packaging, Processing and Preparing Foods In-country

In our analysis of the MCH and food for work subprojects we were favorably impressed by the means being used to package or process foods in ways which tend to cut down on misuse, health hazards, and diversions. Examples are the reconstituting of milk and packaging it in individual or one-liter plastic bags, and the development of a standard food for work package.

We suggest that FFP/Washington, working with the Volagencies, look further into the following:

- Adopting in-country repackaging for most forms of dry-ration distribution activities;

- Treatment or pre-mixing of special foods palatable only to small children, possibly in dried instant form, to be done either on a multi-country regional basis or in each host country;

- The tradeoffs between the advantages (health, control, avoidance or family feeding in MCH) and the disadvantages (investment in creation of central fa ities, reduced demand for labor, logistical prob. s) of moving to special foods processed, preserved, and packaged in host countries.

E. Adult Institutional Feeding

This team has already communicated, in a separate letter, our opinion that the total phase out of adult institutional feeding which FFP has required by 1973 should be relaxed. We have suggested allowing USAID and Volagency Missions a level such as five percent of total recipients. PL 480 retains in its language the "humanitarian" purpose. Aside from emergency relief, adult institutional feeding is the only "pure humanitarian" category remaining. Our Washington office's analysis of the 1970 PL 480 Annual Report shows that this category represents 4.2 percent of recipients worldwide, consuming 3.3 percent of commodities. Volagencies in all of the countries visited by Checchi teams have raised strong objections to total elimination, seeing it as having more negative impact on the image of Title II in the countries than the budgetary savings would justify.

F. Animal Feeding Activities

While we regarded our evaluation of the government-to-government feed grains project in Colombia as tangential to the main thrust of our work, and we have not presented descriptive or analytical material on it previously in this report, we feel that certain aspects of the activity had real and potential merit, based on our analysis of program documents and limited field contacts with the managers and participants.

The intention of the Agency to phase out the Feed Grains subproject as indicated in the FY 73 guidelines for Title II, is an apparent contradiction with the often expressed, but seldom achieved, desire to incorporate small farmers into the economics of LDCs as viable producers and consumers, utilizing the cooperative mechanism.

In view of the widely accepted importance of the small farmer to the social and economic development of a typical LDC and the potential of the Feed Grain technique for reaching this difficult group, we recommend that the Agency reconsider its apparent intention to phase out this portion of Title II.

While establishing self-sustaining Feed Grain programs is indeed a difficult and demanding task, they do have considerable potential for effectively reaching small farmers. These programs offer the opportunity to create capital for cooperatives which is frequently difficult to mobilize, they should always include a definite commitment from the Host Government to render special and specific aid to the group in the form of technical assistance, production credit, and marketing assistance.

G. Research, Resource, Technical Assistance and Information Exchanges Needed

As discussed previously in this paper, there is apparently considerable research yet to be done, or refined, which would have worldwide application in such areas as the effects of feeding and nutrition on school attendance, its effects on the learning capacity of children, and on best means of reaching preschool infants. There also seems to be justification for further analyses of the total value of food for work projects including what they contribute to intangibles such as community spirit, participation, innovativeness, and other catalytic effects. While considerable progress has been made in research on high protein blends and drink mixes, there is need for concentration on the transition to "native foods," including blends, breads and other preparations leading toward increased substitution of host country foods for Title II resources. It may be practical to approach this research on a regional basis, such as seeking uses for high lysine corn base in Latin America.

With the increasing emphasis on improved utilization of the Title II development resource and the simultaneous reduction of overseas personnel, it seems desirable for AID to create a technical assistance resource which could be utilized on demand. This arrangement would have application on both a worldwide and a regional basis. The regional arrangement should include provision for periodic visits to countries which have Title II projects without FFP officers.

In view of the changes and inherent complexities involved in Title II projects, we urge development of systematic means of exchanging ideas, techniques, innovations and experiences among country USAIDs and

Volagency Missions. This could be approached through a periodic bulletin, regional and worldwide seminars, and exchange of program materials.

H. A General Mission Remark Noted

The Food for Peace staff in USAID/C has raised an objection to the distinction made at various points in the report (especially Subsection IV-E between "humanitarian" purposes and "development" ones, pointing out that development may be the most humanitarian activity an organization could pursue. We agree with this viewpoint in general, but for the purposes of explaining changes in the program over the last several years, and in talking about a group of recipients whose "development" potential is nil (adults in institutions), we find the two terms useful.

APPENDIX A

We present below brief narratives of our observations of a sample of the Title II activities visited in the field during the week of April 3-9, 1972.

1. Activity: MCH Bread and Milk Distribution, Nutrition Education - CARE

Location: Barrio El Bosque, Barranquilla City

This activity provides MCH bread and milk distribution to approximately 200 mothers and their small children daily between 6:00 and 8:00 a.m.

In the afternoons, three days a week, groups of 25 mothers, selected from the 200, attend nutrition education and family health classes. Each class is made up of mothers who are either pregnant, nursing babies or who have two preschoolers. Each course extends over a 24-week period. By-weekly the mothers in these classes receive Title II dry rations. The mothers bring plastic bags for the WSB, bulgur and flour, and jars for the oil ration.

At the end of the Wednesday afternoon class for pregnant mothers two mothers were interviewed. One mother had six children plus the one on the way. Four of the six were preschool age. She estimated that she fed her family of eight on less than 20 pesos a week, the diet consisting of vegetables and some fruit, with perhaps meat or fish once a week. She said the Title II dry rations were greatly appreciated and the most valued item was the oil. She did not seem to have any problems with use of the Title II commodities. Since this was the second week of the education class for her, she was not able to specify any new knowledge she had learned to date.

2. Activitity: Health Center and Comedor - CARE

Location: Tribaná, Boyacá

In this small town in the rural area of the Department of Boyacá, two CARE-supported child feeding efforts demonstrate just how confused things can get among the various methods of feeding being carried out in this subproject.

The town health center is handling a dry distribution and nutrition training activity with two groups of 30 mothers each. The auxiliary nurse

received training and supervision from PINA. The 60 mothers have a total of 13 nursing babies and 114 preschool children. The term of the mothers' participation is six months, with their children weighted and charted at the beginning, at the end of the third month, and at the end of the sixth month. The mothers were selected out of about 200 on the basis of out-patient consultations or other "knowledge of the families' condition" on the part of the health center staff. The women have health and nutrition classes every week, and receive their rations (flour, bulgur, CSM, NFDM, oil and Colombiharina, the last from PINA) every 15 days. The auxiliary nurse said she was supposed to make home visits to check up on the attitudinal impact of the classes, but seldom could unless her other duties (post-natal checkups, etc.) happened to take her to the home of a participant mother. The criteria for selection were that the mothers be pregnant, lactating, have one or more malnourished preschool children, and be of low socioeconomic level.

The nurse estimated that 30 percent of the participants were from the town itself and 70 percent from the nearby rural area.

Four blocks away was the comedor, or nutrition center, adapted from the old health center building. When schools are in session this center feeds about 180 students from three schools in the town. In the morning a bread and milk activity was serving between 70-87 mothers divided into alternate groups, coming every other day. When asked how many preschool children she was serving, the manager of the center replied: "None...I didn't know I was supposed to feed preschool children." She has been managing the center for three years. When asked why the mothers didn't come for bread and milk, she said it was because they came from a long way out in the campo, and did not want to carry the milk so far every day. She reported that they complain about receiving pre-mixed milk, and would rather have the dry powder. When asked why she didn't send the mothers who lived far away to participate in the health center activity, she replied that they limit the numbers in the classes. It was apparent that she did not have much contact with the health center people.

In summary, the two operations, practically side-by-side, have frustrated the intent of the activities so that the women who lived farthest away were participating in the bread-and-milk activity best suited to people in the neighborhood, while those who lived closer were getting dry rations and having to attend only once a week. And somehow the message about comedores feeding preschool children had never gotten across.

3. Activity: School Feeding - CRS/CARITAS

Location: Barranquilla City

Originally a private boarding school for girls, this institution run by the Order of Little Sisters of the Poor has been opened for use by public day classes, with 400 primary-age children coming in two shifts a day, taught by public reachers. The boarding students are taught by the nuns.

Each shift of day students receive bread and milk snacks using Title II commodities, while the boarders receive three regular meals plus the snacks. It was estimated that about one-third of the ingredients in the full meals are Title II commodities.

The public school was not in session at the time of the visit. The boarding pupils appeared lively and healthy. The Sister-in-charge commented that the boarders are given physical checkups at the beginning and end of each school year. She observed that these examinations show that the girls show normal growth rates, and she finds that they are better learners than their day-school counterparts.

While there may be other variables to be considered, this school offers study possibilities, comparing weight gain and educational achievement between the two groups of students receiving different rations.

4. Activity: Child and Adult Institutional Feeding - CRS/CARITAS

Location: Barranquilla City

The Little Sisters of the Poor operate this institution which provides a home for 107 boys ranging in age from 5-14 years, 250 elderly men and 67 elderly couples. The boys are either orphans or come from very poor homes. Some of the old men are senile and all of the old people have no means of support, their relatives being either unable or unwilling to support them. Occasionally an old person will arrive at the institution unable to state where he came from or even give his name.

The establishment known as St. Joseph's Farm, was started about six years ago by the nuns who were given 14 hectares of land from a larger parcel willed to the Government for welfare purposes by a wealthy Colombian. Separate kitchen, dining rooms and sleeping quarters have been built for the boys and old single men. The couples occupy separate small apartments in one section of the grounds. Common facilities, including flower and vegetable gardens, recreation areas and an orchard are used in common although the boys also have a separate recreational area.

The institution is run by seven nuns and some other kitchen and maintenance help. The budget for food alone amounts to approximately 700,000 pesos per year, only 9,000 of which is provided by the Government. The bulk of the budget comes from donations of individuals and groups. About ten percent of the food is Title II food provided by CARITAS. The oil is the most valued commodity but all Title II commodities are appreciated. WSB is used in bread. Bulgur is sometimes cooked with sugar and made into porridge. It is also cooked with rice. The vegetable garden on the premises provides some of the food and the orchard will become more productive as soon as another well can be drilled to provide water for irrigation.

5. Activity: Rural Food for Work - CRS/CARITAS

Location: Vereda La Buitrera, Valle

We visited a series of FFW projects carried out by the Junta de Acción Comunal in a vereda located in the rugged, mountainous terrain overlooking the rich Cauca Valley. This community had been virtually cut off from the rest of the world since its inception many generations ago.

The stimulating effects of FFW began in the community in October 1967 when work was started by the 48 coffee growers on approximately nine kilometers of feeder road. The first phase of FFW application was completed in July of 1968. This set off a chain of activities which are bringing the residents of this area from the fringes of the money economy squarely into it as viable producers and consumers. Formerly, their marketable production was confined almost exclusively to coffee, which had to move out on mule or human back. Now there are regular twice-a-week bus services which, among other benefits, have greatly reduced the time and expense of marketing.

First the road was hacked out along the mountain side. Next a vital bridge was completed and then stone crushed and spread by hand to make the road "all weather." The Coffee Federation had promised assistance in the construction of a school, if and when a road was completed so that materials could be brought in. The Federation kept its promise but 20 percent of the cost of the new two room primary school was contributed by the community through FFW. The Municipality arranged fo. two teachers for the school. Work has started on a water system but the first served was the school which is also used as a community center. The agricultural pattern is diversifying into vegetable and poultry production for the Cali market. Plans are underway to bring in electricity from a nearby source along the feeder road. Telephone connections are to be

made. Plans are underway to construct a second road, through FFW, in a different direction to connect the community to another market, much closer than Cali, in a prosperous industrial satellite which has come into being since the first road was completed.

6. Activity: Urban Food for Work - CRS/CARITAS

Location: Yumbo slum, near Cali City

In the past several years a very impressive and modern complex of industry has mushroomed about 15 kilometers from the rapidly growing metropolis of Cali. While this is a definite plus to the economy of Colombia and has provided employment for hundreds of workers, it has at the same time given rise to rampant growth of urban slums far beyond the capability of the municipality.

We visited a typical slum located in the edge of Yumbo where the industrial complex referred to above is located. Two years ago there was only a barren field, with equally barren hillsides in the background, where now hundreds of shacks occupied by families lured from their subsistence in poverty-stricken rural areas by new hope. The fortunate few who have been able to secure regular employment may be making as much as 70-100 pesos per day compared to the rates of 15-20 pesos reportedly prevailing in the rural areas for those working. Another small percentage picks up part time work unloading and loading trucks servicing the factories. Others subsist on the occasional odd job and operating tiny shops permeating the entire settlement and adjoining urban area.

About eight months before our visit the citizens of this conglomerate, under the able and dedicated leadership of the local priest and the Junta de Acción Comunal, began determined attempts to help themselves. They started by laying about 320 meters of three inch water line along some of the main "streets." While this serviced only about 20 percent of the area it brought water to where people are able to get in one fashion or another. Some entrepreneurs, who were fortunate enough to get hooked up to these main lines by virtue of proximity, began selling subconnections consisting of plastic hoses meandering among the shacks on higher ground. This provides water late at night when the city pressure increases. However, with only partial water service, sewage disposal became immediately critical so plans were altered to begin work on this problem. Work has now begun on laying eight-inch sewer lines along the main "streets." About three weeks before our visit, the project received a stimulus through the injection of FFW. About 100 volunteer workers contribute one day of work a week, on Sundays. The food is distributed after completion of work. About 500 children, ages 1-10, are being given

colada and a fortified bun in conjunction withthe FFW activity. This is the forerunner of a regular program planned by CARITAS to be operated from four private homes in four locations, there being no other facilities, such as schools, yet constructed.

Plans for the remainder of the year are to lay 800 meters of sewer lines out of a total need of 2,000 meters. The sewer program will be completed through FFW. Plans have been made to complete water line installations and to bring in electricity. The priest also has plans for a project in self-housing using FFW plus school construction via the same route. The municipality is furnishing the materials and technical supervisions for these projects. The supervision of labor and distribution and accounting for the food is being done by the Junta de Acción Comunal. The priest, besides being the local CARITAS representative, is the motivator, moral booster and natural leader, much respected by these poor but proud people heavily committed to helping themselves.

APPENDIX B

PERSONS CONTACTED FOR INTERVIEWS WITH THE STUDY TEAM

APPENDIX B

PERSONS CONTACTED FOR INTERVIEWS WITH THE STUDY TEAM

USAID/Colombia

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John B. Robinson, Deputy Director
Leonard Kornfeld, Asst. Director Development Policy
Jimmy O. Philpott, Program Director
William Bair, Special Activities Division
David Denman, Special Activities Division
Pedro Chacón, Special Activities Division
Edison Daza, Special Activities Division
Howard H. Harper, Rural Development Division
James F. Smith, Human Resources Division

Voluntary Agencies

CRS/CARITAS
Henry Amiel, Director, CRS
Mark Reilly, Deputy Director, CRS
Father J. Castro, Director, CARITAS
Simon Rodriguez, Asst. Director, CARITAS
Miquel Gomes, Officer, CARITAS

CARE
Jerry S. Lewis, Director
Raymond Rignall, Deputy Director
Timothy Lavelle, Food Program Officer
Jay Jackson, Asst. Director

Government of Colombia

Jaime Paez, Director of Direction of Nutrition, ICBF
Jaime Muñoz, Department National Planning
Alvaro Leon, Director of PRONENCA

World Food Program

Karel Hallebeek, Advisor, WFP

Department/Diocese Personnel

Marta Mora, Acting Director, CARITAS, Archepiscopal Medellín
Oscar Sepúlveda, Coordinator of CARITAS, PINA, Medellín
Oscar Villa, Coordinator of PINA, Antioquia
Stanley Dunn, Regional Director of CARE, Barranquilla
Gonzalo Dominguez, Administrator of CARE, Atlantico Department
Dr. S. Rosales, Director, Office of Nutrition, Health Services, Atlantico Department
Father Carlos Becerra, Director of CARITAS, Atlantico Diocese
Sister Lucia Diaz, Chief of Services, CARITAS, Atlantico Diocese
Alirio Cristancho, Administrator of CARE, Boyacá
Eloisa Mora Contreras, Coordinator of CARE, Boyacá
Dr. Germán Ortiz Perez, Chief Health Services, Boyacá
Elizabet de Jimenez, Nutritionist, PINA, Boyacá
Admiral Juan Pizano, Director of CARITAS, Cali Diocese
Francisco Arango, Director of CARE, Armenia, Quindio Department
Jorge Anibal Naranjo, Regional Director, Pereira, Risaralda Department
Dr. Gilberto Castaño Robledo, Director Health Services, Risaralda, Department
Hernando Gomez Montes, Secretary of the Government of Risaralda
Migeul Carranza, Administrator of CARE, Risaralda Department
María Teresa Mejía, Supervisor of Zones 1 and 3, CARE, Risaralda Department
Lucia Teresa Mejia, Supervisor of Zone 2, Risaralda Department
Dr. German Ortiz, Chief, Health Services, Boyaca Department
Manager of PROLECHE Plant, Medellín

Field Personnel by Food for Peace Categories

Maternal/Child Health

Pastora Acosta, Administrator of Nutrition Center, Huertas Barrio, Risaralda Department
Alicia Adaeve, Administrator of Nutrition Center, San Camilo Barrio, Risaralda Department
Tulia Marulanda, Administrator of Nutrition Center, Cuba Barrio, Risaralda Department
Morelia Giraldo, Administrator of Nutrition Center, Cabal Barrio, Risaralda Department
Mariela Flores, Administrator of Nutrition Center, Lembo Barrio, Risaralda Department
Administrator of CARE-operated Nutrition Center, La Monza Barrio, Atlantico Department
Administrator of CARE-operated Nutrition Center, El Bosque Barrio, Atlantico Department

Administrator of CARE-operated Nutrition Center, La Misericordia Barrio, Atlantico Department
Administrator of CARE-operated Nutrition Center, Santo Tomas and Palmar de Vavelo, Atlantico Department

Graciela Toro, Manager, Comedor, Guayatá
Elvia María Arias, Manager, Comedor, Tibaná
Manager, Comedor, Garagoã
Manager, Comedor, San Albán, Tunja

School Feeding

Virginia Arbelaez, Social Worker, School Restaurant, Isolda Echavarria, Medellín City
Alicia Escobar, Manager, School Restaurant, San Antonio
Manager, Kitchen for Escuelas Populares Eucarísticas, Medellín City
Principal, Special School, Medellín City
Principal, National Police Department, Private Elementary School, Barranquilla City
Principal, Public/Private Girl's Elementary School, operated by Sisters of the Poor, Barranquilla City

Other Child Feeding

Administrator, Little Sisters of the Poor, St. Joseph's Farm Orphanage and St. Anthony's Asylum, Barranquilla City
Mother Margarita, Director, Guardería, Salacunas, Medellín City
Sister Jacqueline, Granjas Infantiles, Girls Home, Ancon Copacabana
Doctor in Charge, Food Worker, Day Care Director, Barrio Guayabal, Health Center
Teacher, Child Day Care Center, El Bosque Barrio, Atlantico Department

Food for Work

Marco Tulio Rodriguez, Community Action Leader, Barranquilla City
Community Action Leader, La Ceiba Barrio
Señor Bolivar, President, Junta Acción Comunal, Granada Barrio, Quindio Department
Señor Francisco, President, Junta Acción Comunal, Cabal Barrio, Risaralda Department
Dr. Hernán Mutis, Director, and Lilia Hunco de Aguirre Auxiliary Nurse, Hospital Gustavo Romero, Tribaná
Dr. Castro, Director, Hospital San Rafael, Guayatá
Father Jorge Velez Arango, Maria Auxiliadora Parish, (five Barrios) Medellín City

Father Juan Moreno, Santo Domingo Sabio Parish, Medellín City
Gabriel Gonzales, President, Junta Barrio Popular I, Medellín City
Father Fabio Mes, Santa María Goretti Parish, Bello (nine Barrios)

176

PART FOUR
DOMINICAN REPUBLIC

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: THE DOMINICAN REPUBLIC

Submitted to the:

United States Agency for International Development
Washington, D. C.

May 11, 1972

Checchi and Company
Washington, D. C.

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CABLE ADDRESS
"CHECCHI"

May 15, 1972

Mr. Robert Hubbell
Office of Program Evaluation
Agency for International Development
Department of State
Washington, D. C.

Dear Mr. Hubbell:

The Checchi and Company Food for Peace Evaluation Team presents for your consideration, its draft country report on the PL 480, Title II operation in the Dominican Republic. As in our other country reports, the findings and conclusions contained in this report are tentative pending the completion of the Contractor's final world-wide report for the Agency for International Development.

You will note that attached to this draft report is a Review Memorandum which includes corrections, reactions and comments made by the USAID/DR, following a reading of our draft. These corrections and revisions will be incorporated into the final Dominican Republic country report in Volume II of the world-wide report.

We appreciate the excellent cooperation received from USAID/DR in the report's preparation. J. A. Rodríguez, Food for Peace Officer as well as the entire staff of the FFP/O, gave us continued support and assistance. Other members of the USAID staff also provided us with helpful counsel and information.

Special mention must also be made of the valuable assistance provided by the staff of CRS/Caritas, CARE and CWS/SSID in Santo Domingo as well as in the field. Equally helpful were the briefings provided by the Government of the Dominican Republic senior officials in the Secretariats of Health and Education as well as the World Food Program Advisor posted in the Dominican Republic.

Sincerely yours,

Priscilla M. Boughton
AID/Washington

Gerald H. Huffman
Checchi and Company - Team Leader

Pirie M. Gall
Checchi and Company

cc: Mr. John P. Robinson, Director, USAID/DR
Mr. J. A. Rodriguez-Acevedo, FFP/O, AD/Div., USAID/DR

TABLE OF CONTENTS

		Page
Summary of Findings, Conclusions and Suggestions		i
	A. Title II Operations in the Dominican Republic	i
	B. Issues of Worldwide Concern	iv
Section I	Background and Setting	1
	A. Objectives of the Evaluation	1
	B. Development Setting in Dominican Republic	2
	C. Size and Scope of Title II Project in the Dominican Republic	4
Section II	Title II Goals and Objectives in the Dominican Republic	9
	A. USAID/DR Goals and Objectives	9
	B. Dominican Government Goals and Objectives	11
	C. Voluntary Agency Goals and Objectives	13
Section III	Title II Operations in the Dominican Republic	17
	A. Maternal/Child Health - Preschool	17
	B. School Feeding	26
	C. Other Child Feeding	30
	D. Economic and Community Development: Food for Work	30
	E. Adult Institutional Feeding	34
	F. Observations on Title II in the Dominican Republic	35
Section IV	Issues of Worldwide Title II Concern Arising out of the Dominican Rebpulic Project	43
	A. Population Control and MCH Feeding	43
	B. Phasedown of Title II: Some Alternatives	44
	C. Self-Reliance, or Paternalism?	45
	D. Maternal/Child Feeding in Isolated Areas	45

TABLE OF CONTENTS (Cont'd)

		Page
Appendix A	Narratives of Observations of Title II Activities	A-1
Appendix B	List of Persons Contacted	B-1
Appendix C	Voluntary Agency Resources Other Than Title II	C-1
Appendix D	Logical Framework	D-1

SUMMARY OF FINDINGS, CONCLUSIONS AND SUGGESTIONS

The results of our evaluation, covered in Sections III and IV of this report, are presented below in summary form for consideration and comment by interested parties. We welcome criticism of this summary and the entire report, and indications of errors of fact. This will assist us in our overall study of the U. S. Government's PL 480 Title II Program.

A. Title II Operations in the Dominican Republic

1. Maternal/Child Health - Preschool

We have found four basic models being carried out in MCH:

- CRS and CWS nutrition centers providing prepared meals along with other activities;
- CWS and CARE dry distribution through health centers, accompanied by other family health services;
- CARE distribution through Sugar Corporation and Agrarian Reform social welfare services; and
- CRS dry prepared distribution through rural distribution points for home consumption.

We have applied two basic criteria to our evaluation of MCH:

- The extent to which a method of feeding assures consumption by mothers and children, rather than entire families, and
- The degree to which a given feeding method may result in the creation of a permanent institution involved in family services even after phasedown of Title II.

We find that the CWS and CRS nutrition centers best meet both criteria, of course subject to further improvement in the quantity and quality of family services offered.

Dry distribution through health centers appears effective to the extent that counseling accompanying the food results in changed actions at home.

Distribution through the Sugar and Agrarian Reform channels uses permanent institutions. Additional services need to be improved and expanded.

Distribution of cooked and raw food for home use through CRS channels in rural areas concerns us the most, since it appears to least approach the basic criteria of impact on the desired recipients and creation of institutions.

While CRS has made considerable efforts to upgrade this last category of activity, we suggest that further analysis is required to ascertain which of the centers can be attached to some form of institution, which can be operated as educational projects, and which may have to be phased out as educational projects, and which may have to be phased out because of the unlikelihood of their ever being anything but family feeding activities totally dependent on Title II.

2. School Feeding

We find a close and productive relationship between CARE and the Secretariat of Education in this subproject which reaches nearly 60 percent of enrolled primary school children.

Educational development in the Dominican Republic is a serious need, and will require a major portion of the Secretariat's resources during the next few years.

Our conclusion is that conscious planning of improvement of the quality of the school feeding subproject, and of phased turnover to the GODR of responsibility for major elements of the effort, should take precedence over further expansion of the number of schools and recipients. Elements include:

- Introduction of impact measures;
- Phase over of field supervision consistent with AID accountability;
- Increased GODR support for comedor construction;
- Nutrition publicity and educational materials;

- CARE idea of one meal a week from local production, but only in schools with home economics or nutrition curricula; and

- Overall staged plan for increased Dominican food inputs.

3. Other Child Feeding

This activity was not observed, and we suggest only that institutions might offer control groups for research on the effects of supplementary feeding.

4. Economic and Community Development - Food for Work

Food for work projects are heavily focused on feeder roads and agriculture-related works. We find that this emphasis, together with the spirit and interest shown by community leaders, has probably allowed the Title II input to accelerate the rate of rural economic development. We are not able to measure this impact.

In comparing the per-family calorie intake of those receiving food for work and those receiving take-home rations through MCH, we believe that the nutritional aspects of food for work may be greater than generally thought, and that linkages with MCH should be investigated.

The impact on institution-building of food for work should be better understood that it is, and attempts made to decide how many groups will be helped for how long, and whether criteria can be applied which will allow for "graduating" those local committees which can proceed with projects without food support. We would not encourage abrupt termination of food for work activities.

5. Adult Institutional Feeding

This category will be phased out by all voluntary agencies by the required deadline with little resistance or difficulty.

6. Observations on Title II - General

We find that Food for Peace in the Dominican Republic is well managed, tightly controlled, and that a number of efforts are being made to turn over additional operational responsibility to Dominican public and private entities.

We believe, however, that certain aspects of the planning and programming of Title II deserve further thought and decision:

- USAID Mission, meaning all major divisions, should adopt a more active posture toward Title II, assisting the voluntary agencies in their efforts to improve the project, relating other elements of the AID program to Title II subprojects, and generally integrating food aid more closely with overall programming.

- We suggest that the present level of Title II is probably a maximum for the near future, and that further activity should emphasize qualitative improvements and increasing assumption of responsibility by Dominican institutions.

- We feel that there is a vital need for a national food and nutrition committee headed by a top-level Dominican official. We urge vigorous support by USAID and the voluntary agencies for its establishment.

- The voluntary agencies should be continually on guard against increasing burdens in social development without continually seeking and encouraging corresponding increases in GODR involvement and support.

B. Issues of Worldwide Concern

1. Population and MCH

The Dominican Republic is one of several countries in which the AID grant to CWS and Planned Parenthood/World Population is being carried out through CWS, a Title II MCH activity operator. We see possibilities here and elsewhere to study the relationship between family planning and supplementary feeding, both of which are major AID interests, but which have not been effectively juxtaposed until now.

2. Phase Down of Title II - Some Alternatives

We have suggested five alternative futures for Title II, depending on the concern for nutrition on the part of the host country, the budgetary and food resources available, the capacity and cooperation of the World Food Program, and the possibilities for AID support

to host country efforts to assume more of the burden for social development within a planning strategy.

3. Self-reliance or Paternalism?

In the children of Title II recipients are we creating dependency or self-reliance in their attitudes toward themselves and their country's development? It's a somewhat rhetorical issue, but possibly worth studying and certainly worth keeping in mind.

4. Maternal/Child Feeding in Isolated Areas

We have found the feeding of children and their mothers in widely dispersed rural areas to be a major problem, since dry distribution is practically the only feasible method, and is very difficult to focus on the intended recipients. We suggest that a clarified policy should be developed, emphasizing either targeted feeding or attitude changes toward food and nutrition, and programming developed accordingly.

SECTION I

BACKGROUND AND SETTING

For purposes of consistency, we have adopted the following definition of terms:

PROGRAM	The total effort of USAID/DR, in coordination with the Host Country and other cooperators, to achieve country/USAID goals and objectives.
PROJECT	A specific, identifiable program component such as PL 480 Title II.
SUBPROJECT	An element of the Title II project such as maternal and preschool-age child feeding (MCH), school feeding, food for work, other child feeding.
ACTIVITY	A specific voluntary agency component, i.e., CRS efforts in MCH.
GOAL	A statement(s) setting forth the long-range abstract ends towards which the USAID or host country economic and social development program or a sector or project of the program is directed, progress in achievement often not measurable in a precise manner.
OBJECTIVE	Statements amplifying a goal.
PURPOSE	Statements of the aims of an operational project, presented where possible in finite measurable terms.

B. Development Setting in Dominican Republic

1. Country Situation

Under the dictatorial rule of Rafael L. Trujillo from 1930 until his assassination in 1961, the Dominican Republic made limited progress in terms of physical development of human resources. When his regime ended, the country was left with high unemployment, and depressed business activity. The tradition of "paternalismo" or looking to the Government for assistance without local civic action was also well entrenched.

The period between 1961 and the election of President Balaguer in 1966 was one of political turmoil. Civilian and military governments followed one another in rapid succession. Civil and political turmoil

SECTION I

BACKGROUND AND SETTING

A. Objectives of the Evaluation

AID/Washington has become increasingly concerned with whether or not optimum results are being obtained in the use of PL 480 Title II food commodities as a U. S. resource capable of supporting AID goals and mutually agreed Host Country/USAID goals and objectives in participating countries. This concern prompted AID to contract with a private firm, Checchi and Company, for an independent worldwide evaluation of Title II policies and operation. An important aspect of the evaluation involves a study by two field teams of eight countries chosen by AID on the basis of geographical spread; the variety in types of Title II activities and cooperating sponsors; the magnitude of U. S. food inputs; and the impact of the use of this resource under differing country conditions. The Dominican Republic is among those countries chosen for in-country analysis.

This draft country evaluation report is intended to be an appraisal of the effectiveness of the PL 480 Title II project as it is operating in the Dominican Republic. Our report has been prepared primarily to assemble information of a descriptive and analytical nature which can be incorporated in a worldwide evaluation report to AID. A secondary purpose is to provide USAID/DR with the evaluation team's observations, findings, including problem identification, and certain tentative conclusions reached as a result of the team's three-week visit in the Dominican Republic. Hopefully, these comments will be helpful to USAID/DR, CWS/SSID, CARE, CRS/CARITAS and the GODR in improving Title II project effectiveness in the Dominican Republic.

The scope of this review of the Dominican Republic's Food for Peace effort encompasses all bilateral Title II activities, excluding emergency feeding of the type authorized in M.O. 1572.2. The report does not attempt to evaluate WFP operations in the country.

In the following sections of this report, we present our understanding of the manner in which the Title II effort is being managed, operated and controlled in support of GODR and USAID objectives; linkages between the use of Title II food and other USAID/Host Country projects; an analytical section suggesting possible improvements in Title II food use in the Dominican Republic; and a concluding section posing issues of worldwide scope.

culminated in the landing of U. S. Marines in 1965. Relative political stability was restored in 1966 after the election of Balaguer, who has continued to the present as chief of state.

The Dominican economy has now recovered from the ravages of the civil conflict. Inflation was curbed by a stabilization program, and export earnings have been increasing recently. GNP growth per capita has averaged 4.3 percent over the past three years reaching an estimated $348 in 1971.

The economy is predominantly agricultural, with 60 percent of the people depending on agriculture for a living. Of prime importance is sugar, which accounts for more than 50 percent of foreign exchange earnings. Manufacturing is limited largely to the processing of agricultural commodities.

While there have been many positive achievements, serious problems remain. The country is suffering balance of payment difficulties. Although employment has increased, about one-third of the labor force of 1,200,000 remains unemployed. Differences in distribution of national income are probably growing. Population growth, poverty, malnutrition and disease are pressing problems.

A national nutrition survey undertaken by Dominican Ministry of Health and Pan American Health Organization officials in 1970 produced evidence of a national nutrition crisis. Of the sample of low and middle income groups studied, large numbers were found to be living at a dangerous nutritional level between bare subsistence and near starvation. Sixty-nine percent were below recognized Latin American nutritional standards for height, weight and skull size. A 21 percent deficit in calorie intake and wide-spread protein, vitamin and mineral deficiencies were also revealed. Moreover, the food gap per capita is increasing. In 1971 the index of per capita agricultural production was 13 percent below the 1957/59 base period. However, the population has increased 48 percent over the same period.

2. Development of Title II

PL 480 food donations to the Dominican Republic started in 1962 with the restoration of U. S. diplomatic relations. Between 1962 and the civil conflict in 1965, the U. S. donated $22.2 million in food through CARE, Catholic Relief Services (CRS) and Church World Service (CWS). These commodities supported a school lunch program run by CARE, and large quantities were doled out to needy families and through child and adult institutions. This type of distribution created

the image of a "give away" program which persists in some quarters today. During the turbulent period of the Civil War in 1965, normal distribution was disrupted and large emergency donations reached thousands of victims, estimated at 30 percent to 40 percent of the population. Control measures were minimal during the emergency program.

Since then a continuous maturing process has taken place. Categories of recipients were defined, rations controlled, responsibilities structured and the end-use of food documented. USAID staff carried out extensive activities in food preparation demonstrations and dissemination of dietary information. Family feeding was eventually terminated and support for institutions reduced. In their place the MCH category was implemented. Food for work mobilized the labor of unemployed or underemployed adults and institutional feeding and health cases continue at a reduced level. The Dominican Government has agreed to reimburse the voluntary agencies for their administrative expenses, inland transportation and costs of food distribution. The Dominican Government contributed about $1.0 million in 1971.

C. Size and Scope of Title II Project in the Dominican Republic

All Title II activities are handled in the Dominican Republic by three voluntary agencies: CARE, Catholic Relief Services/CARITAS, and Church World Service/Servicio Social de Iglesias Dominicanas (SSID). During the past two years, and in the proposed program for FY 73, the approximate cost of the food and freight is about U.S. $7 million. The exhibits below present program data by voluntary agency subproject, and compare the levels for the current year and the program for FY 73.

CARE, covering nearly 60 percent of enrolled primary school students and operating an extensive MCH subproject, has the largest number of beneficiaries, followed by CRS/CARITAS which focuses principally on MCH and economic and community development (food for work) with small numbers of recipients in other child feeding, institutions and health cases. CWS operates a small program (fewer than 15,000 recipients) about equally divided between MCH and food for work. As we have noted in Subsection B above, this level of operation represents the results of a scaling down and leveling-off of the large emergency family feeding projects which followed the resolution of the civil conflict in 1966. Under the present mix of activities, maternal/child feeding subprojects (including other child feeding and school feeding) comprise nearly 80 percent of the recipients.

214

The only other donated food assistance to the Dominican Republic at present is the World Food Program project (#550) carried out through the Instituto Nacional de Agua Potable y Alcantarillado (INAPA) in support of the National Plan for Rural Aqueducts (PLANAR). This food for work activity started in August 1970 for a 21-month period, utilizing U.S. $500,000 worth of food to help construct potable water systems in 90 communities.

Exhibit I-1

SCOPE OF TITLE II IN THE DOMINICAN REPUBLIC
CCC Cost Approved Program by Volagencies
Number of Recipients and Monetary Contribution
Received from Dominican Government
(Line 17 AER)

FY-72

V. Agencies	000 Pounds	CCC Cost $	Ocean Freight (Est.)	CCC Cost & O. F.
CRS	25,970	$2,476,984.00		
CARE	21,233	3,315,723.80		
CWS	1,338	153,008.80		
Total	48,541	$5,945,716.60	$1,004,313.29	$6,950,029.89

BENEFICIARIES

Category	CARE	CRS	CWS	Sub-Totals
M/CH	150,000	135,000	7,000	292,000
School Feeding.	400,000	-	-	400,000
Other Ch./Feeding.	6,400	3,600	500	10,500
Econ./Comm. Dev.	-	162,000	7,000	169,000
Institutions.	1,900	1,600	-	3,500
Health Cases.	-	3,500	-	3,500
Total	558,300	305,700	14,500	878,500

MOTHER/CHILDREN PARTICIPANTS

Other Child & School Feeding.	46.7% of total recipients.
Mother/Child.	33.23% " " "
	79.93% " " "

MONETARY CONTRIBUTION DOMINICAN GOVERNMENT

Program Total Cost.	Contribution Dominican Government (est.).	Per Cent
$6,950,029.89	$1,007,024.73	14.48%

Source: USAID/DR.-

216

Exhibit I-2

SCOPE OF TITLE II IN THE DOMINICAN REPUBLIC
FY-1972 and 1973
- Data in Thousands -

Recipients Category	FY-1972 1/ Recipient No.	FY-1972 1/ Commodity $ Values. 5/	FY-1973 2/ Recipient No.	FY-1973 2/ Commodity $ Values 5/
MATERNAL CHILD. 3/	302.5	3,091.1	302.5	3,771.4
SCHOOL FEEDING.	400.0	2,779.7	416.0	2,653.9
ECON/COM. DEV. 4/	169.0	1,003.1	142.0	775.8
INSTITUTIONS.	3.5	21.3	1.8	11.8
HEALTH CASES.	3.5	36.1	1.7	16.4
Total Volagency Program According Line 8 AER:	878.5	6,931.3	864.0	7,229.2
SHIPPING REQUIREMENTS LINE 17 AER:		5,946.		6,944

1/. Approved Program.

2/. Projected Program.

3/. Includes other child feeding, summer camps and orphanages.

4/. Workers and dependents.

5/. Excludes ocean freight.

Source: USAID/DR.-

SECTION II

TITLE II GOALS AND OBJECTIVES IN THE DOMINICAN REPUBLIC

SECTION II

TITLE II GOALS AND OBJECTIVES IN THE DOMINICAN REPUBLIC

The following section presents the overall goals and mor specific objectives of the three main parties to the Title II effort in the Dominican Republic: USAID, the GODR and the voluntary agencies, CARE, CRS/CARITAS and CWS/SSID. This material reflects either direct quotation or close paraphrasing of papers prepared by the above parties.

A. USAID/DR Goals and Objectives

During the time of civil conflict and the provincial government USAID carried out an emergency program in cooperation with the OAS to help avoid a complete institutional breakdown. Aid included large amounts of supporting assistance budget support for government salaries and operating expenses.

When Balaguer was inaugurated in 1966, the Dominican economy had far from recovered from the 14 percent decline in domestic product suffered in 1965. Balaguer instituted an austerity program and increased domestic revenues through improved tax enforcement and other measures. AID responded with large amounts of supporting assistance. The local currency proceeds made up the bulk of public investment in 1966 and 1967. Additional supporting assistance was made available in 1968.

This extraordinary assistance peaked in 1967-68, and has since been phased down and over to multi-lateral agencies in line with general AID policies. The current loan program is in education, health, community development, and intermediate credit financing.

Two development loans are available for education; one for $1.8 million for a student loan program; another for $10.9 million for a major program in teacher training and curriculum and educational materials development.

A health sector loan of $7.1 million is available to assist in establishing a comprehensive maternal/child care program. The funds are for the construction or remodeling of hospital, health centers, rural clinics and for equipment and materials. The terminal disbursement date is December 31, 1972.

In 1967 USAID made a $8.7 million loan to the Office of Community Development (OCD) to expand and train "campesino" leaders, establish agricultural associations and enlarge OCD's grant and loan operations. Subprojects include the type sponsored under Title II, i.e., irrigation ditches, land clearing, school construction and community improvements.

The technical assistance program which was increased substantially in 1965-66 is now being reduced in size and is expected to be about $1.8 million during FY 72. The PL 480 Title I program, has recently run about $12 million and is seen by USAID as preventing the balance of payments situation from deteriorating further and providing funds for public investment, chiefly in agriculture.

USAID views the Title II program as meeting the following goals:

(1) To assist in the Dominican effort to reduce the degree of malnutrition affecting the economically disadvantaged sector of the population by providing a mineral-fortified and vitamin-enriched food supplement for school children, expectant and nursing mothers and infants;

(2) To utilize food resources as a catalyst to attract and commit the energies of able-bodied unemployed and/or underemployed people in activities designed to alleviate the cause of the need for such assistance;

(3) To combat malnutrition in school children;

(4) To assist in the organization of a National Food and Nutrition Committee at the Secretariat of Health level, to coordinate external food aid, encourage nutrition education, and provide guidance in health and nutrition; and

(5) To develop understandings, knowledge and skill among selected Dominican staff, in cooperation with CARE, in planning and implementing school lunch programs.

The current USAID strategy is to support expansion in the Title II program to the extent that commodities are made available and the voluntary agencies can operate well-managed activities. The Mission

feels that Title II suppports the general U. S. "development interest" in the DR, and represents a form of "holding action" in the social field until the GODR is more able and willing to alter its economic priorities and implement more coherent development programs based on them. The Mission does not expect to enter seriously into discussions with the GODR regarding increased financial and managerial responsibility for Title II-supported subprojects until there is more evidence than currently of GODR interest and capacity in such a change.

B. Dominican Goverment Goals and Objectives

The Dominican Government has a National Planning Office in the Secretariat of the Presidency. The office has issued a national development plan for 1970-74, which sets forth goals for increasing per capita income, combating unemployment, improving educational and health services, and increasing agricultural and industrial production. However, the plan appears to be viewed largely as a statement of national objectives and not as a specific blueprint for public policies or investment. Budgets of the ministries administering health, education and agricultural services typically cover personnel and other operating expenses, while public investment is carried out mainly through the Office of the Presidency. In allocating resources the office takes political as well as economic factors into account, and a specific strategy for future investments is not available. In recent years, however, the Government has given priority to high-visibility public works development.

The national nutrition survey of 1970 contained a number of broad recommendations to combat the nutrition crisis. These included: (1) the development of a national nutrition and food policy to improve the nutritional value and decrease the cost of food to the consumer; (2) intensification of efforts to diversify agriculture and increase production for domestic consumption; (3) improvement of nutrition education at primary, secondary, and college levels; and (4) exploration of the feasibility of a nationwide food fortification program and public health education for low income mothers. The government recieved the survey favorably and called a national nutrition seminar of government, international and voluntary agency representatives to discuss the results. The seminar recommended the establishment of a National Council on Nutrition and Feeding. The Council would develop a nutrition education and food policy and coordinate the use of foreign as well as local food resources, including MCH, school lunch and food for work. The new Secretary of Health has now been in office about three months and has expressed an interest in the proposal but has not yet sent it to

the President for approval, nor has a way yet been found to implement other aspects of the nutrition survey.

The Dominican Government is appreciative of the food aid donations. Relations with the voluntary agencies are generally cordial and cooperative. The Government is contributing about $1 million annually for administrative costs. Secretariat of Education officials have taken some steps to increase their administrative responsibility for the school lunch program. These measures are discussed more fully in Section III. B.

The Secretariat of Public Health and Social Assistance is the liaison agency for MCH programs. The agency views the MCH program primarily as a means of providing a food supplement to needy people, who suffer from problems of malnutrition. It has also been involved in the nutrition education efforts undertaken by the voluntary agencies in connection with their nutrition centers, holding seminars, developing training programs for health center personnel, and providing some technical back-stopping to voluntary agency activities. The CARE MCH program operates through government facilities. The government also pays from its own budget $1.5 million for milk distribution. The degree of government involvement in administration and nutrition education efforts is also discussed in Section III. B.

Bilateral food for work does not have a government counterpart agency. The National Development Plan states that certain types of projects will be carried out principally through community participation, thus decreasing the need for funds from the Government. These projects include rural wells and health clinics, small canals and aqueducts, and small rural schools and latrines. In addition to the objective of improved physical facilities the plan recognizes the social goal of local involvement in civic action.

The Government office formally in charge of such activities is the Office of Community Development (OCD). They provide one-half of the cost of materials for projects undertaken and which require voluntary labor and provide sub-loans to local groups. Since the types of activities promoted are similar, CRS approached the Office of Community Development to explore the desirability of joint programming on a national level. The offer was rejected by OCD on the basis that food undermines the ideals of the voluntary workers. However, some cooperation does take place at the local level.

C. Voluntary Agency Goals and Objectives

Three voluntary agencies--CARE, CRS/CARITAS and CWS--are carrying out programs of human development, social welfare and economic improvement directed to raising the level of living of the sizeable disadvantaged segment of the Dominican Republic population. PL 480 Title II foods are a major resource used to achieve the above overall goal. However, each of the three voluntary agencies provide varying amounts of other commodities to round out their assistance to the Dominican people (see Appendix C).

Below are their statements of general goals and specific objectives which we have edited or paraphrased.

1. CRS/CARITAS

CRS began operations in the Dominican Republic in 1960/61 and its initial goal was to create a mature indigenous counterpart agency in the DR to carry on development and social welfare activities when CRS withdraws from the country. CARITAS Dominicana was formed by the DR Conference of Bishops in 1961. For the first five years CRS assumed most of the management, planning and execution of all CARITAS projects, using Dominican personnel. In 1968 CARITAS Dominicana defined its organizational structure, began supervising directly the local personnel trained by CRS and became an organizational entity completely separated from CRS. Today CRS depends heavily upon CARITAS for the implementation and control of Title II supplemental feeding and other CRS resource assistance. However, CRS is closely associated with CARITAS in an advisory capacity in the operation of the Title II project and assists in the monitoring, planning, approving, developing and inspection of all subproject activities. CARITAS maintains regional offices in each of the four Catholic Church Dioceses with central headquarters in the Archdiocese of Santo Domingo.

The specific objectives of CRS/CARITAS are:

- To contribute to the human development of the individual and his human right to determine his destiny and achieve full potential as a free man.

- To provide relief assistance with pure humanitarian aims during emergencies and periods of rehabilitation.

- To develop leadership capacity, community organization, community spirit, cohesiveness and development by using Title II food as an incentive in directing, organizing and executing economic or social welfare projects for the common good on a self-help, local felt need basis; relatedly, to alleviate under and unemployment.

- To combat malnutrition by using Title II foods to reach large numbers of needy people.

2. CWS

Church World Service carries out its program, including the distribution of Title II commodities, through its local counterpart agency, Servicio Social de Iglesias Dominicanas (SSID). CWS helped establish SSID in 1962 and this organization now serves as the social service arm of the Dominican Protestant Churches. SSID operates as an extension of the seven major Protestant Denominations and its Board of Directors is composed of the leaders of these churches. The Executive Director of CWS and SSID is currently the same individual although CWS expects a Dominican to be named shortly as the Director of SSID thereby expanding counterpart responsibility and independence.

Within the past two years SSID, for eight years a charity assistance institution, considers that it has converted itself into a respected national development organization. Only in the case of emergency relief does SSID now use its resources for purely humanitarian or charity purposes.

CWS/SSID's specific objectives are:

- To implement permanent basic socioeconomic programs in the areas of health, nutrition, family planning, rural infrastructure building and general community development, especially in the area of group formation.

- Provide service and assistance to member churches for planning and implementing their own social action programs. This may take the form of technical or material aid.

- Coordinate and assist social action programs at the inter-denominational level.

Most of the CWS/SSID activities involving Title II commodities are associated with objectives (1) above. CWS/SSID recognizes the need to provide the "campesino" population with the essential social services and economic opportunities required to discourage emigration into the urban areas.

3. CARE

CARE began operating in the Dominican Republic in 1962. It provides Title II and other commodity resource assistance to underprivileged Dominican citizens through two Central Government Secretariasts--Education, Fine Arts and Culture and Public Health and Social Assistance--who serve as CARE counterpart agencies. Within these two Secretariats CARE carries out its activities through the Division of Nutrition in the Secretariat of Health and the Division of School Feeding in the Secretariat of Education. These two Divisions share with CARE the administration and supervision of the Title II MCH and School Feeding subprojects. CARE plans that more and more responsibilities for the operation of these activities are to be transferred to these units of the GODR as rapidly as they can effectively be assumed.

CARE's overall goal is to reduce malnutrition among preschool and public/primary school children, help raise the level of understanding of nutrition education, promote community development and assist in increasing agricultural production. The specific objectives of CARE are:

- To decrease child malnutrition by:
  - Providing hot meals to elementary school children in the public school system;
  - Providing supplemental feeding on a daily basis to preschool children through Government supervised health centers; and
  - Providing utensils and construction materials as assessories for school and preschool supplemental feeding.
- To increase the awareness and value of nutrition education by:
  - The training of school teachers and children in elementary nutrition principles;

- Teaching CARE counterpart agency personnel in all aspects of food distribution, management and control.

- Helping foster local community development by:

  - Providing school classroom desks;

  - Contributing tools and agricultural loans to local cooperative groups;

  - Assisting and encouraging local PTA's to take and active part in community development and in support for school feeding.

- Contributing to increased food production by providing agricultural equipment (pumps, tractors, seeds) to organized agricultural groups.

226

SECTION III

TITLE II OPERATIONS IN THE DOMINICAN REPUBLIC

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TITLE II OPERATIONS IN THE DOMINICAN REPUBLIC

The following section presents our description and analysis of the various subprojects which are being implemented by the voluntary agencies in the Dominican Republic within the country's development setting and the overall goals of the participating host country and North American institutions. Subsections III-A through III-E present the major components of the Title II project, and Subsection III-F is our presentation of observations which cut across all of the activities.

A. Maternal/Child Health - Preschool

The 1972 preschool age population in the Dominican Republic, 0-6 years is estimated to be 982,000 children, of which about 575,000 children belong to economically disadvantaged families. CRS/CARITAS, CARE and CWS/SSID are currently providing Title II foods to approximately 200,000 or 35 percent of this largely malnourished segment of the population, and also to about 60,000 pregnant and nursing mothers. The MCH component of the Title II project has been expanded significantly by the voluntary agencies over the past several years (approximately 160,000 total recipients in 1969 compared to the present number of 260,000).

1. Planning and Scheduling

CRS/CARITAS and CWS/SSID follow similar procedures in planning their MCH supplemental feeding activity with the general objective of expanding this subproject modestly as their respective field distribution centers and personnel in charge will permit. The level of recipients for each oncoming year's annual estimates of requirement of Title II commodities is also related to current year subproject performance and field staff judgments of the size of the MCH activity (potential expansion into new localities as well as further out reach of established distribution centers) which these two voluntary agencies believe can be managed, largely by volunteer help. These tentative national estimates of food requirements are reviewed with the USAID/FFP after which final levels of food and recipient numbers are mutually agreed to prior to the formal submissions of oncoming year AER's to USAID for approval and agency submission to CRS and CWS Headquarters in New York.

CARE follows similar procedures except preliminary estimates of recipients to be reached and equivalent food requirements are worked out in consultation with the Division of Nutrition of the Secretariat of Public Health and Social Assistance prior to the submission of the proposed level of MCH activities to USAID. CARE also has a written agreement with the Secretariat of Public Health which stipulates the two party arrangements for carrying out the MCH subproject each fiscal year.

2. Operations and Management

The three voluntary agencies follow similar operational policies of locating MCH feeding centers and food distribution points in localities where underprivileged families live. They also attempt to further target the feeding by screening individual families in order to limit food distribution to pregnant and nursing mothers and preschool age children. In the case of CWS/SSID this screening of MCH recipients is done by local volunteer committees in charge of food distribution centers; in the case of CRS/CARITAS, volunteer committee census of each family in a food distribution area are taken annually to determine recipient elegibility.

CARE beneficiary lists are usually prepared in Government supervised MCH centers and include children determined to be suffering with malnutrition, normal preschool age children with one malnourished sibling and normal children whose mothers are either pregnant or nursing.

Variations in methods and facilities used by the three voluntary agencies in conducting and managing their MCH feeding activities are discussed below.

(a) CRS/CARITAS

CRS/CARITAS is currently providing Title II food to about 130,000 MCH recipients in 568 feeding centers and distribution points. Sixty percent of the recipients receive food in prepared form from either nutrition centers (where the food is eaten on the premises) or from feeding stations in which families receive the prepared hot food but eat it in their homes. These two types of feeding facilities are located in more densely populated communities. In sparsely settled rural areas food in dry form is distributed monthly from distribution points to the remaining 40 percent of the MCH recipients. In 1968 only about 35 percent of the recipients received food in prepared form compared to the present 60 percent.

To improve prepared food distribution, CRS/CARITAS has launched a pilot project involving the construction of 23 nutrition center buildings located in communities in which mother/child feeding has been most successful. These facilities have been built by funds provided, by AID, by a British Foundation (OXFAM), by CRS and by a Dominican charitable group. Most of them have been in operation for about one year. Title II food is prepared and fed recipients in the centers. Children are weighed at many of the centers monthly to check their responses to better feeding. In some places, a small medical dispensary is also a part of the center facilities manned usually by volunteer nurses and doctors. These centers are operated by local CARITAS committees.

A part of the nutrition center plan is to have a facility to bring the mothers together for nutrition education courses and to review the weight charts in order to follow the progress of their children. Obtaining the cooperation and attendance of the mothers has to date been partly successful. Another problem has been the difficulty of operating these more sophisticated feeding facilities and making full use of them with volunteer help. In some of the centers the volunteer workers have been given food for work subprojects rations to feed their own families as an incentive to obtain their cooperation in meal preparation and other services required to maintain successful nutrition center operations.

Feeding stations are located in individual homes. In these stations the food is prepared by a committee of around ten mothers, two or three of whom come to the designated home each day, six days a week, to prepare the food which is then distributed to nearby eligible families in the neighborhood. The food is prepared in feeding station home kitchens, cooked over an open fire outside the homes and passed out to family members who assemble at the stations to obtain the food at about 9 o'clock each morning.

The recipients who receive Title II prepared food in both nutrition centers and feeding stations are asked to pay a few cents a week per beneficiary to pay for small amounts of additional cooking ingredients used, primarily condiments.

Title II foods used by CRS/CARITAS in prepared dry form in the MCH subproject, include NFDM, CSM, vegetable oil, WSB, flour, bulgur and rolled oats.

(b) CWS/SSID

CWS/SSID is currently providing Title II commodities to 6,793 MCH subproject beneficiaries through 42 nutrition centers.

General supervision over these food distribution facilities and their sponsoring committees is provided by the Nutrition and Health Department of the CWS/SSID Headquarters Office. The field staff of this Department also provides nutrition education to all mothers participating in nutrition center activities and assists the mothers and the centers' sponsoring committees in meal menu preparation and in cooking demonstrations.

One hot meal is prepared and served in the centers to each eligible mother and child daily. The 42 centers are operated by the participating mothers themselves according to policies established by CWS/SSID. The women elect a committee responsible for the administration of each center and this committee decides the type of daily menu to prepare and takes turns cooking the meals. CWS/SSID provides the nutrition centers with pots, pans, cups, plates and other necessary cooking and eating facilities. Occasionally, supplemental foods are provided from CWS resources.

The centers, all of which are located in rural areas and are usually primitive structures, also serve as a meeting place for a variety of community development activities including school and literacy classes, family planning sessions, sewing and handicraft teaching, medical dispensary service, and gardening classes. Recently a pilot parasite control program was initiated in the centers and all participating children have been inoculated for poliomyelitis with CWS supplied vaccines. Preventive health service activities and family planning are to be significantly increased in the coming year.

As a special feature of CWS/SSID MCH feeding, 500 seriously malnourished children are being selected for inclusion in a clinical nutrition program. These clinics are to be held every two weeks. Mothers will bring their malnourished children to these clinics for examination by medical and paramedical personnel who prescribe medicine and kinds of food to be given the ill children. Title II food distribution is to be provided in dry form for home consumption to this category of MCH beneficiary.

Rolled oats, wheat flour, bulgur, vegetable oil, NFDM, CSM and WSB Title II foods are being used by CWS/SSID in its MCH feeding operations.

(c) CARE

CARE's MCH supplemental feeding provides Title II foods to approximately 123,000 preschool age children through 38 centers in 15 zones throughout the country. These food distribution points are of two types: mother/child nutrition (MC/N), and supplementary feeding mother/child (SF-M/C). The M/CN activity provides dry milk and rolled oats twice monthly to eligible recipients through 180 existing health centers and subcenters administered and supervised by the Secretariat of Health. The SF-M/C activity provides liquid distribution of NFDM on a daily basis and a dry distribution of rolled oats biweekly through 218 centers operated and supervised by the State Sugar Council and the Dominican Agrarian Institutes under the general direction of the Secretariat of Health's Division of Nutrition.

Mothers enrolled in the MCH subproject through government health centers are given nutrition education and family planning information at the times they come to the centers to receive their dry-form Title II foods. On these visits the children are weighed, and measured and necessary eliminations are made if progress warrants. Mothers and children provided supplemental feeding through the 218 Sugar Corporation and Agrarian Institute distribution station are enrolled by the Social Welfare promotors of these agencies. Members of eligible families come to the Sugar Mill or Institute centers daily to receive their rations of liquid milk prepared by women hired by these state corporations. The milk is taken home, boiled and served hot or mixed with the cooked rolled oats.

The above agency social promotors are responsible for keeping records of eligible recipients, Title II food delivered to agency warehouses, inventory control, etc. Records of the center operations under each social promotor's supervision are forwarded monthly to the Nutrition Division of the Secretariat of Health. The social promotors also organize participating mothers in clubs through which they receive class instruction in sewing, nutrition education, home sanitation and family planning. The Title II food distribution provides the social promotors a way to get the mothers to participate in these educational activities.

The Secretariat of Health is planning to use seven Peace Corps volunteers to assist the Division of Nutrition and the social promotors in further strengthening the nutritional education aspects of the CARE SF-M/C activity.

Non-fat dried milk and rolled oats are being used by CARE in its MCH feeding.

3. Linkages with Other Activities

The three voluntary agencies meet periodically to exchange views on their respective programs and exchange lists of their various MCH subproject activities in order to avoid duplication of effort. CRS/CARITAS has reinforced its MCH feeding by using food for work commodities as an incentive to obtain more active volunteer help in preparing and distributing food to eligible mothers and preschool children through its nutrition centers, feeding stations and dry-food distribution points.

CWS/SSID follows the policy of closely relating its food for work and MCH subprojects by using food for work commodities to build MCH food distribution facilities. The MCH efforts are also closely related to family planning and to various health programs being promoted by CWS/SSID.

CARE works very closely with the Secretariat of Health and the Secretariat's Division of Nutrition in conducting its MCH feeding operation, including the providing of seeds and tools for garden projects encouraged by the social promotors working in State Sugar Corporation mills and the Institute of Agrarian Reform.

4. Discussion and Conclusions

We commend the three voluntary agencies on their efforts to give increasing emphasis to the MCH component of the Title II project in line with AID/W and USAID/DR guidelines. The supplemental feeding of about 35 percent of the DR population in the 0-6 year age group, and 60,000 to 70,000 pregnant and nursing mothers, is a major accomplishment. It is even more of an achievement considering the fact that many MCH facilities have to be established and local organizations formed and supervised to plan and carry out the feeding. CRS/CARITAS and CWS/SSID have been faced with the additional problem of mounting and sustaining their MCH feeding efforts by depending almost entirely on unpaid volunteer workers. The extensive food demonstrations and dissemination of family feeding information carried out by USAID FFP field workers from 1967-70 have provided an excellent base for the voluntary agency operations.

As noted in subsection 2 above, the voluntary agencies are using a variety of organized arrangements in channeling Title II food to eligible MCH recipients. These methods can be categorized in general terms as follows:

(1) CRS/CARITAS, CWS/SSID centers which serve or have the potential for serving a number of community social welfare functions, including on-site preparation and feeding of Title II foods to eligible mothers and their young malnourished children.

(2) CARE and CWS/SSID dry form distributions associated with health centers which provide professional counseling for mothers, examinations, weighing and weight records keeping of children and "prescriptions" of Title II food to overcome malnutrition deficiencies.

(3) CARE's SF/MC feeding through State Sugar Corporation and Institute of Agrarian Reform distribution arrangements associated with these organizations' social welfare services (nutrition education and general health improvement classes, family planning, gardening, etc.).

(4) CRS/CARITAS feeding centers and dry distribution point distributions in which food is obtained by eligible MCH recipients and eaten, or prepared and eaten, in family homes.

In evaluating the effectiveness of these four types of feeding, we find it useful to apply two criteria: (1) the extent to which a method of feeding reasonably well assures that Title II food is consumed by eligible MCH recipients rather than their entire families and, (2) the types of feeding method and facility which have the potential for becoming self-sustaining feeding institutions when Title II food is no longer an available resource. The first criterion focuses on the effectiveness of feeding vulnerable segments of the population as opposed to disguised family feeding; the second is closely associated with the voluntary agencies' own goals directed to the creation of self sustaining, permanent organizations or improving existing institutions directed to economic and social development in the Dominican Republic. The second criterion also considers Title II food as having a purpose which goes beyond feeding malnourished people over a period of their lives, as important as this objective may be in humanitarian and long-run economic development terms. The additional dimension conceives of Title II food as a temporary motivational resource capable of contributing to changes in attitudes and eating habits and to the development of institutional entities

of social and economic value in local communities which at some point in time can be sustained by in-country resources alone.

Measured against these two criteria we conclude that the CRS/CARITAS, CWS/SSID nutritional centers are the most effective means of channeling U. S. -donated foods to intended recipients and, together with other community services provided by these centers, have the greatest potential of becoming viable institutions when Title II inputs are no longer available. Obviously, the present 65 nutrition centers can be improved, but in most of them the foundations have been laid for a variety of community-desired services. The prospects for creating "viable institutions" would depend upon the creation of a partnership between the GODR and the voluntary agencies, which would work toward continuing government support and commitment to the operation of family service centers, with the support in the form of funds, technical advice, and eventually food inputs.

In our view, the second category of feeding (dry distribution through health centers) meets the second criterion reasonably well since the feeding is tied to established health clinics (publicly or privately supported). Counseling mothers on the needs of their malnourished children and other aspects of health and hygiene may, along with Title II foods, result in changed actions at home which will improve the health of children.

We consider that food distributed through the Institute of Agrarian Reform and Sugar Corporation feeding facilities (category 3) meets the second criterion, since the feeding is associated with established agencies which should be able to gradually assume the cost of Title II foods inputs. Through increased efforts of the social promoters of these agencies under the supervision of the GODR Division of Nutrition, in conducting nutrition education classes, food preparation demonstrations for mothers and instituting the practice of weighing eligible children, probabilities are improved that the Title II food reaches intended recipients even though it is eaten in family homes.

The CRS/CARITAS feeding center and dry distribution category of feeding (category 4) concern us most, in that it is least likely to meet either criteria assuring targeted feeding or permanent institution-building. We appreciate the fact that CRS/CARITAS has made great efforts to up-grade this method of feeding through the creation of annual census lists of eligible MCH recipients and by restricting food distribution rations to these eligible family members. CRS/CARITAS has expended considerable effort in recruiting a number of families to serve as food distribution centers and to motivate these people to dedicate a

great amount of time in census preparation, food preparation or dry distribution and in maintaining feeding and inventory records. However, in our judgment this category of feeding does not meet either of the criteria we have suggested.

We suggest that CRS/CARITAS develop an analysis of how many of these feeding facilities could be integrated into a more permanent community activity such as nutrition centers, cooperatives, health centers or other ongoing entities. In making this analysis CRS/CARITAS should ask: What amount of financial support for nutritionists, materials or other costs would this entail? Where might such resources come from--private sources and CRS? How much would be required from other sources (either AID or the Government)? In how much time could this be accomplished? For instance, in some places, where the program has been in effect for a reasonable time, such a transition might be made fairly quickly; in others, it might take three to five years. In certain locations it may be unrealistic to expect such a transition ever to be made.

Dry distribution points serving widely dispersed rural populations are the least likely to be effective. It may not be realistic to expect a clinic, cooperative, or community center to be established in such areas. The people served may be so widely dispersed that no community spirit or cohesiveness exists. In those cases, the situation should be recognized and the other possible goals of the center should be analyzed. Besides feeding, what lasting effect is contemplated? Perhaps changing nutritional attitudes would be a feasible goal through periodic lectures, distribution of seeds for home gardens, and other simple additional activities. If changing nutritional attitudes is the goal, how can it be measured? What types of courses or lectures would be required? What time frame is realistic? What would this cost? These goals and costs must be analyzed, in order for voluntary agencies and USAID to weigh the feasibility and options in the isolated rural dry distribution centers.

We offer these suggestions to CRS/CARITAS as ideas which hopefully may contribute to improved feeding of present recipients as well as in creating institutions capable of functioning at some future time without continuing injections of Title II foods.

B. School Feeding

1. Planning and Scheduling

The Title II school feeding subproject in the Dominican Republic is handled entirely by CARE, reaching over 400,000 primary school children and about 3,000 secondary school recipients. Over 90 percent of these students are enrolled in public schools.

CARE's counterpart is the Dirección General de Alimentación y Nutrición Escolar (DGANE) in the State Secretariat of Education and Fine Arts, a unit which was established in June, 1966. The DGANE works through the national network of District School Inspectors, and together with CARE's headquarters and field staff, plans and supervises school feeding. The two agencies work together to maintain controls over existing activities, and to expand operations where interest is shown by local inspectors, school directors (principals), and the school's sociedad de padres y amigos de escuela, the Dominican equivalent of a PTA. In addition to interest on the part of the educators and parents, schools must have a covered cooking area dns storage facilities. At present these factors are the principal limits on more widespread operations.

The DGANE offers assistance to schools in proper food preparation, establishment of school gardens, proper record-keeping, and organizing parental and community support. They handle warehousing, food distribution and control at the school district level.

2. Operations and Management

Food commodities (NFDM, bulgur, CSM, rolled oats and vegetable oil) are delivered by commercial trucks from the CARE central warehouses in Santo Domingo to the offices and storage of the District School Inspector at Dominican Government expense. Each local school then picks up its own supplies.

The majority of schools in the Dominican Republic are on double sessions, and food is prepared twice a day, generally being served at 10 AM and at 3 PM. The meal is generally a seasoned hot dish of oats, bulgur or CSM, sometimes fortified with canned fish or local produce. Milk may be mixed as an accompanying beverage, or included in the main hot plate. While many schools built during recent years in the DR included a dining room, or comedor in the main structure, in most cases these have been converted to classroom use because of overcrowding.

Most cooking is now done in an open-sided shed next to the school on a raised mud or concrete block stove burning charcoal or wood. The outside comedor may have space for tables and benches, or the food may be taken back to the classroom for consumption.

Cooking may be done by either girl students, volunteer mothers, or by hired cooks who may be paid between RD $6.00 to 15.00 per month. Expenses for cooks, seasoning, and additives are generally paid out of collections from students of RD $.25 per month, or one centavo per day. In addition the local parents' group may provide funds. In a few cases teachers contribute from their salaries. Construction of the comedores is a local responsibility, and may be assisted by CARE in the form of roofing materials, cement, and cooking and eating utensils.

School Inspectors reportedly visit the schools monthly, and CARE inspectors may visit every two months to check on handling of the commodities, methods of preparation, and other operational or organizational matters.

3. Linkages to Other Activities

There is a potential linkage between the CARE school feeding subproject and the other two voluntary agencies' food for work activities in school construction. This is not presently in effect, as best we can determine.

4. Discussion and Conclusions

CARE reports that it has a close and effective partnership with the DGANE, and that there have been continuing improvements in this relationship during the past year. DGANE is scheduling department-level conferences with government officials of various agencies, representatives of parents' groups and other entities to discuss means of improving and expanding school feeding, local support, nutritional aspects, and coordination. Meetings have been held between DGANE representatives and the recently-appointed head of Nutritional Educaion in the Division of Nutrition of the Secretariat of Public Health. CARE and the DGANE are exploring means of passing increasing responsibility for program planning and implementation to the Dominican counterpart.

This situation raises a number of issues related to the school feeding subproject's future strategy and management. There are several aspects of the subproject which might be increasingly assumed by the DGANE, such as (1) adding more field inspection staff, or taking part of

the CARE field personnel on the GODR payroll; (2) taking over central warehousing and transportation to the district offices; (3) assuming a more direct role in supporting community construction of comedores; (4) mounting a broad-scale effort to introduce nutrition education in primary grades; (5) beginning to budget for inputs of food out of domestic or imported stocks, or local contributions.

Increased GODR involvement in school feeding must be considered within the context of the educational development situation in the country. At present there are about 1.1 million children of primary school age. About 800,000, or two-thirds, are enrolled. Of these, nearly 70 percent are in the first three grades. It is currently estimated that only 17 percent of them will complete the sixth grade, and in the rural areas, only seven percent will complete their primary education. Teachers are underqualified, facilities are crowded and primitive, and most books and teaching materials are imported from other Latin American countries and Spain. There is presently no provision for school health checks and services.

These illustrative facts, based on a 1971 education sector loan paper prepared by USAID/DR, make it clear that there are many basic educational needs in the system, and hence many claims on the education budget. These factors may limit the growth of GODR support for school feeding during the next four years.

We, however, conclude based on our observations and the background of which we are aware, that conscious planning of the improvement of the quality of the school feeding program, and of increased GODR and local responsibility for the five elements described above, should take precedence over further expansion of the number of schools and recipients in the Title II program. More specifically, we suggest the following as a basis for planning discussions:

- Introduction of impact measures. Given the nearly total lack of school health services, weighing and maintaining health records do not appear feasible in the near future. However, it may be possible to begin to relate school attendance to the presence or absence of school feeding, and to assemble such data at Department or central levels.

- Phase over of increasing field supervision responsibility, possibly by transfering some CARE field staff to DGANE employment, with lowered involvement of CARE (consistent with AID accountability

regulations on end-use checking) such that CARE's role would be more of monitoring and advising, rather than managing all operations. As noted above, CARE has broached this idea to the DGANE;

- DGANE assume more direct, budgetary responsibility for the construction and equipping of comedores;

- Launching of a broad-scale nutrition publicity campaign and nutritional content in primary schools, using mainly GODR resources;

- Carrying out of the CARE idea of one meal a week entirely from local produce, but only in schools with gardens and which have nutrition or home economics instruction;

- Establishing a policy that all students will pay something for their lunches, graduated on ability to pay; and

- Setting up a specific, staged plan, with interim milestones for evaluation purposes, for the eventual assumption of food support on the part of the Dominicans, whether through Title I, domestic production, local contributions or commercial imports.

We judge it more important to begin to institutionalize and polish the school feeding activity when it is reaching nearly 60 percent of enrollees, to understand its impact, make it known more widely to Dominican leaders, and to demonstrate methods which carry the program beyond more feeding, than to push for greater targets of recipients.

We realize that in order for DGANE to begin to assume increased participation, it would have to be allocated additional funds for qualified staff, travel expenses or vehicles, nutrition training materials, and possibly some degree of autonomy in order to maintain acceptable standards of food management. This sort of support may not be expected from GODR in the near future, but we are encouraged by the discussions being held between the Division of Nutrition of the Health Secretariat and DGANE, and between CARE and the DGANE. We regard this as a positive move which needs to be broadened to other Secretariats and entities concerned with food and nutrition in the Dominican Republic.

240

C. Other Child Feeding

CARE and CRS/CARITAS together reach about 10,000 children in orphanages, asylums and other children's institutions. CWS supports a summer camp enrolling 500 children. The scope and nature of these feeding activities have not changed siginificantly during the past three years, and no changes are expected. All children are in institutions, and presumably receive one or more hot meals per day based on Title II commodities.

We did not observe these feeding activities, and so have little to suggest, other than a general observation that the institutions might provide useful control groups for future studies of nutritional impact of supplementary feeding in the Dominican Republic.

D. Economic and Community Development: Food for Work

1. Goals of the Programs; Planning

Food for work recipients were estimated at almost 20 percent of total Title II recipients in FY 72. The two voluntary agencies implementing food for work program are CRS and CWS, with 162,000 and 7,000 beneficiaries including dependents respectively. CRS, which accounts for the greatest portion of the program, classifies its projects in 1971 roughly as follows:

(1)	Food for Economic Development. . . . . (Agricultural land development, rural roads, irrigation, etc.)	63%
(2)	Food for Community Development. . . . . (Community centers)	30%
(3)	Food for Educational Development . . . . . (Schools)	6%
(4)	Food for Health Development . . . . . (Wells and latrines)	1%
		100%

Rural roads are the most numerous of CWS projects. These roads enable local farmers to (1) harvest crops in areas that were previously inaccessible; (2) get crops to market before they spoil; and, (3) pay less to truckers, who charge a premium for traveling almost impossible roads.

241

The general process of approval for a CARITAS project starts with an individual or group who may approach a priest or someone in the CARITAS organization with an idea. A local committee is formed and an application is forwarded through the CARITAS Diocesan Office to CARITAS National. Each level evaluates the request and if endorsed, an on-site inspection follows. CARITAS gives priority to (1) projects that increase local production and income of farmers; (2) poorer areas and those with seasonal unemployment and, (3) requests from those who have had CARITAS leadership training.

CWS projects are developed by local individuals or groups who are made aware of the program through their pastor or CWS promoter, or by viewing similar projects in nearby areas. The request is forwarded to the national office where it is reviewed by a program committee of SSID. Priority is given to projects that (1) are within a geographical area within reach of a field worker; (2) are located where there is a permanent committee representative of the community; (3) are responsive to felt social or economic needs; and (4) are linked to past or potential community-supported projects.

2. Operations and Management

In the case of CARITAS and CWS, on-site visits are made before final project approval. The promoter estimates length of time to complete the project, man-days involved, and amount of commodities needed according to the guidelines. The commodities are trucked monthly to the site, where they are usually stored temporarily in the house of the project chairman or supervisor. They are distributed within a few days to the workers. Lists of workers and days worked are kept by the project supervisor and reviewed by promoters.

3. Linkages with Other Activities

As has been noted earlier, there is no national level agency for food for work activities. A few instances of actual joint programming exist. We observed a few food for work projects where they were working on aqueducts being constructed by INAPA, or constructing a community center receiving OCD help. However, the CWS representative commented that since these agencies offer such benefits as engineering advice, and 50 percent of the material cost, CWS only approves food support for joint projects in exceptional circumstances. CRS also has very few of such joint projects.

Othe types of local cooperation with government entities exist. Government technical experts speak at CRS leadership courses which receive Title II food. OCD has contributed small pieces of equipment like tools, sewing machines for nutrition centers, or pumps. The extent of such cooperation appeared to depend largely on the relations between voluntary agency promoters and the local OCD office. Several supervisors commented that appeals for culverts, the loan of a bulldozer, or other materials had been made to OCD and no help had been forthcoming. They believed the quality of their trails could have been improved by such assistance.

CWS gives priority to linking one project to another. A road may awaken interest in a nutrition center. The visiting nutritionist may awaken an interest in latrines to help prevent parasites. All activities may be strengthened by CWS' own programs of parasite control and family planning information. The objective is to improve the community as a whole.

CRS promotes a two-way link between their leadership courses and food for work. They estimate that 30-40 percent of projects may be requested or supervised by graduates of leadership courses. Food projects also bring to their attention individuals who have leadership potential and are asked to attend a leadership course. The objective of the courses is to help train leaders who will initiate local permanent organizations which seek solutions to local problems through their own efforts. Such organizations are generally cooperatives, farmer associations and nutrition centers.

4. Discussion and Conclusions

a. Impact on Employment

As noted earlier, unemployment is one of the most pressing national problems. There are no reliable labor statistics. However, the labor force is estimated at about 1,200,000 of which about 60 percent is rural. The only unemployment survey that has been made was in the Santo Domingo area. It estimated about 15-20 percent male unemployment and a slightly lower percentage for females. In the country where the labor force is made up largely of impoverished subsistance farmers, practically all can be considered underemployed or seasonally unemployed.

Food for work promoted by CARITAS provides about a day of work a week to rural underemployed or seasonally unemployed workers.

(CWS requires two days a week.) About 28,400 workers (as opposed to dependents) are reached by the program.

It is not structured to attack the problem of the urban unemployed or to provide large scale public employment in either rural or urban areas. Neither the voluntary agencies nor the USAID recommend such an objective. Food rations could not compete with the minimum wage. The Government does not have the administrative capacity to mount large scale projects of this sort. Many have commented that workers would feel degraded working for food on a public project, which did not have a voluntary self-help aspect.

Therefore we conclude that the program alleviates somewhat the problems of underemployment for about 28,400 workers and creates opportunities for increased income through the economic development projects it promotes. However, it can not provide a solution to the widespread unemployment in the country, which can only be solved by government fiscal, monetary and public investment policies.

b. Impact on Economic Development

Since over two-thirds of the projects are rural roads, canals, or land clearing ventures which directly promote agricultural production, we would certainly expect an impact on farm-income from agricultural output. However, isolating or measuring that impact is very difficult. For one reason, USAID and voluntary agency representatives, and most supervisors interviewed, agree that the food is an incentive which may increase the number of projects undertaken in some areas or accelerate work on others. However, much of the work would have been started without the food and would continue without it, since it is in the communities' own interest. Therefore, we conclude that the food makes a contribution as an accelerator of agricultural and social development, but that a measurement of this impact would be extremely difficult.

c. Impact on Rural Nutrition

Most rural development projects are undertaken in poverty stricken areas, where malnutrition is a serious problem. The program enables heads of families to bring home high protein supplementary food worth about $4 per month during seasons when the family's meager rations would be less than usual. The food for work programs of CRS and CWS provide roughly 43,400 to 87,000 calories annually per recipient, depending upon whether the project is completed in three months or is extended to six months. The CARE MCH program provides roughly 50,400 per year per recipient, CWS and CRS MCH programs, which use

mainly prepared foods, provide about 121,900 calories per year per recipient. Under food for work, families of workers receive instruction in the preparation of the food and a discussion of the importance of nutrition. We believe that food not consumed in an MCH feeding center is usually eaten by the whole family and that the nutrition education aspects of some distribution centers is not much greater than that received by workers' families. Therefore, food for work may offer as many nutritional benefits as some of the current MCH programs. Furthermore, it offers the possibility for permanently improving the earning capacity of the local people and avoids some of the negative aspects of standing in line for a food handout. Food for work has also been used by CWS to build simple nutrition centers. We believe that the nutritional aspects of food for work should not be underestimated and that a discussion with the voluntary agencies to held to determine how food for work can be used increasingly to improve certain MCH programs.

d. Impact on Creating Permanent Local Institutions Which Will Further Economic or Social Goals

CWS and CRS both place major emphasis on building up the local CARITAS and SSID community action organizations. The eventual objective is to form permanent committees in the local communities which will carry on self-help efforts. They see food for work as an important tool not only for strengthening these organizations but also for providing leaders for cooperatives and other groups. We endorse this goal and believe that terminating food for work abruptly would seriously undermine the encouraging progress made to date. However, we believe that the USAID should meet with the voluntary agencies to try to better define this goal and provide an improved way of measuring the impact. For instance, how many permanent committees are contemplated that should give food for work assistance? Can a plan be devised to focus food on certain local groups for a certain number of years, with the expectation that they would then "graduate" and continue on their own?

E. Adult Institutional Feeding

The current level of feeding adults in institutions (FY 72) is 3,500, and the proposed level for FY 73 is 1,750, a 50 percent cut. By 1974, this category of feeding will be eliminated, apparently without severe hardship or resistance by the voluntary agencies.

F. Observations on Title II in the Dominican Republic

Our overall assessment of the Food for Peace project in the Dominican Republic is that it is a well-managed, tightly controlled operation which is operating well within the spirit and the letter of worldwide Food for Peace policies and practices. Within the various limitations which affect all development efforts in the Dominican Republic, the voluntary agencies are developing working partnerships with host country institutions and agencies which hopefully will provide a basis for increasing the assumption of responsibility for various aspects of the subprojects by Dominicans. The USAID FFP office has assumed the role of monitoring the voluntary agencies' program planning and operations, while leaving most direct contacts with Dominican Government agencies and private entities to the voluntary agencies. The effective operational management of the current mixture of activities is at least partly symbolized by the overall loss rate of less than .5 percent during the past year.

Our reaction to the present operation of the project, then, is good. However, as we have indicated in the preceding subsections, there are certain programming and planning aspects of Food for Peace in the Dominican Republic which we feel deserve further thought and decision, and apply to the entire project.

1. Relationship of FFP to USAID Strategy

USAID development loans in the DR are conditioned on institutional reforms, which it is assumed will make the financial assistance more effective and enable it to have lasting effects. A similar argument can be applied to Title II. The project is trying to combat basic problems of hunger, malnutrition, and to a lesser extent, unemployment. These problems will find lasting solutions only through adoption by the GODR of appropriate economic, food, education, and nutrition policies and budget.

We find, however, that the USAID/DR management regards Title II as a special effort which carries out a "holding-action" role within the programming trends and emphases of the rest of the Mission's strategy. We urge a review of this position, and suggest that the entire USAID work more closely with the voluntary agencies as they seek to refine and strengthen their own and their counterparts' activities, and that USAID consider the goals and purposes of Title II as a more integral part of its on-going loan and technical assistance program, channeling AID assistance where appropriate and justified.

For instance, we feel that USAID should give high-level support to the formation of a national food and nutrition council (see 3 below). We also recommend further exploration of possible direct links between Title II and (1) the health loan, which emphasizes qualitative improvements in rural maternal and child health centers; (2) the education loan, supporting development of educational materials, which could include nutrition information; and, (3) the potential agricultural credit loan and the use of Title I sales proceeds. Since Title II resources form a significant on-going assistance resource, it might be that relatively small, well-planned USAID inputs could significantly broaden the lasting effects which could be derived from Title II.[1]

2. Total Size and Scope of Title II Project

Title II food supplements are currently reaching 20 percent of the Dominican population, including 60 percent of the enrolled primary school children and 36 percent of preschool children considered to be undernourished. The recent nutrition survey shows that the DR has a dire need of additional food resources among the low-income groups. However, we must raise the question of whether it is advisable, appropriate, and in the long-run, possible, for the people of the United States, through Title II, to maintain or increase this level of support. The present level represents a drop from nearly 40 percent of the population during the civil conflict of the mid-1960's, but that period must be regarded as an aberration, a period during which food aid was being used as a form of disaster relief (and for political purposes). Now the project is in a period of testing and change under the guidelines which emphasize strategies which will produce lasting changes in the recipient countries, rather than simply alleviating problems of hunger.

We suggest, therefore, that the Title II project in the Dominican Republic, particularly the child feeding subprojects, has reached a significant level in terms of recipients, and that further activity should emphasize additional qualitative improvements, and increasing assumption of responsibility by Dominican institutions, public and private. This effort should be developed within a planning structure which allows for participation of all concerned parties, with specified periods of time for needed accomplishments, and with such outside technical and financial assistance (to develop evaluation methods, support equipment needs, and the like) as may be required.

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[1] USAID/DR takes issue with our findings and conclusions in this subsection and our comments on the subprojects. The arguments are set forth in item 5. below.

3. Establishment of a National Food and Nutrition Committee

We have observed that there is not single forum for discussion of food and nutrition problems in the Dominican Republic. We feel that better program quality would result from formation of a national food and nutrition committee headed by a top-level Dominican Government official, with the active participation of at least the Secretariats of Health and Education, the voluntary agencies and their Dominican counterparts, as well as INAPA, WFP, and USAID. The office of Community Development and entities concerned with agricultural development would also play a useful role on such a committee in defining strategies, criteria, measures of impact, standards, means of broadening nutritional awareness and education, and a host of other subjects which are now handled either in isolation or through sporadic ad hoc meetings. We understand that such a committee was proposed a couple of years ago, but that the Secretary of Health has not yet endorsed the plan or forwarded it to the President. We urge continuing encouragement on the part of USAID and the Title II entities in bringing it to active fruition.

4. Role of the Voluntary Agencies in the Dominican Republic

We are somewhat concerned by our observation that, in certain areas of the FFP project, particularly in food for work and MCH, the U. S. voluntary agencies and their Dominican counterparts, are carrying out activities in place of government, rather than with government. It is often difficult to ascertain when this situation is based on lack of will on the part of the host government to deal with its own social problems, and when it is due to lack of capacity (in the form of financial and human resources) to carry out what the government might wish to accomplish. This of course may not be adequately known or tested as long as foreign and domestic private institutions assume increasing burdens in social development without continually challenging government to phase up its own involvement and support. A constant theme throughout this country study has been that Dominicans should solve their own problems, and that they should solve them through combined efforts of national government, local organizations, and some degree of outside assistance. In a country which is still adjusting from 30 years of power and beneficence pouring down from above, or from outside, if may be difficult to implant ideas of self-determination and self-help.

We can only urge that the voluntary agencies continually review their role, and that of their counterparts, from the point of view of whether or not they are promoting or postponing Dominican solutions to Dominican problems, and more specifically, Dominican government solutions.

5. Debate with USAID/DR

In discussing our findings and recommendations with USAID management, we have illuminated some basic issues which are present in Title II program strategy decisions worldwide. We found that the Mission took strong exception to our view that program improvements should take precedence over program expansion. Their arguments are the following:

(1) Title II has not yet begun to reach the many people, particularly mothers and children, who are known to need food supplements, based on a national nutrition survey and a "great deal of eyeball evidence."

(2) The main goal of Title II in the country aid strategy is to provide a holding action while the Dominican Government gains in capacity and momentum toward more coherent economic development planning and implementation.

(3) The voluntary agencies and their counterparts have shown that food can be handled and delivered under conditions of tight control, and with one of the lowest loss rates in the world.

(4) Nutrition education and other family services may enhance the Title II program, but there are presently no convenient analytical tools available for choosing which extra efforts at what cost will yield desired results. Establishing linkages takes management time, and once planned, may not be established or take effect for some time.

(5) The present levels and content of other AID assistance to the DR do not lend themselves to much further integration with Title II beyond those which have been either effected or considered and rejected.

(6) Levelling off, or phasing down, the food supplied to the DR because of government incapacity would amount to "throwing rocks and hitting the wrong target," or punishing the children for the faults of the government, for which they are not to blame.

(7) Phasing down Title II in the DR in order to shift resources to other countries where programs were more in line with the evaluators' views might not be valid, since the U. S. interest in the DR is high for geographic and other reasons, and the program has such an excellent record of good management and low losses, which might not be true in other countries. The result could be a less efficient use of the food resources elsewhere, after applying a yardstick which the Mission regards as of doubtful validity.

USAID/DR therefore cannot concur with our overall recommendations, and takes the position that Title II in the Dominican Republic should "continue along present lines where appropriately justified."

The Checchi and Company evaluation team, including the AID/W member, views the Dominican Republic from a different perspective. Our reasoning takes into account the following facts and assumptions:

(1) We may question whether recent declining trends in Title II budgeting are acceptable or permanent, but in any case, the program will always have a fixed amount of food for allocation worldwide, and must develop rationales more precise than simply "meeting known needs" or "protecting the basic U. S. (development) interest" as a basis for parceling out the commodities.

- While the nutrition needs of the most vulnerable groups are certainly extensive and painfully obvious in the DR, so are they in most other developing countries. There will never be enought donated food available to meet these needs adequately. This leads us to a basically different view of the role of food aid than that held by the Mission.

- From our perspective, the basic "development interest" is not alleviating hunger--that is simply not possible--but changing family attitudes toward dietary and child care practices, using food as one of the tools in the process as stated in Section III-A -4 (page 23). This goal is more

realistic than the common one of attempting to significantly affect the nutritional status of children through dispensing food alone, and will require management time and additional resources in order to be achieved.

(2) We agree that the FFP effort in the DR is one of the best-managed and "cleanest" in terms of low losses, diversions, and spoilage. However, we regard these as issues of efficiency, which should not be confused with effectiveness, within our definition of what the "development interest" is. More food, more efficiently delivered, does not alone produce better impact on the society. In fact it may be creating dependency, expecations, and a delivery infrastructure which the host government may not be able to assume, and which might ultimately produce a very difficult political situation.

(3) We also agree that precise analytical tools for developing effective projects utilizing AID funds and technical/training assistance are not available. We can however draw on the widely-accepted views of practitioners and students of nutrition programming who are increasingly emphasizing the behavioral aspects of the problem, and the need to focus on techniques which will have impact on how families act toward their children. Our recommendations address these views, which hold that food is really a catalyst within a more broadly-conceived effort, and that programming food alone will not have lasting effects.

(4) We have solicited the views of voluntary agency officials and technicians within the USAID, and find that they see possibilities for more linkages between the dollar aid and the food aid than are currently in effect. These ideas may not pass all the test of regular AID project planning, but from our perspective they are worth USAID management's time to explore, especially since the Mission has repeatedly emphasized the importance of Title II as part of the current "holding action" strategy, and the low level of activity in other projects at the current time.

(5) We are concerned with hurting children as a result of policies which might exert leverage on their government, but this again touches on our fundamental difference with the Mission regarding the nature and implementation of our "development interest." We regard it as more beneficial in the long-run that the quality of nutrition-related projects be improved, with GODR participation, than that we continue to expand the scope of food handouts whose impact, especially on the most needy, the children between the ages of zero and two years, is very questionalbe.

Therefore, our debate with the Mission centers on our basic view of what role the food can realistically play in the development process, and we can only conclude by presenting, the two positions, and submitting them as part of our worldwide report to our principal client, AID/Washington, for its consideration.

SECTION IV

ISSUES OF WORLDWIDE TITLE II CONCERN ARISING OUT OF THE DOMINICAN REPUBLIC PROJECT

SECTION IV

ISSUES OF WORLDWIDE TITLE II CONCERN ARISING OUT OF THE DOMINICAN REPUBLIC PROJECT

Section IV is a discussion of issues and techniques evident in the Dominican Republic which we consider as having potential worldwide importance, at least until they are studied further as a basis for the final report.

A. Population Control and MCH Feeding

For nearly five years AID, through separate channels, has been supporting various forms of family planning, as part of its effort to bring economic development efforts into balance with population growth, while at the same time Food for Peace has been striving (for about the same period of time) to improve the nutritional status and practices of child-bearing women and their infants in many of the same countries. Until now, there has been little progress in relating the two efforts in a general, agency-wide program or study as a basis for a program. The recent AID grant to CWS and Planned Parenthood/World Population/ FPIA may offer an excellent situation for research and demonstration in the family planning MCH relationship. The Dominican Republic, with a small, closely-managed CWS component, might offer a useful setting for exploring such questions as:

1. Does the presence of a food program provide a catalyst for MCH services on a broad scale, including family planning?

2. Does MCH feeding provide an incentive for mothers to have more children, thereby cancelling out the effects of family planning efforts?

3. Does MCH feeding, assuring a higher rate of infant survival, thereby eliminate the need for parents to have many children in order to insure their lineage?

4. Can host country officials, in places where taboos against family planning are not important, eventually use food programs of their own as a form of bait for family planning?

In a sense these are all facets of the same question: "What is the relationship between family planning and supplementary feeding directed at low-income mothers and their babies?" The relationship seems natural and very important; we hope it will receive the attention it deserves.

B. Phasedown of Title II: Some Alternatives

If we accept the assumption that Title II, in the hands of budget and planning officials, must be allocated according to a set of increasingly restrictive criteria, and eventually programmed according to some model of cost effectiveness, at least five alternative futures come to mind:

1. Elimination of Title II support for governments which are either (a) wealthy enough, due to major export cash crops or raw materials to support the program, but have not faced it since the USA is doing it for them, or (b) are simply too preoccupied with other priorities to take sufficient notice of nutritional problems, and are judged unlikely to shift their resources.

2. A shift, rapid or gradual, to World Food Program (assuming capacity and interest of the WFP), which would introduce finite timing of outside support, possibly persuading governments to take steps of their own to assume the burden of nutrition-related supplementary feeding.

3. A shift to Title I concessional sales of commodities for use in nutrition programs, in cases where the host government is able to finance such an arrangement and the will exists.

4. Title II offered contingent on a long-term plan or project design (with built-in periodic evaluations of previously-established benchmarks) to phaseover to host country inputs of food and management, drawing on imports, local production, support by private and public entities, including national, provincial, and local/municipal levels.

5. Number 4 above, with support from AID loans, technical cooperations and participant training, in order to give additional impact and rate of achievement to the effort.

C. Self-Reliance, or Paternalism?

It is of course possible, as suggested here and in Colombia, that Title II is creating a generation or two of well-conditioned beggars. What is the effect on a child of seeing his mother line up weekly or monthly to receive food, even for a token payment, or of being taken to a center each day to be fed? Are we undermining self-reliance, human dignity, and implanting expectations of paternalistic services among thousands of youth? At present this question is probably not answerable, and may require costly elaborate research methods in order to measure the attitudinal impact on recipients of free supplemental feeding. We present it here as a fundamental, but somewhat hidden matter worthy of consideration by all parties to the Title II program worldwide.

D. Maternal/Child Feeding in Isolated Areas

We have found a universal problem in reaching infants and their mothers in isolated rural areas of recipient countries. They are among the most needy, and at the same time, the hardest to serve with activities which might lead to family service institutions and nutritional education related to the feeding. In areas where the families are widely disbursed the only practical method appears to be distribution of dry commodities for home preparation and consumption. Health or education facilities are frequently lacking, and it may be too costly or otherwise unfeasiable to establish viable channels (which can be supported by host country resources) for assuring nutritional impact on the intended recipients, and for eventually changing eating habits. Perhaps host-country and volagency resources would be more intelligently used in such cases in the introduction of home gardens, improving minor irrigation, immunization of babies, and the like, with food distribution used only during the initial stages as an incentive. There may also be certain regions and even entire countries currently being covered by Title II where there is simply no prospect of supporting services, and where MCH will simply be an open-minded commitment to family feeding.

We believe that the true purposes of MCH activities need clarification, leading to criteria for planning and operating them. Is the real purpose of MCH to target feeding for children and mothers as opposed to family feeding? If so, then simple dry distribution should probably be eliminated in isolated rural areas during the next two years. If it is to change family eating practices, then dry distribution should continue, but only where it can be realistically linked to training, education, agricultural development, or other activities which will have lasting effects, but require food as an incentive. And the food incentive should be gradually reduced when it can

be demonstrated that community interest has been aroused and changes are beginning to occur.

All of the above matters will receive further attention by the Checchi and Company evaluators when the teams assemble in Washington to discuss and prepare the final worldwide report for AID/W. They are mentioned here in a tentative way, at least in part as notes to ourselves.

APPENDIX A

NARRATIVES OF OBSERVATIONS OF TITLE II ACTIVITIES

APPENDIX A

We present below brief narratives of our observations of a sample of the Title II activities visited in the field during the period of April 27-29, 1972.

1. Activity: Nutrition Center - CWS

Location: Maguanas Arriba

Maguanas Arriba is a poverty stricken region in the eastern part of the Republic. The CWS nutrition center is situated in a thatched enclsure built by the people with volunteer labor. Utensils have been supplied by CWS/SSID.

The mothers take turns cooking five at a time. They serve about 200 children in two shifts. The chairman of the committee has sent a list of recipients to CWS. All children under six plus pregnant and nursing mothers are eligible. Most in the community in this category are being served.

The program has been in effect 2 years and the mothers think the children are fatter and healthier. Scales are supposed to be furnished shortly. The women have had demonstrations from the CWS/SSID nutritionist and an anti-worms program. OCD has donated a sewing machine. Water will soon be available from a rural aqueduct constructed by INAPA and the community with food for work help. The CWS nutritionist points out that building latrines and boiling the water, which will now be more readily available, will help fight parasites. The local people express an interest in "food for latrines." The husband of the head of committee is starting to promote family planning, using the family planning comic book "macho." He has a list of participants in the program.

2. Activity: MCH Dry Distribution - CARE

Location: San Pedro de Macoris City

This center is one of six regional health centers in the D.R. and is funded and supervised by the Central Secretariat of Health. CARE's MCH dry distribution has been distributed from this center since 1967. The center provides all forms of out-patient health services, including nutrition education and family planning. When mothers come to the center for examination and are pregnant, or nursing a child or have a child or more under six found to be malnourished, she is sent to a center nurse in charge of feeding and enrolled as a Title II MCH participant. At present nearly 2,000 mothers and small children are MCH dry distribution participants with food distributed twice a month.

After each dry distribution is made the mothers are given a lecture on food preparation and nutrition education. They are then taken to the family planning facility nearby and given information on child spacing.

The Director of the center, an m.d. with a PHD in Public Health, stated that 95% of the people in the DR have parasites, primarily tape worms and hook worms. Treatments for parasites are given at the center and preventive projects are being sponsored by the center in latrine construction and use and in wearing shoes.

He also indicated the center was planning to supervise more directly the sugar mill wet distribution activities in the area, working through the mill social promotors and the distribution point women-in-charge.

Dr. Martiner also indicated the GODR since 1940, has had a milk distribution program for malnourished children under 1 year.

Problems: Some food infestation, but not serious. More of a problem is the food arrival from the CARE warehouse without notice or at inconvenient times, ie, after center operating hours.

3. Activity: School Feeding - CARE

Location: Manuel Ubaldo Gomez Primary School, Jarabacoa

This school, with fourteen classrooms, serves 1,122 students in morning and afternoon shifts. Meals are prepared on an open-sided shed in back of the school, on a raised charcoal-burning stove. Two women prepare the two meals, and are paid in kind, by having their own children eat at the comedor. The Directora of the school has divided the school in half, and each group eats every other day except when fried foods are prepared (two or three days a week) and all children can be served. The CSM batter is prepared the day before, frying starts early in the morning, and the children can pick up the fried balls and carry them out to eat with their hands. On the days when soup is prepared, there are only enough plates and space to serve 600 children.

The Directora estimated that when school feeding is interrupted (for lack of a cook) that attendance drops by as much as 20-25%. She said that nearly all of the children in the school came from poor families, and that when they first come to school many are sickly and inattentive. She felt that the food definitely helped their health and learning capacity. She said that on a previous occasion they had tried to identify the children with nutrition problems and have them eat every day, but that this special treatment hurt their dignity, and it was discontinued. As in other schools visited there are no health checks or services available to the students at school. Teachers identify ill children, and send them to the local hospital for treatment. The school is visited regularly by the District Inspector and by CARE field workers. There is no school garden, although there was space around the building for one. The degree of community support for feeding appeared to be quite low.

4. Activity: Rural Food for Work - CRS/CARITAS

Location: Las Matas

214

The Las Matas area is poor and populated mainly by small farmers. We visited a number of communal roads projects which had received food for work donations. These were a favorite since they were of direct benefit in increasing agricultural income through decreased spoilage of crops and fees to truckers.

A priest, or promoter may inform the people of the availability of food for work or promote self-help activities. However, the project must be supported by a committee who will manage it and work on it themselves and it must be of benefit to the community.

Most road projects didn't appear to need much planning, consisting mainly of widening a foot path into an animal trail or improving a jeep trail. Use of culverts or a bulldozer could have improved the projects in some instances, but workers often stated that the Office of Community Development (OCD) had not responded to their requests. However, in some areas, cooperation with OCD appeared to be better.

Workers usually stated that the food was appreciated, encouraged more to work and may have meant additional projects were started. However, almost all had examples of projects undertaken before food for work was introduced and said they would continue to work without it, since the projects were in their own interest.

5. Activity: Urban Food for Work - CARITAS

Location: Barrio Pekin, Santiago City

Barrio Pekin is a recently-established community on rolling ground on the outskirts of Santiago. Many of the families had recently been displaced from Barrio Congo by government construction projects. They had formed a group in the Congo community, and collected RD$3,000 toward the construction of a school. When they were forced to more, they brought the funds and the project to Pekin. Only after the building had been started in Pekin did the CARITAS food support being. It was especially helpful during the early stages of construction, which involved 42 workers, and the food assured that all the men appeared on their appointed work day. Now the building is nearly completed, the remaining work is quite technical, and only 21 men are working, presumably the most skilled. Our informant was a self-tought freelance carpenter, and treasurer of the committee. He said that the money has run out, and in fact the committee is in debt for some of the materials. Until more money can be raised, through a dance or other event, there will be little more work done on the school. Only after the building is constructed will the Secretariat of Education enter the picture, and supply teachers and educational materials. When asked if the school planning provided for feeding or cooking facilities, the treasurer did not know, and was interested in knowing more about what would be involved. The motivation of the group, according to the treasurer, was supplied by the desire for a school, not by the food, which was introduced at a late stage. In his view the project brought the committee together, and the food helped strengthen the group and assure steady work and more rapid progress. The principal problem was the lack of funds and materials to finish the project, and the uncertainty of where and when these would be obtained.

APPENDIX B

LIST OF PERSONS CONTACTED

APPENDIX B

LIST OF PERSONS CONTACTED

USAID/DR

John P. Robinson	Director
John T. Bennett	D. Director
Wilmot L. Averill	Chief, Program and Capital Development Office
Michael S. Zak	Program Officer
Robert Bravo	Food/Agric. Officer
J. A. Rodriguez	Food for Peace Officer
James Murphrey	Chief of Party, Texas A&M University, Contract Team

Voluntary Agencies

CARE

George B. Mathues	Director
Glenn Porter	D. Director
Robert Flick	Assistant Director

CRS/CARITAS

Frank Valva	Director
William Pruzensky	Director Designate
Arthur Stegmayer	Assistant Director
Father E. Concepcion	Director, CARITAS Dominicana
Miguel Mahfoud	Program Assistant

CWS/SSID

Klaus Klawitter	Representative
Olga Hart de Peña	Director, Nutrition Education

Government of Dominican Republic

Secretariat of Education

Bienvenido Montes de Oca	General Director School-Feeding and Nutrition

Secretariat of Health Dr. Roberto Alvarez Franco	National Director Nutrition Division
Dr. Romeo de Leon	PAHO Nutrition Advisor
<u>World Food Program</u>	
Luis A. Vanegas	W.F.P. Advisor
<u>Province/Diocese Personnel</u>	
Bishop Thomas F. Reilly	San Juan Diocese
Toribeo Perez	CARITAS Promotor, Las Matas
Victor Julio Mercedes	SSID Promotor, San Juan and Barahona Areas
Dr. Elias Martiner	Director Regional Health Center, San Pedro de Macoris
Father Rafael Escala	CARITAS Social Director Higuey Diocese, Higuey
Sr. Marcana	CARITAS Promotor San Juan Area
Valerio Olivares	SSID Promotor, San Francisco de Macoris
Margarita Buret	SSID Promotor, San Francisco de Macoris
Vinicio Torres	Promotor in Charge, CARITAS, La Vega Diocese
Manuel Antonio Veras	Promotor CARITAS, Santiago Diocese
Georgina Buenas	Social Worker, Santiago Diocese
Lorenzo Felix	In Charge CWS/SSID Activities, Los Blancos in Barahona Area

Field Personnel by Food for Peace Category

Maternal Child Health

Maria Di Maggio	Social Promotor, State Sugar Corporation Mill, San Isidro
Mr. Pina	Social Promotor, State Sugar Corporation, Porvenir Mill, San Pedro de Macoris
Paula Mazara	In Charge, CRS Dry Distribution Sub-Center El Seibo Province, Higuey Diocese
Antonio Tapia	In Charge, CRS Dry Distribution Sub-Center Retiro Barrio, Higuey
Miguel Rodriguez	In Charge, CRS Dry Distribution Center, Higuey Diocese, Altagracia Province
Ana del Rosario	In Charge, CRS Feeding Station, Higuey Diocese, Altagracia Province
Consuelo Rodriguez	In Charge, CRS Feeding Center, Santo Domingo, San Pedro City
Francisco Avila	In Charge, CRS Feeding Center, Santo Domingo Arch Diocese, San Pedro City
Martin Fabele	Asesor M/CH Center, Los Cocos, San Francisco de Macoris
President	SSID M/CH Center, Naranjo Dulce, San Francisco de Macoris
President	SSID Comedor, Sonador
Sra. Mancebo	Committee Chairman, CWS Nutrition Center, Duvergé
Brother Carlo Colombo	President-Administrator, Comité de Promoción "Progreso de los Pueblos", Parroquia María Auxiliadora, Jarabacoa
Doctor de León	Physician in parochial clinic, Parroquia María Auxiliadora, Jarabacoa
Polibio Espino	President, Comité de Promoción San José, Pinar Quemado, Jarabacoa

	Committee Chairman, CRS Nutrition Center at Mata Gorda Center in Bani
	Committee Chairman, CRS Nutrition Center at Peravia in Bani
	Committee Chairman, CRS Nutrition Center at La Bambita
	Committee Chairman, CWS Nutrition Center at Maguanas Arriba in San Juan Area
	Committee Chairman, CWS Nutrition Center in Paraiso in Barahona Area

---

School Feeding

Eladio Antonio Aquino	Teacher, Boca Chica, National District
Altagracia Hernandez de Rodriguez	Teacher, Ramon Santana, District #50 San Pedro de Macoris Province
Ramón Antonio Martínez	District School Inspector, Piedra Blanca
Juan Ramón de la Cruz	Director, Escuela Rural Primaria e Intermedia "Abrosina Ramírez de Abad", Piedra Blanca
Director	Escuela Primaria "Salutio Morillo", Tenares
Directors	Two small primary schools near Moca
Director	Escuela Primaria, "Manuel Ubaldo Gómez", Jarabacoa

Food for Work

Federico Lebron Belez	Supervisor, CRS Rural Road Project 72-285 in Las Matas (Guayabo)

246

Bartolo Otaño	Supervisor, CRS Communal Road Project 72-282 in Las Matas (Naranjo)
Isidro Peña Perez	Supervisor, CRS Communal Road Project 72-277 in Las Matas (El Hoyo)
Leonardo Familia Cabrera	Supervisor, CRS Rural Road Project 72-276 Las Matas (El Hoyo) Supervisor, CWS Rural Aqueduct Project, Maguanas Arriba in San Juan Area
Julio Ramos	Supervisor, CRS Rural Road Project 72-335 in La Maguana, San Juan Area
Andre Ramirez	Supervisor, CWS Canal Project, Rancho Copey in San Juan Area
Luis Medina	Supervisor, CRS Animal Trail Project 72-259 Paraiso in Barahona Area Assistant to Supervisor, CRS Road Project 72-260, Platon, in Barahona Area
Reverendo Balolo	Pastor, Church in Caletón, Barahona Dist.
Felix Cuevas	Supervisor, CWS latrine project Caletón, Barahona
Ramón María Urbais	Supervisor, CRS Community Center Project and Chairman Agricultural Coop., Duvergé
Team Leader	SSID Feeder Road Project, Sonador, San Francisco de Macoris
Máximo Gutierrez	Supervisor, School and Feeder Road Construction Projects - Cáritas - Los Pomos, Jarabacoa
Juan Hernández	President, Comité for Community Center Construction (Cáritas), Sabana Iglesia, Santiago
José Román Fernández	Treasurer, Comité for School Construction (Cáritas), Barrio Pekín, Santiago
Erminio Martínez	President of Comité for Watering Job (Cáritas) Project, El Cayal, Villa Vasquez
Juan E. Regalado	President of Comité for School Construction Project (Cáritas), Limones, Villa Vasquez

APPENDIX C

VOLUNTARY AGENCY RESOURCES OTHER THAN TITLE II

APPENDIX C

VOLUNTARY AGENCY RESOURCES OTHER THAN TITLE II 1/

	CARE	CRS	CWS
Food other than Title II.	$9,654.00	-	$25,000.00
Clothing, Shoes, Blankets.	-	$1,032,072.20	$75,000.00
Vehicles.	-	8,959.32	-
Family Planning Program Cash Support.	-	-	$20,000.00
Medicines, Vitamins, and Medical Equipment.	$5,980.00	$117,740.42	$20,000.00
School Supplies.	-	$2,040.00	-
Support for Administrative Expenses.	-	-	$15,000.00
Personnel. 3/	-	-	$20,000.00
Family Planning Material and Supplies Support.	-	-	$20,000.00
Desks for Primary Schools.	$66,500.00	-	-
Others.	-	$1,189.30	$5,000.00
TOTAL:	$82,134.00	$1,162,001.24 2/	$200,000.00 3/

1/. Source: USAID/DR, TOAID A-49, March 10, 1972.

2/. Catholic Relief Services pays the salary of the two American representatives. CRS also receives funds for use in the DR from four to five other sources. In CY-1971 the total of these additional contributions was $59,330.00.

3/. In addition to this amount, CWS counterpart (SSID) contributed the amount of $25,000.00 for the sponsoring agency overall programs in the D.R.

219

APPENDIX D

LOGICAL FRAMEWORK

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APPENDIX D - PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY _____ to FY _____
Total U. S. Funding _____
Date Prepared: _____

Project Title: PL 480 Title II -- DOMINICAN REPUBLIC

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes:	Measures of Goal Achievement:		Assumptions for achieving goal targets:
1. Goals for (a) Maternal and Child Health and (b) School Feeding are to assist in the Dominican effort to reduce the degree of malnutrition affecting the economically disadvantaged sector of the population by providing a mineral-fortified and vitamin-enriched food supplement for school children, expectant and nursing mothers and children under six.	1. Doctors' opinions and weighing of children	1. Doctors' opinions are given at Government health centers. Weight charts are kept at such centers and some nutrition centers. Otherwise, reliance is placed on opinions of teachers and mothers as to growth and health of children.	1. A food supplement of fortified foods will make an impact on malnutrition.
2. Food for Work goals are to utilize food resources as a catalyst to attract and commit the energies of able-bodied unemployed and/or underemployed people in economic development activities designed to alleviate cause of the need for such assistance and other community development activities.	2. a. Objectively verifiable research as to whether food is a catalyst has not been undertaken. However, opinions of workers and voluntary agencies are available.	2. a. Opinions of workers and volags are obtained.	2. a. That food supplement supplied under Title II is acceptable to workers and is in sufficient quantity to act as a catalyst.
	b. Unemployment or underemployment lists are not available, but knowledge is available of slack agricultural seasons and widespread underemployment in rural areas.	b. Existence of unemployment or underemployment is verified by field visits.	b. That widespread underemployment and seasonal unemployment exists.
	c. A measure has not been made of the extent to which the activities alleviate the need for the assistance through cost/benefit or increase in income studies. It would be difficult, since isolating the food for work impact would be hard.	c. Lists of types of projects undertaken and physical accomplishments are made.	c. That food for work accelerates economic development projects, of some significance and can promote other community development activities.
Project Purpose: To supply supplementary food to the following estimated or projected recipients:	Conditions that will indicate purpose has been achieved: End of project status.		Assumptions for achieving purpose:
MCH 1972: 302,500; 1973: 302,500 School lunch 1972: 400,000; 1973: 416,000 Food for Work 1972: 169,000; 1973: 142,000 To increase the MCH and School lunch programs according to the ability of the voluntary agencies to administer the program effectively. No terminal date for any part of program now contemplated.	Feeding annual levels approved in roughly the numbers estimated without significant diversions in a well-managed program. There is no terminal date for achieving project goals.	Voluntary agencies and USAID maintain records on recipients, food receipts and losses. On site visits to verify reports are made.	Assumption is that reports are reasonably accurate.

AID1020 2812 71)

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title PL 480 Title II -- DOMINICAN REPUBLIC -- Page 2

Life of Project:
From FY _____ to FY _____
Total U S Funding _____
Date Prepared _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs	Magnitude of Outputs:		Assumptions for providing outputs:
1. Numbers of recipients actually receiving supplementary foods.	1. Projected recipients for 1972: MCH 302,500 School lunch 400,000 Food for Work 169,000	1. Recipient status reports; on-site checks.	The records are reasonably accurate.
2. In case of Food for Work, physical accomplishments of roads improved, land cleared, community centers built and community action engaged in.	2. List of projected Food for Work accomplishments based on prior year's experience.	2. Lists of completed projects; verified through on-site checks.	Same as above.
Inputs	Implementation Target (Type and Quantity)		Assumptions for providing inputs:
Estimated for 1972 Title II commodities valued at: MCH $3.1 mil. School feeding 2.8 Econ. Dir. 1.0 $6.9 mil. GODR contribution: $1.0 mil. USAID FFP/branch ____ mil.	Normal accounting records	Audits	The level of recipients estimated can be reached.

PART FIVE
MOROCCO

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: MOROCCO

Submitted to the

United States Agency for International Development
Washington, D. C.

February 11, 1972

Checchi and Company
Washington, D. C.

22

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815 CONNECTICUT AVE., N.W.
WASHINGTON, D.C. 20006

TELEPHONE
(202) 298-8630

CABLE ADDRESS
"CHECCHI"

February 8, 1972

Mr. Donald S. Brown, Director
USAID Mission
43 Avenue Allal Ben Abdallah
Rabat, Morocco

Dear Mr. Brown:

Checchi and Company is pleased to provide you with the attached report pursuant to the activities of the joint Checchi-AID/W team which has been engaged during the past month in a review of the PL 480 Title II program in Morocco. Our report attempts to provide a brief analysis of this program as it is perceived by Washington. USAID staff, voluntary agency personnel, and host government representatives. Summary descriptive materials are included so that you may obtain a feeling for the accuracy and scope of our work in the field. Further, an informal discussion is presented of some policy issues which we may wish to pursue at greater length as we review Title II efforts in other countries.

We have tried to emphasize at all times, to Moroccans and to USAID staff alike, that this review is in no way an audit, nor is it a really comprehensive evaluation of the Moroccan Title II program as such. We have sought, rather, to begin to identify those broad issues which may bear on more effective overall direction of Title II on a worldwide basis. As you know, Morocco is the first country our team has visited. We trust that you will find our report in keeping with this set of limitations and within the range of our special perspective.

We wish to express our appreciation for the excellent cooperation which we have received. In particular, we would single out those Moroccan officials who provided the team with their candid and perceptive comments about the program and its impact here. Our thanks are also due to Robert Richardson, Robert Caspy, and George Carner of the USAID staff, as well as to numerous other mission and embassy personnel who responded to our questions and helped in our search for information. The cooperation

received from Mr. Lee Sanborn and his staff at Catholic Relief Services, and from Mr. Sydney Engel of the American Joint Distribution Committee, was vital to our effort and greatly appreciated by the team.

The Checchi portion of the Moroccan review team consisted of Mr. Richard A. Ellis and myself. In addition, during the first week of our stay we were joined by Mr. Richard Abbott, the Checchi project director for this assignment. Representing AID/W on the team were Mr. Edwin K. Fox, Director of Evaluation, Office of Food for Peace, and Mr. Frederick C. Hubig, who is with the Office of Development Planning/Africa. Checchi acknowledges special indebtedness to these two men. We hope that they will continue to lend their advice and counsel to this study during the months to come.

It is our wish that this brief report may be of some usefulness to USAID/Rabat as well as a helpful input to the general evaluation of PL 480 at the Washington level. We urge that you advise us of any comments which you may have, and to keep us posted should any new developments arise in Morocco which would affect Title II endeavors here.

Again, our thanks for the cooperation of you and your staff.

Yours truly,

Jack W. Anderson

Jack W. Anderson
Team Leader

TABLE OF CONTENTS

		Page
Section I	Background and Setting of PL 480 Title II Programs in Morocco	1
Section II	Program Goals and Objectives: A Comparison of the Views of AID/W, USAID, and Others	3
Section III	PL 480 Title II Programs in Morocco	7
	A. Promotion Nationale	7
	B. Catholic Relief Services	15
	C. The American Joint Distribution Committee	21
Section IV	Some Questions for the Worldwide Study Which are Related to Moroccan PL 480 Program Efforts	23
Appendix A	A Sampling of Moroccan Development Projects Supported by PL 480 Title II Commodities	A-1
Appendix B	Persons Contacted During Moroccan Visit	B-1

276

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: MOROCCO

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN MOROCCO

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN MOROCCO

To obtain a sophisticated and precise assessment of the development setting for all of Morocco in four weeks is a task well beyond the capabilities of this group of analysts. We can, however, determine several of the critical elements which may underlie the Moroccan situation. All observers[1] seem to agree on several fundamental facts:

- Morocco is favorably endowed, compared to many other developing countries, in such categories as health, economic resources, administrative skill, proximity of export markets, and others. This is not to say that severe problems in each of these fields do not exist; but Morocco seems to have come to grips with many development problems which are still very much unresolved in other developing nations. This record of accomplishment may be in part due to continuing U. S. aid inputs.

- The problem of population increase, exacerbated by a pronounced rural-urban migration pattern, poses not merely a challenge to Moroccan development, but a threat which could wipe out much of the gains which have been experienced thus far.

The Moroccan Five Year Plan 1968-1972 spells out the implications of the population question in very clear-cut terms. A need is anticipated for two million new jobs in urban areas alone by 1985. Associated social service obligations of the government--in education, housing, and public health--will also rise precipitously.

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[1] Our major sources include USAID documents, materials provided by AID/W, the Moroccan Five Year Plan 1968-1972, and Moroccan follow-through documents associated with that plan. Mr. Robert Caspy of USAID/Rabat provided helpful economic summaries prepared by banking institutions and by the Economist Intelligence Unit. Our impressions from these materials were further developed in talks with operational personnel in the field, both Moroccan and others.

The public officials of this country are well aware of the implications of these demographic trends. Everywhere we have traveled, the team has received unsolicited statements of concern about "la jeunesse"--the young who, it is said, have no memories of the past and who aspire to the standards of life of well-developed countries. We have estimated[1] that in the next five years, at least one million young Moroccans now aged 10-14 will enter the labor market. In the five years after that, a million and a half may be anticipated. Corresponding figures a generation ago would have ranged well under 500,000. Recent estimates of unemployment[2] suggest that over 20 percent of the labor force is already without work; in urban regions the rate is considerably higher. The social and political implications of multitudes of youth entering this labor market, many without adequate training, all attempting to find meaningful work, are indeed sobering.

Another salient fact which seriously affects Morocco's development posture has to do with the real costs of outside development assistance. The GOM has estimated that continuance of loans at 1968 levels would result in obligations (interest and amortization) equal to the aid itself by 1980. Such indebtedness can only be incurred when there is reason to believe that the assistance will result in tangible improvements in economic strength. Morocco needs aid, however, not only to expand its economic base, but also to simply keep up with population expansion. The problem is a very familiar one; in Morocco, however, it tends to be expressed as a need for work opportunities as much as a need for additional food and shelter.

Given these conditions, the positive interest of Moroccans in grant PL 480 commodities as a resource for food-for-work programs is unsurprising, for Title II has a double-barreled effect: it provides capital for payment of workers, while at the same time grant commodities do not incur debts. Furthermore, the projects themselves may have a considerable economic value, although benefits tend to be indirect and realizable only over many years. Other potential values of the program--feeding hungry people, improving nutrition, and so on--seem to be recognized and appreciated, but Moroccan priorities for Title II emphasize the creation of work. Such a set of preferences is not necessarily consistent with the intentions of AID/W, at least not superficially. This issue is taken up at some length in the section which follows.

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[1] A very rough but conservative estimate based on a comparison of demographic data in the Annuaire Statistique du Maroc--1970 and employment data in the AID economic summary (see below).

[2] Morocco Economic Summary, December 1, 1971. Provided by the AID/W desk, apparently from the embassy's files.

SECTION II

PROGRAM GOALS AND OFJECTIVES: A COMPARISON OF THE VIEWS OF AID/W, USAID, AND OTHERS

SECTION II

PROGRAM GOALS AND OBJECTIVES: A COMPARISON OF THE VIEWS OF AID/W, USAID, AND OTHERS

The scope of work for the worldwide review of PL 480, for which this report is a part, stresses the need for a policy review of present AID goals and objectives. As the scope of work for this endeavor puts it, "The broad purpose of this evaluation is to help AID determine whether best attainable results are being achieved with the use of Title II foods; and if not, why not." Further, it is clear that policy interpretations at the Washington level are not beyond the scope of this review; indeed, they comprise one of the major emphases of the study, with the field work in eight countries and Checchi home office analyses of other national programs constituting inputs to this basic program assessment.

For obvious reasons, then, this study team has exhibited a special interest in program goals as perceived by USAID/Rabat, both to see how clearly AID/W interests have been communicated, and to see how well, in the minds of qualified observers on the spot, those interests really fit local situations. Also, this exploration has been carried further in our discussions with local and national Moroccan officials, voluntary agency representatives, and program operators.

To define USAID's perspective, the AID evaluation system's "logical framework" approach provides a convenient way to assemble judgments in a fashion roughly consistent from country to country and readily communicated to AID personnel. Through extensive discussions with Rabat Food for Peace, Program Office, and evaluation personnel, such a f. mework was worked out for Title II activities in Morocco, as viewed by these mission staff. The completed matrix is provided on the following page as Exhibit I.

AID Manual Order 1572.1 designates Mother/Child Health feeding as the highest priority for the use of Title II commodities. Manual Order 1572.3 assigns second priority to Economic Development Work Projects. In the construction of the Project Design Summary Logical Framework for USAID/Rabat, it became quite apparent that the mission, while not denying the importance of MCH programs, places its first priority on work programs. We judge this stance to be very much in line with Moroccan planning, which all observers find to be of exceptional quality, realism, and effectiveness. The extent to which the food-for-work programs have been emphasized is illustrated by a comparison of numbers of recipients, totaling 993,000 in FY 70 for work programs as

EXHIBIT I

USAID/RABAT LOGICAL FRAMEWORK
PL 480 TITLE II EFFORTS

Project Title: PL 480 Title II Program in Morocco

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: Assist the GOM towards fulfillment of the socio/economic development objectives of the Five Year Plan.	Measures of Goal Achievement: Completion of Plan Specifications in fields of rural development and tourism and a trend towards increased consciousness.	Report by GOM on accomplishments of the Five Year Plan; increased requests from community groups for projects beneficial to and supported by the communities.	Assumptions for achieving goal targets: That the Five Year Plan is valid and achieveable.
Project Purpose: 1. To support the GOM by providing wages in kind to utilize available manpower resources on economically productive projects in the fields of rural and urban development. 2. Provide diet supplements for MCH, school feeding, and other child feeding programs.	Conditions that will indicate purpose has been achieved: End of project status. 1. Reduced soil erosion, impoved water management, increased cultivatable land, expanded urban infrastructure, improved sanitation, improved disease control, expanded recreation facilities, new housing, roads and bridges, eased symptoms of unemployment, improved tourist attractions. 2. Willingness of GOM to expand and increase participation in feeding programs.	1. P.N. Annual Report, CRS records. 2. Formal request from GOM to CRS for increased U. S. participation in expanded GOM undertaking.	Assumptions for achieving purpose: 1. That the works projects have an impact on the rural and urban setting. 2. That the present average Moroccan diet is insufficient. 3. That diet supplements help alleviate insufficiencies.
Outputs 1. Completed work projects. 2. Combatting malnutrition through MCH, school feeding, and other child feeding programs. 3. Improved nutritional education.	Magnitude of Outputs: 1. 4,313 projects under P.N. and CRS and compensation for 35,000,000 man-days of work. 2. 70,850 MCH recipients, 205,000 school feeding recipients and 30,000 other child feeding recipients. 3. 6,600 mothers at 44 centers; an additional less than 10,000 under PMI.	1. CRS reports, OCIC reports, Provincial Government reports, FFP field inspections, USG audits. 2. CRS reports; Min/Ed reports. 3. Records of Entraide Nationale, Red Crescent, and Union National Marocaine.	Assumptions for providing outputs: 1. That project designs are correct. 2. That exposure to nutrition courses means learning. 3. Feeding programs are not keeping up with rising level of population.
Inputs: 1. Labor 2. Wages 3. Title II commodities 4. Transportation, supplies, equipment and logistical support furnished by GOM, CRS and USAID. 5. Technicians 6. Participants 7. Nutritional training	Implementation Target (Type and Quantity) 1. 35,000,000 man-days unskilled, unemployed and underemployed labor. 2. $12,000,000 in GOM budget. 3. Wheat 100,000 MT, NFDM 3,373,000 lbs., CSM 693,000 lbs., WSB 72,000 lbs., flour 108,839,000 lbs., cornmeal 32,000 lbs., bulgur 41,000 lbs., rolled oats 14,000 lbs., vegoil 7,117,000 lbs. 4. Approximately $400,000 from Promotion Nationale, $180,000 from Entraide Nationale, and $120,000 from Cantine Scolaire plus inestimable amounts of material and support. 5. Two IVS forestry volunteers, technical support from GOM Ministries of Agric, Public Works, Interior, Public Health and Primary Education, Municipalities and USAID as required. 6. Five GOM participants to U.S. 7. Teachers in approx. 2,000 schools, social workers in approx. 30 MCH centers; approx. 30 Min. of Health workers.	1. OCIC reports and Provincial Government data. 2. GOM budget document. 3. TAs, P.N., CRS, Entraide and OCIC records. 4. CRS audits, GOM audits, USG audits, FFP field inspections. 5. In place. 6. USAID records. 7. CRS reports, GOM reports, FFP field inspections.	Assumptions for providing inputs: 1. Suitable labor exists. 2. Commodities arrive on time. 3. GOM technicians have sufficient time to design and complete projects. 4. Adequate GOM administrative capability and support.

against 62,100 for MCH in that year. Even considering school feeding recipients (208,300) and other child feeding programs (29,300), these endeavors are small compared to the economic development work programs.

The key factor in this modification of priorities seems to be the Moroccan concern with the high levels of underemployment and unemployment previously alluded to (in Section I, above). Furthermore, the country is not faced with the kinds of gross health dilemmas which beset many developing nations--an opinion which is shared, incidentally, by local public health personnel. (We must note again that this is not to say that Morocco does not have severe health problems and difficulties of malnutrition.) A theme running through the statements of many officials, when the team explored these topics in its field work, was a conviction that the economic essentials--employment, income, and development of capital assets--ought to come first, and that if those goals could be achieved other benefits would follow.

Through the use of Promotion Nationale and the self-help programs of Entraide Nationale/CRS, the Moroccan government has been able to provide temporary employment for a very substantial portion of the population, extend supplemental food, produce tangible capital assets as outputs of work, and--in the case of P.N.--give a small cash wage to a wide range of persons without jobs. Since the Five Year Plan places considerable emphasis on efforts to increase employment through productive work projects, very good support of these programs on a national and on a local level has existed. Indeed, in some areas such as the Province of Ouarzazate where unemployment is especially severe, the P.N. program is a major economic force.

There is also a negative rationale which supports the choice of priorities which exists in Morocco. CRS/Entraide Nationale does not have an established delivery network through which commodities can be placed in the hands of MCH target groups. Indeed, CRS seems to have exercised considerable imagination and entrepreneurship in developing those centers it now has and in encouraging participation by a very wide range of local civic organizations. As discussed later in this report, CRS is making efforts to expand the MCH program, but we see no way that these efforts could reasonably be expected to match the work programs in scale during the foreseeable future.

This distinction in program priorities raises a number of basic questions for the parent worldwide study. The team is in no position to settle these questions at this point in its work; however, listing some of them here may be of interest to the mission and may further illustrate

the special perspective we have with respect to the study of Title II. For example:

- Just what does the term "priority" mean for AID? Does it mean that MCH should be pressed to the limit of available resources and infrastructure, in which case one could, in fact, view the Moroccan program, depending on how rigorously CRS and mission staff commitments are viewed, as being indeed congruent with AID/W priorities? On the other hand, should the word "priority" be understood in the sense that it defines what program one cuts last, in which case we doubt that either the Moroccan government or USAID would sever all food-for-work, if the choice were theirs, before cutting back MCH?

- Is it possible that the whole notion of priorities is somewhat misleading? Given the problems of finding an infrastructure for MCH, is it not likely that other endeavors might frequently consume more of the daily time of USAID staff, host government representatives, and others, and therefore constitute a higher "priority" in at least that sense?

- Does a high priority on a program like MCH presuppose that all countries receiving aid have equal needs for this type of emphasis? Does it imply that AID is aiming Food for Peace at particular kinds of developing nations--not necessarily those which, like Morocco, may have been moderately successful in overcoming some basic health dilemmas?

Addtional questions of this sort are taken up in Section IV of this report. Again, we would stress that these issues which will be settled, if at all, by the work done for Checchi's overall final report, rather than in any one review at the country level.

SECTION III

PL 480 TITLE II PROGRAMS IN MOROCCO

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The Moroccan Title II program consists of three components: a substantial government-to-government effort, in which the USAID staff directly coordinates with the Moroccan counterpart, Promotion Nationale; a large voluntary agency effort managed by Catholic Relief Services in cooperation with another government agency, Entraide Nationale, and including food-for-work, MCH, school feeding, and other activities; and a relatively small voluntary agency effort operated by the American Joint Distribution Committee and working directly with local counterparts in the Jewish community. Each of these endeavors is taken up below. Our emphasis is on a description at the national level. Examples of specific local projects will be found in Appendix A, attached to this report.

A. Promotion Nationale

> "The program of Promotion Nationale is the battle against underdevelopment."
>
> --King Hassan II

One of Morocco's most critical social and economic problems has been to find a means of channeling increasing numbers of unskilled, unemployed and underemployed rural and urban workers into economically productive activities. U. S. PL 480 Title II wheat, provided at a rate of about 100,000 metric tons annually, addresses this problem by providing a capital resource for Promotion Nationale, a creation of the Moroccan government which puts unemployed people to work in labor-intensive development projects. P.N. activities cover a wide range of project types which, since the program was initiated in 1961, have demonstrated an ability to provide a flexible response to changing local priorities within a framework of national guidelines for planning.

Provincial governors are responsible for project execution at the local level. The provincial council, consisting of representatives from ministry technical services and district chiefs (caids), plays a major role in project planning and technical direction. At the national level, the program is administered by the staff of the Office of Promotion Nationale, whose major responsibilities are accounting and planning. P.N. is organizationally a part of the Ministry of Agriculture; overall policy direction is provided by the Higher Council of Promotion Nationale, chaired by King Hassan II.

1. Background

Promotion Nationale is a food-for-work program that was begun in 1961 to address two critical bottlenecks inhibiting economic development in Morocco: chonic underemployment and unemployment, and a low level of agricultural production. Given a lack of capital and technical skills, P.N. programs were designed to be labor intensive, technically simple, and oriented toward economic development in the broadest sense of the term. Initially, the primary criteria for a project was the degree to which it provided employment.

The accomplishments of this program over the past ten years suggest an outstanding record of project activity. Overhead costs have been kept quite low by maintaining an exceptionally small administrative staff. Technical skills for project implementation have been provided almost entirely by the GOM's own technical services ministries, which operate in cooperation with P.N. Exhibit II on the following page summarizes this record for the first decade of P.N. operation.

The U. S. input to the P.N. program consists of food and technical assistance. The GOM Five Year Plan 1968-1972 sets an annual program goal of 25 million man-days of work. The 100,000 metric tons of PL 480 Title II wheat is utilized as in-kind payment to project workers. The U. S. also pays ocean freight costs to Moroccan ports. These U. S. inputs account for about 26 percent of program costs (looking at the program from a Moroccan perspective; the U. S. share is somewhat greater if C.C.C. commodity values are considered and if ocean transportation is taken into account).

Since 1961, U. S. wheat grants have totaled almost a million metric tons for P.N., for a total C.C.C. value of $134,811,000 (including ocean transportation to Morocco). The corresponding world market value of this wheat is about $65,550,000 (excluding ocean freight). If 1971 is excluded (to allow a comparison with first-decade GOM contributions, below), U. S. contributions can be pegged at about 885,000 metric tons, at a C.C.C./O.T. expense of roughly $125 million.

The Moroccan contribution to P.N. in this same decade (1961 through 1970) has totaled at least 518 million dirhams (over $100 million). This includes cash wages to laborers, purchase of tools, acquisition of equipment, purchase of materials, and administrative costs. This $100 million Moroccan contribution to P.N. may be understated on the basis of salaries only. The contribution can be estimated at something in excess of $200 million on the basis of the man-day breakdown plus an assumed input of slightly less than one billion metric kilos of wheat.

This is a maximal estimate because it presumes perfect efficiency. On a man-day basis, program costs total 5.60 dirhams: 4.00 dirhams in labor costs (2.40 in cash wages, the balance being the value of the in-kind wheat ration), plus internal wheat transport costs (borne by the GOM) of .40 dirham and material costs of 1.20 dirhams (also borne by the GOM).

Exhibit II

PROMOTION NATIONALE: ACCOMPLISHMENTS, 1961-70

Agriculture	
Soil Conservation (hectares)	108,409
Reforestation (hectares)	97,081
Range Management (hectares)	10,980
Fruit Tree Planting (hectares)	20,316
Land Clearing (hectares)	44,927
Irrigation and Water Utilization	
Canal Building and Repairing (Kms)	12,213
Watering Places (cubic meters)	1,334,021[a]
Water Storage (cubic meters)	341,980[b]
Water Control (cubic meters)	374,108[a]
Infrastructure	
Tertiary Roads: Construction, Repair (Km)	65,467
Streets and Highways (Km)	1,827
Houses (each)	18,922
Farm Buildings (each)	672

[a]Since 1967.

[b]Since 1970.

Source: USAID documents, taken from annual Promotion Nationale Accomplishment Reports. Figures for 1971 are not yet available.

The Office of Cereals of the Ministry of Agriculture (OCIC) has responsibility for receipt of the wheat at Moroccan ports. OCIC has an extensive network of facilities and staff throughout the country and handles storage, transportation, and distribution of wages-in-kind. Until recently, monthly distributions were made to project sites, where cash payments were to be disbursed at the same time. However, at this writing a new system is in effect in which workers are issued vouchers for payment of wheat, which can be collected at designated storage points. This procedure was adopted to reduce distribution costs to P.N., and also invites a monitization of the program, since ration cards can become a kind of currency.

The considerable accomplishments of P.N. are highly visible throughout Morocco. Erosion, for example, which is a critical problem in the North, is being curtailed by systematic anti-erosion and reforestation projects under the technical direction of the Office of Water and Forestry. Local participation on the part of people toward their own progress and development seems to have increased considerably in the past several years. The GOM Five Year Plan 1968-1972 asserts that "making maximum use of available labor to implement a combination of small-scale, mutually productive investments will provide the basis for subsequent development on a larger scale."

2. Observations

Our comments here are based on a necessarily brief review of materials pertaining to P.N. and limited work in the field; they in no way comprise a thorough-going evaluation of this large and complex program.

a. A theme heard frequently from all levels of Moroccan personnel involved in P.N. is that while the original principles of the program are viewed as unchanged--that is, its major purpose is to attack the problem of unemployment--economic viability and social improvement should become a principle objective with employment as a benefit. Areas of economic potential, such as tourism, are being closely studied to determine their potential for P.N. activities. Considerable interest has been expressed by Moroccans in improving P.N. capabilities for projects in public health, rural and urban housing, education, and programs for youth.

b. Concern for program management improvement was also expressed. It was pointed out that changes were being implemented in several areas, including:

- Increasing the cash levels that paymasters can handle;

- Increasing the number of paymasters;

- Placing funds in the province earlier in the fiscal year, with 50 percent of the budget in place immediately after the first of January;

- Centraling procurement and coordinating tools, equipment and materials;

- Speeding up the project approval process; and

- Augmenting audits at Rabat P.N. headquarters.

All of the above measures should improve the overall management of the program if they are implemented. USAID might consider developing, in cooperation with the GOM, a more systematic joint review of these management problems and attempt to eliminate the need for so many lergthy, high-level memoranda.

c. P.N. programs vary considerably by region. For example, in the North (Rif Mountain) regions, soil conservation, reforestation, and road building predominate. In the South, development of water resources are the primary activity. In the mountains, an effort is being made to make productive use of lands unsuited for crop production through reforestation projects. In the central plain, somewhat better off economically than other regions, more sophisticated types of projects tend to emerge, such as tourism promotion, education, public health, and housing (see project descriptions in Appendix A).

d. In general, P.N. projects have been aimed at meeting those basic requirements which are expressed by local authorities. There is an increasing official awareness of locally expressed needs; at the same time, P.N. administrators would like to focus on larger projects which can take advantage of economies of scale and focus on overall country development objectives. As local initiative increases, it may become difficult to impose national policy guidelines. Closer coordination may be a necessity.

e. P.N. depends to a great extent on the technical services ministries to carry out its projects. This seems to have worked out exceptionally well, in that it has fostered a decentralized program environment which gives free rein for local initiative and imagination, and has encouraged a cooperative, "team" approach to local development. The provincial councils appear to be actively involved with P.N. projects and technical service representatives seem to communicate freely. For example, in meetings at the provincial level in Al Hoceima, a very large number of persons contributed to the discussion and commentary seemed surprisingly candid and open. Since P.N. is in the Ministry of Agriculture, the provincial agricultural agent is the authorized local P.N. representative.

f. The issue of the suitability of wheat as a medium of payment was considered on several occasions. This payment-in-kind is entirely in grain, milled by the recipients themselves. Reactions were mixed but tended toward the feeling that grain as a wage presents some considerable problems to all concerned. The grain is quickly recognized as an additional resource for Morocco, but its storage, shipment, distribution, and collection is expensive and unwieldy. Most provincial officials indicated that ten years of experience in handling grain has allowed them to handle it with a minimum of difficulty, as the wheat is, after all, a viable resource and far better than nothing. Nevertheless, the physical problems involved in getting the commodity to each worker do present local officials with a real headache when payday comes, and the worker is faced with a serious logistics problem in getting the grain to his home.

The question of suitability of grain wages raises another issue: is the grain really an incentive to work? Some observers, both Moroccans and others, suggested that grain is viewed as a welfare commodity and may create a psychological block against putting in an "honest day's work." There seems to be a sense that workers feel that if they were starving grain would be provided anyway, so why work hard for it? Thus, it is possible that, given the mental and attitudinal outlook of the Moroccan workers employed by P.N., if all wages were paid in cash, the work output would increase.

If the above argument applies, one may ask if it would not affect CRS food-for-work programs with even greater force, since all CRS payments are made in kind. However, we feel that the comparison is not so simple. Unlike P.N., self-help tends to be urban in character. Unemployment is a more severe problem in the cities; recourse to one's own garden plot for sustenance may be impossible; populations are much more concentrated, making the logistics problem much easier; and the

commodities themselves are different: flour, not grain, plus other foodstuffs such as vegoil.

g. The coordination of technical programs at the provincial level seems to be quite effective. However, there may be serious communication gaps at the national level between P.N. and Entraide Nationale. The mechanics of P.N. operations show that projects proposed by provincial councils may be rejected by P.N. or by USAID as too small or unsuited to the guidelines, but referred back to the local council as a good potential CRS self-help project. For example, USAID has on occasion indicated that a project would be approved as self-help. In some instances P.N. and self-help seem almost interchangeable--for example, in urban development applications in Safi and Tetouan. It has occured to the team that the existence of both development programs may provide local leaders with a choice of means, freeing localities from dependence on a single source of support. We have also heard of a number of cases where local officials were able to trade self-help for P.N., or vice versa, depending on resource availabilities. These kinds of circumstances raise this national coordination issue and suggest a potential for increased joint programming.

h. One might question, as was the case in one of the audit studies which the Checchi team reviewed for the worldwide PL 480 study, the economic viability of projects such as those sponsored by P.N. when (for example) one travels over a Promotion Nationale road and passes only one or two other vehicles. When we inquired about economic benefits from the program, most administrators stressed employment--the capability of the government to provide work to a large sector of the population, a sector experiencing difficult times both due to endemic underemployment and to transitional problems of rural development and changes to more modern agricultural methods. Work is seen as an economic bonus and, we feel, as a political one as well. The opportunity provided by P.N. for the government to engage in direct service to members of its constituency was felt to be very important.

In physical development terms, infrastructure projects were considered the most beneficial, especially roads. An excellent system of national highways links Moroccan cities, but until P.N. was involved many villages were as isolated as ever, slowing the arrival of the benefits of a modernizing society. In real terms, one truck load a week of consumer items arriving in a remote mountain village may have a tremendous impact. AID staff are familiar with the notion of development breeding a desire for more development; Morocco is a classic case in point, and local officials are quick to note that when a road opens up a village, demand for additional services escalates rather quickly.

Reforestation of the badly eroded Northern Rif Mountain slopes is another example of a major program with obvious short- and long-run benefits. In combination, the roads and timber development sponsored by P.N. make lumber a potentially significant economic activity. In a country where wood is scarce, it is difficult to quarrel with the rationale of such a plan of development.

i. Another question which produced varied responses has to do with the balance of program priorities. In general, it seems clear that the fundamental objective is still the improvement of the basic economic infrastructure of Morocco. However, there are increasingly strong demands for new program directions in such fields as rural electrification, housing, and social services--schools and medical facilities. The rural population seems to be somewhat more receptive to innovation and change, as ten years of experience with P.N. and other GOM programs begins to produce tangible results which can be recognized at the village level.

j. Again, the matter of "la jeunesse" arises, partially as a result of programs like P.N., which have opened up much of the countryside and encouraged a loss of continuity and cohesion of the traditional village culture. One official in Tetouan noted, for example, that by far the majority of youth in his province were rural residents, and that youth programs centering on cities only could cause widespread discontent and encourage further rural-urban migration, in direct conflict with the national development plans.

A youth corps concept is being developed on an experimental basis to deal with such problems. The American Job Corps program, in fact, was cited as a possible model for Moroccan efforts. At this writing, it is not clear whether the GOM has the staffing and general management capability to take on this type of endeavor. Technical assistance from USAID may be helpful. In the judgment of the Checchi members of the team, who have some familiarity with Job Corps concepts, it is possible that some of the difficulties which impeded these efforts in the U. S. could be less troublesome in Morocco, where there is widespread agreement within the government on the need for such a program. A concentrated effort to innovate in this direction might be well worth exploration.

k. When discussing the possibility of changes, including curtailment, of PL 480 Title II inputs to P.N., one official noted that most people in developing nations believe that the U. S. has made a moral commitment to the social advancement of the developing world. Through P.N., Morocco has likewise advanced such a commitment to its people. The team believes that any decision to curtail such a program

must take into account the realities of political and psychological expectations as well as the economic dilemmas of dependence which, incidentally, seem to be a mixed issue at worst in this country (any problems of simple import-export dependence on commodities seem to be more than balanced by the country's obvious and extensive efforts to use these commodities to build a strong economic base). Even though some of the initial objectives of the P.N. program have been achieved, it must be understood that second-stage development demands are now being generated, and that the population problem means that unemployment will be a critical problem in Morocco for at least a generation to come.

Promotion Nationale is a program that many developing countries would do well to study and adjust to their own needs. It seems to be a valuable resource that administrators at local levels can adapt to meet the economic and social development needs of their communities.

B. Catholic Relief Services

CRS has operated in Morocco since 1958. With a staff of three professionals and three secretaries, all in Rabat, plus four end-use checkers, it has developed a Title II program package which is presently the largest, overall, in the country--bigger than P.N.--and which embraces such diverse activities as MCH, school lunch feeding programs, self-help food-for-work projects utilizing able-bodied workers, and programs for the blind, crippled, and aged. CRS has no country-wide, indigenous organization which can carry out this program. Caritas exists in Morocco but (as would be expected in a Moslem nation) is relatively small. Instead, through cooperation with the GOM's social welfare agency, Entraide Nationale, and through extensive and vigorous efforts to work with local civic groups, the CRS staff has created a dynamic and flourishing program.

CRS signed its original agreement with Entraide Nationale in 1959, an agreement revised in 1966. With a FY 72 program which utilizes an adjusted total of approximately $8 million in commodities, CRS reaches nearly 200,000 school children in lunch programs; 190,000 infants and their mothers in MCH (compared to 62,100 recipients in FY 70), plus other recipients in institutions and health centers; 405,000 participants in self-help food-for-work programs; and 30,000 children in orphanages and summer camps.

1. Organization and Background

The major counterpart agency for CRS is, as noted above, the Entraide Nationale. The older sister of the King of Morocco is still nominally the President of Entraide. At present, Princess Lalla Aicha is the Moroccan Ambassadress to Rome. When first set up under Mohammed V in 1956, Entraide operated directly under the throne and funds came from the Ministry of Finance or directly from the Prime Minister.

The primary concern of Entraide has been the welfare of orphans and abandoned children, served through the Moslem Benevolent Society (SMB). Schooled with, and a close friend of, King Hassan II, Abdallah Gharnit has served as the High Commissioner of Entraide for the past four years. The organization was formerly under the Ministry of Youth and Sports, but as a result of a recent Royal Decree, Entraide will have a new commission represented by several ministries, directly responsible to the King with Charnit continuing as High Commissioner. Financing from the Ministry of Finance will be augmented with funds from a new National Lottery and from a surtax on GOM slaughterhouses.

At this writing, CRS administrative costs are borne by Entraide; these include costs of office space, local employee salaries, and mileage on vehicles used by end-use checkers. For FY 72, the Ministry of Finance has allocated 17 million dirhams--almost $3.5 million--for Entraide inland freight, handling, warehousing of Title II commodities, and administrative expenses. Another 4.5 million dirhams are provided by the Ministry of Education for inland transport, equipment, and various administrative expenses connected with the school feeding programs.

2. CRS and The Five Year Plan

The CRS/Entraide program has not been explicitly included in Moroccan development planning in the past, and it is uncertain what role might be assigned to this activity, if any, in the new plan now under development for 1973-1977. Thus the fit of these programs to national development goals and to USAID priorities is somewhat less clear-cut than is the case with P.N. Nevertheless, the team is strongly convinced that the CRS program does fit well into the more general plans of the Moroccan government, and that it makes a very substantial contribution to development in this country, particularly in the areas of reduction of unemployment, capital development, improvement of vocational education, and youth training. The mechanism by which this fit is achieved is the local community administrator, who may use CRS/Entraide resources much as he might use P.N.

Through Entraide and through the efforts of its own staff, CRS seems to serve as a catalytic agent in making the GOM aware of its responsibilities to numerous disadvantaged groups as well as to the potentially volatile, restless, untrained, and unemployed youth. Its expanding self-help efforts, working with both able-bodied workers and with the blind and handicapped, has focused attention on a need for increased GOM welfare efforts in these areas.

3. Mother-Child Health Programs

The CRS/Entraide Social Education Centers, which are non-competitive with the Ministry of Health (MOH--which prefers, at this writing, no outside help) provide feeding, nutrition education, and hygiene instruction to mothers of infant children. Many centers also have self-help projects for city families of blind and paraletic people in rug making, weaving, and so on. Mothers and children in these centers are those not served by existing MOH operations.

The effectiveness of CRS leadership in Morocco is underscored when one surveys the range and extent of involvement by indigenous local civic groups in operating these centers. CRS programs for women and children presently work through:

- The National Union of Moroccan Women. Centers training young illiterate girls in reading, writing, and sewing are combined with MCH centers; funding is provided by the King.

- The League for the Protection of Children. This is affiliated with the MOH and receives budgetary support from it; traditionally, it is especially concerned with sick preschool children.

- The Red Crescent. Prominent civic and private leaders provide active support for this organization. Its buildings throughout Morocco have provided stations for CRS MCH programs.

CRS also works closely with the Ministry of the Interior, which provides some buildings and trained supervisors for MCH activities.

The entire CRS program in MCH is fitted to the system of "Centers for the Protection of Mothers and Children" which is operated by the Ministry of Health. These provide medical services for children up to two years of age. CRS Title II commodities are provided to these centers

but program direction has been left to MOH staff. CRS then attempts to pick up these children after they reach two years of age.

The entire CRS program in mother-child health is guided by a carefully conceived program model, insofar as practical, standard groups of 40 women each comprise the basic recipient group. Several such groups may be treated each month (usually four, for a total recipient population per center of 320 women). Weight control charts are based on AID models and are carefully maintained in conjunction with attendance and food intake records. A pre-planned lesson guide is used to organize nutritional and hygiene education, and instruction is handled by locally hired employees who can relate to the women. FY 72 rations requested include NFDM, vegetable oil, flour, WSB, and CSM.

It is hoped that MCH programs can be expanded to reach more children from 0-2 years of age in the rural portions of Morocco. CRS presently levies a nominal charge of 50 francs (about ten cents) per child to help defray the costs of administration, staff, equipment, etc. Officials told team members that they feel the charges also provide some sense of participation and dignity for the mothers, who reach the program through the social welfare rolls. CRS also had hoped to defray some costs through a special AID grant which was not approved; it has adjusted by some adroit scrambling to borrow scales, food preparation equipment, and other necessities and by finding willing donors in local communities.

4. School Feeding

The CRS/Ministry of Primary Education feeding program now reaches about 200,000 students in grades one through six with 85 feeding days. Rations again include NFDM, oil, flour, and WSB. At one center observed by the team this ration had been considerably augmented with vegetables and mutton provided from other sources.

There is evidently a secondary economic payoff for the school feeding programs; in some cases they serve a partial day care function and free mothers for work. Moroccan schools follow Continental practices in that the school day may start early and end late, so a lunch program allows a fairly long period for productive employment. No real data exists to verify the extent to which such programs provide this kind of benefit, but we would anticipate that the question may be raised with increasing frequency in the months ahead. The U. S. experience may be instructive; there child care, once justified mainly on humanitarian grounds, is now sold with considerable stress on its economic impact.

The school feeding program is a popular one and the government of Morocco would like to expand it in FY 73 to 240,000 recipients and 120 feeding days. This expansion of Title II inputs would require USAID and AID/W approval. However, it is not a high priority program.

5. Self-Help Projects

When the team inquired about signs of success in the CRS food-for-work programs, it was told that after carrying out more than 11 million man-days of work in 1971, it received project proposals from Moroccan communities for an excess of 23 million man-days for 1972. The CRS staff estimates that this would reduce to a probable total of 15 to 16 million man-days after eliminating duplicate proposals (some enterprising officials may submit the same project through more than one channel) and projects which simply would not meet the guidelines. With normal slippage, problems of shipments, weather difficulties, and so on, probably 1972 efforts would have been about the same scale as those for this past year, or slightly greater. All of these calculations are now moot; cutbacks in commodity availabilities will cut CRS self-help about in half this year, to about 5.5 million man-days in approved projects.

Some sense of the scale of self-help work in local areas may be obtained by listing activities undertaken in the province of Tetouan during 1971. Over one million man-days of work were actually expended, many of these for the sewer system project described in Appendix A. However, a great deal of other work was carried out as well; beautification and planting efforts, including a self-help pottery which works with the city nursery; rehabilitiation of the town square in Chaouen; repair and maintenance of 205 kilometers of tertiary roads; construction of irrigation canals; rehabilitation of souks (marketplaces); and many other activities.

Self-help projects in food-for-work contrast with P.N. in at least two major ways. They tend to be urban, rather than rural, and payment is entirely in-kind (as discussed above under P.N.). At the same time, both P.N. and self-help are ultimately managed by local Moroccan officials, and this similarity of operational initiative and management leads to some great similarities in the undertakings themselves. Compare P.N. in Safi, for example, to self-help in Tetouan.

6. Observations

Our comments are again based on our limited field visits and do not comprise a thorough evaluation of this program.

a. Though Entraide is now stalling on increasing its payments to CRS for higher administrative costs which have been incurred, it is obvious that good working relations exist between both CRS and Entraide and CRS and USAID. Every three months, CRS reviews its work with Entraide provincial delegates for the coming quarter. All delegates and all auditors participate, in sessions lasting six days. Entraide takes immediate action on problems raised in these reviews, based on authorizations given at the conference itself.

b. Morocco may be unique among nations receiving Title II assistance in that it does have a cadre of trained social workers who can assist in a wide variety of social and economic development work. Heavy costs to the GOM budget are incurred by acceptance of these CRS programs, as has been noted above, yet there has been a continued expression of real interest in and support of these activities. In many respects, Morocco seems to provide an unusually receptive environment for voluntary agency Title II endeavors.

c. The CRS would like, in cooperation with Entraide, to increase the size and scope of its self-help efforts. At the same time, it prefers that the proposed "job corps" youth self-help program which is now being considered by P.N. remain with that entity.

CRS would also hope to expand MCH programs to reach additional persons not being served by the Ministry of Health, and to expand its work with summer camps for city youth--presently a low priority effort, but one which might receive increasing attention if the policy trends suggested by our visits continue to gather momentum.

Catholic Relief Services is plagued with the usual problems which beset any voluntary agency--late and irregular deliveries, ration reductions, shifting priorities, and so on. The most serious of these at this writing seems to be a general reduction in commodity availabilities, forcing a closure of a large number of self-help work projects midway in the efforts. The team observed numerous incompleted parks, sidewalks, and city beautification efforts. The effect of these cuts forces the team to consider, as AID periodically considers, the problems created by the requirement of a one-year budget commitment and the real and very substantial advantages which would accompany program budgeting were this instituted for Title II.

C. The American Joint Distribution Committee

The AJDC program in Morocco is in a state of phase-out. However, this procedure is expected to consume many years due to the program's traditional concern with aged and infirm people, who are presently served in AJDC homes and who may have nowhere else to go. Many of these recipients are Moslem.

Since 1948, the Jewish population in Morocco--the AJDC's target population--has declined from about 250,000 to about 35,000. As the emigration continues--and local voluntary agency staff say they feel that it will--current MCH and school feeding efforts should decline, leaving a residue of programs serving the infirm and the handicapped.

AID/W guidelines for Title II stipulate that the program category of homes for the aged and soup kitchens is to be phased out in FY 74. AJDC says that withdrawal of support in the form of U. S. commodities would force the closure of its programs here. We suspect that the agency would manage to find a way to care for these people--it has on occasion transferred them to homes which the organization operates in other countries. Nevertheless, the Moroccan situation raises a significant issue of the sensibility of AID/W guidelines vis-a-vis the humanitarian objectives, pro forma, of Title II. What is the AJDC supposed to do with its aged people after FY 74, cut them off completely? In point of fact the program is a very small one--435 recipients--and ought to deserve support as long as USAID staff can be convinced, as they are, that here we have a genuine phase-out condition.

SECTION IV

SOME QUESTIONS FOR THE WORLDWIDE STUDY WHICH ARE RELATED TO MOROCCAN PL 480 PROGRAM EFFORTS

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We have already noted some issues for the parent study (in Section II, above) which have arisen in conjunction with our investigations in Morocco. The mission may be interested in some other questions which seem to be raised by the situation here:

- What should the role of the FFPO be? As Title II increases in importance relative to other AID efforts, should the office be upgraded? To whom should he report? And what should his actual working activities be? (Note: there is no intention here to terrorize the incumbent FFPO at USAID/Rabat. These questions apply, we suspect, in every country we will visit.)

- To what extent does success in Title II depend primarily on the abilities of host government national officials? on local officials? on voluntary agency people? on USAID staff? In other words, are there particularly critical kinds of personnel? The Moroccan program was described to us in Washington as an especially strong one, and our work seems to verify this. Why is it so strong? Is it simply due to the fact that Morocco is a strong country as developing nations go? Is it a result of long experience with the program?

- The Moroccan concern with youth is likely to be a condition noted elsewhere, as the waves of the worldwide population explosion begin to impact on job markets and electorates. Does this suggest a possible new direction for Title II program goals?

The most serious issue for USAID/Rabat which we would raise has to do with country needs. There seems to be an inverse relationship between a country's nutritional and development needs and its ability to really put a program like Title II to work. Again we do not depreciate needs in Morocco, but at the same time it is clear that this country is no Pakistan. Faced with this ambiguity of purpose, what does AID do, especially in a period of declining budgeted allocations--aim its help at those places with the greatest need, or with the most proven ability

to run a good program? Or can it do both--and what sort of guidelines would this require? Or is it possible that the dichotomy we have posed is (a) artificial, (b) irrelevant, or (c) both? Without claiming any ability to resolve this issue, we do suspect it to be a legitimate one and a topic which we would hope to pursue in the months ahead. The implications of the question for Title II in Morocco are obvious; indeed, these implications extend to the entire range of USAID activities.

APPENDIX A

A SAMPLING OF MOROCCAN DEVELOPMENT PROJECTS SUPPORTED BY PL 480 TITLE II COMMODITIES

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A SAMPLING OF MOROCCAN DEVELOPMENT PROJECTS SUPPORTED BY PL 480 TITLE II COMMODITIES

The notes which follow are based primarily on on-site inspections of work supported partially--and in some instances wholly--by the Title II program. For a limited number of projects, we have obtained budgeted allocations of Title II and other resources; this was not done, however, for those cases where only a brief inspection could be made (for example, often beautification or land reforestation work was pointed out by officials while passing by in a car--in many places such projects are so concentrated that it is not possible to keep track of them all without taking far more time than has been available for this study).[1]

The order of discussion parallels that of the report proper: P.N. (Promotion Nationale) projects are taken up first, followed by efforts supported through CRS (Catholic Relief Services) and a few examples of AJDC (American Joint Distribution Committee) endeavors.

A. Promotion Nationale

1. Housing Near Ouarzazate

Three such projects were observed, two supported wholly by P.N. resources (including materials and skilled workers), the third operated with P.N. labor and material/skilled labor inputs from other parties. A total of 163,200 man-days of P.N. labor support is budgeted for PL 480 Title II. At four kilos of wheat per man-day, these efforts will consume a total of about 653 metric tons of U. S. foodstuffs. In addition, P.N. contributes a cash wage of two dirhams 40 francs per may-day (about 50 cents) for a total cash payroll for these projects of $81,600. What is realized from these resources? The three efforts will generate a planned total of 418 units of housing for persons displaced by dam construction. A typical unit has three rooms--kitchen, bedroom, and the Moroccan open patio or court. Construction is tamped earth; workers are used both on-site and at the earth quarry. These P.N. labor costs approximate $330 per house, or (with allowances for materials and

[1] In addition, team members took photographs of numerous projects which may be used in Checchi's final report.

skilled labor inputs) costs roughly comparable to housing projects inspected elsewhere in Morocco (for example, in Casablanca; see below).

Additional housing for persons displaced by this dam building project is being constructed by Entraide Nationale/CRS in cooperation with the World Food Program.

Ouarzazate Province relies heavily on P.N. projects for development. At present, emphasis is on irrigation and agricultural development, with the resettlement demands stemming from the dam project constituting a pressing short-run priority. The long range planning of the provincial government is concerned with the creation of a series of oases linking together the development of the Draa River, and on the development of social impact projects emphasizing youth and training in such vocational skills as carpentry, mechanics, nursing, and sewing.

2. Tourism Development in Safi

A beach 15 kilometers from Safi, the only one suitable for bathing, is being opened up by P.N. through road construction and general cleaning of the beach itself. The budgeted commitment is for 4,500 man-days of P.N. labor, equivalent to 18 metric tons of PL 480 Title II wheat and $2,250 in local cash wages.

This application of the program is typical of Safi Province practices, which attempt to take advantage of the city's potential for tourism. P.N. has helped to convert a former garbage dump and French army barracks to a city civic center which includes a park, library, and cultural center. The town contains numerous examples of P.N. parkways and street beautification. A P.N.-built campground for tourists includes public showers, a laundry room, and a swimming pool. P.N. has also been involved in housing work in Safi, for resettlement of earthquake victims and fishermen displaced by severe coastal storms.

The city of Safi has more than doubled its population during the past decade, to a present total of about 130,000. The influx has been chiefly due to the availability of work in canning and chemical (phosphate) industries. To meet increased utility requirements, the Pasha (mayor) of Safik in 1965, persuaded AID and P.N. to utilize commodities in work within the city. This is thought to have been a unique case, at that time, of P.N. involvement in urban as well as rural development. In the team's judgment, a key factor in the success of these endeavors in Safi has been the leadership of the Pasha, who works in close cooperation with the Governor of the province. A second key factor is the training provisions of the P.N. program, which includes a system to upgrade

the skills of P.N. project supervisors. For example, many Moroccans trained in construction of sewerage systems have also learned pipe fabrication, tile fabrication, or other related skills. From Safi, there has been some exodus of P.N.-trained labor to Libya job markets (compare to the Tetouan situation, discussed below under CRS projects).

3. Housing in Casablanca

Casablanca, with a population well over 1,300,000, is Morocco's largest urban labor market. As such it is a major recipient of migrants from the rural provinces. Housing is a critical problem for these people, many of whom have little resources or salable skills. Without government intervention, the poor migrant is likely to turn to the "bidonville" (literally, the "tin-can-town"), a shapeless mass of discarded sheet iron, boards, etc., which is transformed into a sort of junk-based medina. Housing in the bidonville is not free, incidentally; rents may average 15 dirhams per month (roughly three dollars).

To combat the growth of bidonvilles, the Perfecture of Casablanca, working with P.N., is building low-cost housing around the outskirts of the city. The team visited one such project, which when completed will comprise 5,000 units of about 600-700 square feet each. P.N. has been responsible for the erection of 500 of these houses. The project as a whole is owned by the city and managed by contract; rentals are about ten dirham per month, less than the bidonville, for a space considered adequate for around five people. We estimated that, in terms of U. S. domestic prices, PL 480 buys housing here for about $180 per person or about $1.40 per square foot (actually, the price in Moroccan terms is about half--our illustration is based on U. S. supported wheat prices, and not on the local wheat price which the program operator would use in his calculations).

4. Rural Development in Al Hoceima Province

Al Hoceima Province, situated on the Mediterranean in former Spanish Morocco, is an extremely mountainous region populated by small landholders of Berber stock. Of an estimated population of around 250,000, less than ten percent live in urban areas. Rural development, conducted largely through P.N., has been a major force here for some time. Banquettes--terracing of the hillsides in an effort to arrest erosion and aid reforestation--is very widespread, although in recent years officials and agricultural experts have begun to pull away from the banquette technique. In fact, when the team inquired about examples of "less successful" PL 480-related work, the banquette was frequently cited as a case of acceptance of development techniques which now seem

to have some serious drawbacks. Reforestation also meets with considerable resistance at the local commune levels, as villagers see their limited land removed from use for more immediately marketable commodities. Some ingenious devices have been developed to deal with this problem, including division of lands by agreement between provincial representatives and the commune, forestation with space left for market crops, and forestation which combines soil control with pine plantings on hillcrests and almond trees on lower slopes.

Relatively flat areas for wheat production are scarce in this region, and several P.N. efforts are devoted to development of those tillable grounds which are available. Stone removal efforts include projects where local farmers are left to complete work begun by P.N. Where stone removal is completed, wheat production is said to have doubled (although it must be kept in mind that other factors may also have contributed to these gains such as the use of fertilizers and the introduction of improved strains of seed). Wheat production is an intermediary goal; ultimately it is hoped to develop grazing land for livestock production.

P.N. rural development in this province also includes a great deal of work with water services. New wells were seen at several sites en route, replacing older Spanish wells and incorporating water purification features. In the valley of the river leading to Torres de Aceala--a river which is dry most of the year but subject to flash flooding in the spring--a large-scale dam-and-irrigation project is planned. This is the largest single arable flat land area in the province. A completed small irrigation project was observed by the team in a small mountain village. Completed in 1969 by P.N., a small spring has been tapped and provides water for all of the village and for small garden plots. Asked about effects, Moroccan officials stressed small improvements in day-to-day life and noted that such endeavors do not generate dramatic changes; rather, the people are said to use their water in more ways and to save time in obtaining water (among many small benefits).

Experience with such projects has led officials in this region to stress local initiative in P.N. development work. The demonstration value of projects is stressed, and efforts which serve one commune at the expense of another--as was the case, for example, in a water improvement effort here--inhibit these demonstration benefits. To avoid such problems, Al Hoceima officials are attempting to get away from centrally directed endeavors, working instead from the ground up in setting particular project priorities, starting at the commune level.

So many rural development projects were seen in this province that a complete summary of PL 480 inputs for each endeavor would far exceed the bounds of this brief summary. We will instead note a few selected cases. A banquette project just north of the village of Tarquist consumed 7,500 man-days of P.N. labor--equivalent to using up 30 metric tons of U. S. wheat plus almost $4,000 in local wages. Preparing the ground and initial planting of figs on 100 hectares of land is budgeted at 2,600 man-days. A P.N.-developed road through the mountains, which hopefully will develop into a coastal highway to supplement routes further inland, has been begun at a planned allocation of about 3,000 man-days per kilometer. In this case it should be noted that all work is being done by hand, on a highway traversing very difficult mountain terrain. This road has already opened up villages which formerly were without any access to the outside world other than trails for travel by mule or foot.

A cautionary note: Before moving on to a discussion of CRS efforts, we would note once again that the cases above are illustrative only and are intended mainly to give the reader a sense of what these programs mean to their recipients. Promotion Nationale is a very large undertaking and these examples do not begin to convey a sense of its scale in the country as a whole.

B. Catholic Relief Services

Project descriptions for CRS have been organized as follows: Major self-help (food-for-work) programs are discussed on an area basis, similar to the P.N. review, above. This is followed by a brief review of CRS feeding and social development programs on a countrywide level.

1. The Tetouan Sewer System Project

It is estimated that some 50,000 people live in the medina of Tetouan. Much of the old city has never been served with sewage facilities; other portions have only old and insufficient systems installed years ago by the Spanish. The municipality estimated that installing an adequate system would cost over 40 million dollars. With the use of the CRS-administered self-help program, this undertaking is now being carried out at about one-tenth that cost. Such an enormous saving is possible because the self-help food-for-work program covers all unskilled labor costs. Through careful planning and an ingenious project design, this pool of free energy has been used to cut material costs as well as direct expenses.

The team was able to track this project through several of its numerous levels. The city of Tetouan owns stone quarry land which was made available to the self-help workers. Working exclusively by hand, without even the use of explosives (it was noted that such procedures would be dangerous for unskilled workers and would tend to push the quarrying work ahead of the capabilities of other stages of the program), stone has been cut and hand-shaped into sidewalk tiles and curbstones. These are then stockpiled for use in both the sewer project and in local beautification efforts.

At another city building, a large garage, space has been set aside for brick and pipe production. Recognizing the savings to the city budget which self-help is providing, the municipality has provided trucks, pipe molds, brick forms, and materials, all of which are put to use by the self-help workers for additional production for the sewerage project.

Throughout the program, a system of supervision and training is in effect which places a regular municipal employee as the leader of a work crew. Unskilled helpers learn job skills through this system. For example, the team observed a stonemason at work at the quarry and was surprised to learn that he was a self-help employee who had been taught his trade at the site. Many of these workers have gone on to be hired directly by the municipality. The same procedure applies to work groups at the tile and brick production facility and on individual work sites in the medina itself. Other former self-help participants have found jobs utilizing their skills in the private sector in Tetouan. For example, the city officials say that about 40 stonemasons in the area were trained in this program.

Every possible spin-off of the project seems to have been considered here, and acted on where resources permit. For example, recently passed city ordinances provide for periodical disinfectation of public transportation vehicles--taxis and busses. No facilities exist as yet to implement this law. What the city would prefer is to use self-help to erect a disinfectation facility at the quarry site, combining this with a hygiene station for beggars and other jobless. Fees charged for the taxi/bus operation would help support both the social welfare operation and further self-help.

In the medina, itself, the team saw firsthand the results of this program. Started two years ago, and using roughly 1,000 workers, about six kilometers of sewers have been completed; the Tetouan city engineer, who appears to be largely responsible for the excellence of this project, estimates that they have about 25 kilometers to go. The contrast in conditions between unworked and completed streets and alleyways is very striking, a transformation from dirt passageways with no sanitation provisions to tiled

sidewalks. The project has a considerable beautification benefit as well as its more obvious public health payoff; the sidewalks cut a severe dust problem. A work crew was observed which was about to complete the covering of pipes; each house has a separate connection into the system. In one 20 foot section of the alley, eight of these connections were noted, giving some feeling for the density of the population and the load which the system must handle.

This project is an extremely impressive example of what can be accomplished with PL 480 resources through the device of self-help and the management of committed, imaginative local personnel. At this writing, the sewer project has been cut to about a tenth of its 1971 scale as a result of reductions in commodity availabilities to CRS. At work levels of 100 self-help men, completion could take many years. The city officials have adjusted to the situation by concentrating on pipe laying, leaving the surfacing (sidewalk installation) until labor force availabilities improve. Other self-help projects in Tetouan have been picked up on occasion by P.N.; this might also be a possibility for this program, although the question was not raised during the visit.

2. Tourism and City Beautification in Al Hoceima

The city of Al Hoceima is sited on a cove on the Mediterranean Sea. Air connections directly from Europe make this spot, one of the more inaccessible parts of Morocco by land, a convenient and attractive center for Continental tourism. Until recently, facilities in the city did not permit any vigorous pursuit of this market. In the past few years, however, the Ministry of Tourism has developed major, attractive hotel and villa accommodations here. Two-hundred-fifteen rooms are now available in the city, with a capacity of about 700 people. Another 186 rooms are planned, 36 to be completed in time for this year's business (the places are already booked) and 150 for future years. All existing rooms have been booked for the entire 1972 season.

The city has used CRS self-help as an ancilliary tool to complement the work done for hotel facilities. Numerous parks, retaining walls, sidewalks, plantings, and general landscaping projects have been carried out throughout the city. Many of these lands were formerly vacant or used as trash and garbage dumps. A large park next door to Maroc Tourist's Hotel Mohammed V has been left in an interim state of completion due to CRS cuts in commodity availabilities; an estimated 100,000 man-days of work was budgeted, of which about 40,000 remains to be carried out in installation of playground equipment, further planting, improvement of a fountain, and other beautification. Much of the effort expended to date was needed to clean the area and do basic ground

preparation. In another site on a hilltop with a fine view of the Mediterranean, a restaurant site has been improved with self-help installed gardens, parking spaces, and walkways. The restaurant profits are plowed back into further material and skilled labor funds for self-help projects.

Another interesting self-help project at Al Hoceima is a tourists' campground on a beach just outside the city. Seventy-three sites have been completed and it is hoped that the grounds can be extended as commodity flows permit additional development. Shower and beach facilities are included, and self-help has also installed a tennis court and basketball court. Operation of the campground generates income for self-help families during the season; 20 households are assigned in rotating shifts, handling both the grounds and an adjacent restaurant. Landscaping work here is also extensive; the team visited a similar cove which had not yet been developed and obtained some sense of the difference these projects make.

Municipal officials in Al Hoceima view self-help much as their alter egos do in Tetouan; it is a labor resource which permits a major multiplication of limited local budgets. Again, the typical work team consists of unskilled laborers paid entirely in CRS food commodities, plus a skilled city employee as supervisor or technician.

Very similar beautification efforts are also common in Tetouan and other Moroccan cities visited by the team.

3. Nutritional and Social Welfare Projects

Feeding and social welfare work in Morocco does not vary so much from region to region as do the food-for-work programs, which are tied for obvious reasons to local eonomic conditions. A number of these welfare projects were visited by the team.

In Casablanca CRS operates, with local support from the Caritas organization and the Casablanca Lions' Club, a combined MCH (mother-child health) and school feeding center. This is a very well run and long-established operation (at this site for 17 years). Families are referred to the center from the city's social welfare rolls. Operating on an annual budget of about $24,000, the center provides a feeding clinic for pre-school children and a lunch plus afternoon snack for 150 school children. The MCH program follows, as do most centers visited by the team, the organizational pattern established by CRS staff in Rabat, working with groups of 40 mothers at a time. The team was able to observe one such group during its visit. Mothers with infants between three and 18

months of age were given nutritional instructions, a hot meal for their children, rations, and a weighing for each child. A new food was tried here, an oatmeal-soya mix which the CRS staff prepared as a soup. Team members judged it fairly tasty and children seemed to eat it readily (but, as Madame Benes, the director of the center, observed, these children are ordinarily hungry enough not to be very choosy about food).

In terms of the AID nutritional program goals, this center seems to have approached its work most sensibly and realistically. Madame Benes feels that the typical infant comes to the center about three to five months behind in weight (compared to other Moroccan children with better diets). Without intervention, she said, there is an accumulative loss relative to norms. The center's objective, then, is to intervene and try to work with these three to 18 month old children, by improving their diet directly and by teaching the mother better nutritional habits. Asked about signs of significant benefits, she made no unrealistic nutritional claims but suggested that, in terms of weight at least, the children are being substantially assisted, and that mothers and center personnel both notice improvements in temperament and reductions in such common infant maladies as colic.

In the school feeding program, children from 80 families go to the center at the lunch hour and again after their afternoon session. Ages range from five to 12 years. The menu for the day consisted of cous-cous with some vegetables and meat, and bread from PL 480 wheat.

Mixed school feeding and MCH operations such as this one are fairly rare in Morocco. Other centers visited tended to be MCH exclusively, with school feeding operated in canteens. In Ouarzazate, the team inspected the MCH center operated by the Dades Valley Fellowship, a non-denominational group which operates in cooperation with CRS and Entraide Nationale. Two lady missionaries operate the center, which handles 250 mothers divided into eight groups, each coming once a month. Food furnished by CRS consists of a monthly ration of seven kilos of wheat flour, one kilo of CSM, 450 grams of vegetable oil, and 1.25 kilos of nonfat dry milk. Weight charts are carefully maintained on each child and weight increases are evident. The CSM seems to be useful and popular. The missionaries have one helper, a Berber woman who provides a linkage to recipients and who has been trained to mix foods and provide technical advice to the mothers. Training in nutrition and hygiene seems to be excellent; the mothers are also taught to knit and embroider for handicraft sales. Training offshoots of MCH centers were seen elsewhere; for example, at the MCH clinic operated by the

Franciscan Brothers in Ighrem, programs also include a carpentry shop for ten boys, in a training program lasting three years, and a sewing, knitting, and rug weaving center for 40 girls.

These are not the only social welfare project types handled by the CRS program. A number of endeavors deal with the aged and handicapped, with orphans, and in community development. For example, in Safi we viewed a housing and feeding facility for 80 poor students, 140 orphans, and 60 elderly people, operated by the Moslem Benevolent Society (SMB) with CRS/Entraide support. A self-help project provided the foundations and clearing for the building. In Tetouan, a former residence in the medina has been rented and turned over to a cooperative which engages in training, handicraft production, and other work. Products include rugs, grass mats, clothing, and leather goods. The cooperative, some 7,000 dirhams in the red not long ago, has obtained a grant of 3,000 dirhams from the Governor of Tetouan, and with this seed money is now well into the black.

C. The American Joint Distribution Committee

The AJDC program in Morocco is quite small. The team was able to visit two projects in Casablanca, a home for aged and infirm people and a kindergarten, and was most impressed with the excellence of these operations. AJDC concerns for this study are of some special interest because of their policy implications and because of the special quality of these operations; the topic has been explored at somewhat greater length in Section III of the report.

APPENDIX B

PERSONS CONTACTED DURING THE MOROCCAN VISIT

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PERSONS CONTACTED DURING MOROCCAN VISIT

Promotion Nacionale

Ahmed Alaoui Abdelaoui, Director
Driss Cherradi El Fadili, Engineer in Charge of Planning

Entraide Nationale

Abdallah Gharnit, High Commissioner
Omar El Oudghiri, Secretary General

Catholic Relief Services

Lee Sanborn, Director
Conchita Sanborn, Assistant Director
Madame Benes, Director, Casablanca MCH Center
Frank Holas, Office Manager
Mohammed Diouri, Jr., End-Use Checker
Ramon Ordina, End-Use Checker

American Joint Distribution Committee

Sidney Engel, Director
Jacques Khalifi, Executive Assistant

U. S. Embassy

Ambassador Stuart W. Rockwell
Dudley G. Williams, Agricultural Attache

USAID

Donald S. Brown, Director
Carl E. Ferguson, Food and Agriculture Officer
Niels H. Poulsen, Population/Public Health
Helen A. Wilson, Multisector Officer
A. Gordon MacArthur, Program Officer
Julius E. Coles, Assistant Program Officer
Robert B. Richardson, Food for Peace Officer
George Carner, International Development Intern

39

Peace Corps

John Chitty (formerly IVS/USAID forester)
Bill Geyser

IVS/USAID

Curtis J. Paskett, Forestry Advisor

Province of Fez

Omar Benchemsi, Governor
Mr. Benzakour, Khalifa (Deputy) of the Pasha
Abdelhadi Skalli, Entraide Nationale Delegate
Mr. Benhayoun, Public Works Representative
Mr. Douieb, Public Works Assistant
Mr. Benwohoud, DMV (Agricultural Development)
Mohammed Denna, Forestry Engineer
Aziz Alaoui, Acting for Promotion Nationale
Mustapha Atiq, Urbanism and Housing
Hamid Serghini, Urbanism and Housing
Mr. Izem, DERRO (Development and Rehabilitation, Oriental Riff)
Larbi Kamir, Representative, Ministry of Agriculture
Mohammed El Kadiri, Supercaid - Chef de Cercle - Fez, Suburbs
Abdeljalil Seidi, Caid Sefrou
Mohammed Trasissi, (Elected) President Municipal Council - Sefrou
Bensalem Guessous, Former Moroccan Ambassor in Benelux

Province of Oujda

Larbi Fahsi, Governor
Ahmed Kortobi, Chef de Cabinet and Acting Entraide Nationale Delegate
Mr. Larbiche, Public Works Engineer
Mohammed Kassimi, Forestry Engineer
Mr. Alami, DMV (Agricultural Development Engineer)
Mohammed Kandoussi, Delegate for Primary Education
Touhami Benali, Delegate for Youth, Sports and Social Affairs
Mr. Baoui, Representative of Ministry of Health
Brahim Benali, Municipal Engineer, Assistant to the Pacha
Mr. Miloudi, Caid
Mohammed Boulouiz, School Director, "Ecole Mixte IBN HAZM"
Si Abdelkader, First Khalifa (Deputy) of the Pacha
Bouziane Belouadi, Red Crescent Representative
Abdellatif Abrous, Chemist (Pharmacien) and Public Relations Officer Rotary Club

Province of Agadir

Mohammed Maazouzi, Governor
Mouloud Harfaoui, Secretary General
Mr. Jabbar, Promotion Nationale Officer
Mr. Alaoui, Entraide Nationale Officer
Mr. Kifani, Chef de Cercle of Inezgane
Mr. Valvo, City Engineer

Province of Al Hoceima

Mohamed El Yacoubi, Governor
Mohamed Zidi, Secretary General
Kadour Kaouzi, P.N. Delegate
M. Martinex, E.N. Delegate
Mr. Bouchanina, Agriculture Chief

Province of Tetouan

Abdellatif Khatib, Governor
Abdesslam Ouazzani, Secretary General
Mr. A. Fouadi, E.N. Delegate
Mr. Imprani, City Engineer

Province of Ouarzazate

Noureddin Belmaati, Governor
Abdin Maazouzi, Secretary General
Bachir Bencheikh, Caid in Charge of P.N. Affairs
Mr. Benjaafar, Khalifa in Charge of Entraide Nationale
Saieg Rih, Caid in Charge of "Tribes" (Tifoultout)
Mr. Toumi, Caid of Skoura
Mr. Laghrissi, Caid of Ighrem
Kaye Richmond, SCM - - - - - - - - (All members of the Dades
Valerie Norcross, SRN, SCM - - - - - - - - Valley Fellowship of the
S. F. Flemming, Teacher - - - - - - - - United Kingdom but locally
C. Turner, SCM - - - - - - - - known as the "English
Rimada M. Doze, SCM (Dutch) - - - - - - - - Mission")
Father Norbert (Franciscan), Head of the AGUIM "Social Center" including a Dispensary and "Ouvroir"
Brother Denys, Medical Assistant (Nurse)
Brother Andre-Marie, Supervisor Carpentry

Province of Safi

Abdelwahab Lahlali, Governor
Moulay Sekkour Boujemaa, Secretary General
Taieb Amara, Pasha (Mayor)
Ahmed Benziane, Caid in Charge of P.N.
Driss Shaki, Entraide Nationale Delegate
Mohammed Zahir, Caid, Chief of Economic/Social Affairs Section
Mrs. Berrada, Director of Cultural Center
Mrs. Belallem, Assistant to above and Librarian
Mrs. Lahmamsi, Directo SMB (Societe Musulmane de Bienfaisance) (Moroccan Welfare Society) under Entraide Nationale
Mr. Cherkaoui, Khalifa at the Abda Cercle
Mr. Chekkouri, In Charge of P.N. Affairs at the Cercle of Abda
Mr. Alami, Municipal Official (He accompanied the visiting group to the Port Silo)
Mohammed Hassan Nassah, Caid, Head of the Political Section at Province (English speaking)
Mr. Madani, Manager Hotel de l'Atlantide (formerly Marhaba) - of the RA expedition

Marrakech

Abdes Settar Elamrani, OCIC Official
Moulay Rachid, Assistant Director CMA (Cooperative Agricole Marocaine) - Grain Storage

PART SIX
GHANA

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: GHANA

Submitted to the:

United States Agency for International Development
Washington, D. C.

March 1, 1972

Checchi and Company
Washington, D. C.

324

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CABLE ADDRESS
"CHECCHI"

February 29, 1972

Mr. W. Haven North, Director
USAID Mission to Ghana
P.O. Box 1630
Accra, Ghana

Dear Mr. North:

Checchi and Company is pleased to provide you with the attached report describing our review of the PL 480 Title II program in Ghana. We have attempted to provide the AID Mission with a brief analysis of the program as it is perceived by Washington, USAID staff, voluntary agency personnel, and host country government representatives involved in several aspects of the Title II activities here.

Summary descriptive materials are included so that you may obtain an understanding of the scope and accuracy of our work in the field and at the Mission level. We have also included an informal discussion of some basic policy issues which we may be raising in other countries as well as in our overall worldwide report for AID/W.

Again, we wish to emphasize that this evaluation is in no way an audit, nor can it serve as a comprehensive evaluation of the Ghanaian Title II program, as such. Rather, our scope of work instructs us to seek out those broad issues which may have a bearing on the overall administration of Title II worldwide. We trust that you will find this report to be in keeping with this set of limitations and within the range of our special perspective.

On behalf of the team, I wish to express our appreciation for the fine cooperation received within the AID Mission, and with those officials of the Ghanaian Ministries and voluntary agencies who assisted in this work. Our special thanks is due to Miss Lois Richards, AID/Ghana's Assistant Program Officer, for her guidance and constant assistance to the team. The cooperation of Robert Fleischman and his staff at Catholic Relief Services, and of Rev. David Herrell and his assistants at the Christian Service Committee, was vital to our work, especially in our field travel, and was most appreciated. We would also like to note that

Mr. W. Haven North

without the careful and conscientious help of Emmanuel Darko, this report could not have been produced.

The Checchi portion of the Ghanaian review team consisted of Mr. Richard A. Ellis and me. In addition, Mr. Bruce C. Patchen, Evaluation Officer, Bureau for Africa, AID/W, served as the AID representative on the team. Checchi acknowledges its special indebtedness to Mr. Patchen and hopes that he will continue to lend his help to this study in the months to come.

We hope that this report may be of some usefulness to USAID/Accra, as well as provide a helpful input to our overall study of Title II. Please feel free to advise us of any comments you may have with respect to the report, and we hope that you will keep us informed should any new developments arise in Ghana which might affect the program here.

Again, our sincere thanks for the cooperation we have received from you and from your staff.

Yours truly,

Jack W Anderson

Jack W. Anderson
Team Leader

326

TABLE OF CONTENTS

		Page
Section I	Background and Setting of PL 480 Title II Programs in the Republic of Ghana	1
Section II	Overall Title II Program Goals in Ghana: The USAID/ACCRA Perspective	5
Section III	Title II Operations in Ghana: CRS and CSC	9
	A. Organization of the Program: CRS, the Christian Service Committee, and the Food Assistance Committee	11
	B. Mother-Child Health (MCH)	18
	C. School Feeding	21
	D. Food-for-Work	23
	E. Other Types of Efforts	25
Section IV	Some Questions for the Worldwide Study Which are Related to Ghanaian PL 480 Program Efforts	27
Appendix A	A Sampling of Ghanian Development Projects Supported by PL 480 Title II Commodities	A-1
Appendix B	Persons Contacted by the Evaluation Team in Ghana	B-1

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: GHANA

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN THE REPUBLIC OF GHANA

SECTION I

BACKGROUND AND SETTING OF PL 480 TITLE II PROGRAMS IN THE REPUBLIC OF GHANA

On January 13, 1972, the parliamentary government of Ghana was overthrown in a bloodless coup. The new National Redemption Council (NRC) government, under military leadership, in formulating a new set of economic policies to deal with the critical balance of payment, budgetary, and development problems which had been approached by the previous government through massive devaluation (from ₵1.00 = $0.98 to ₵1.00 = $0.55), taxation and budgetary changes. The cedi has been revalued to ₵1.00 = $0.78, the National Development Levy (an income tax surcharge) has been abolished, essential consumer imports have been subsidized and placed under exclusive governmental import and distribution, some external debt has been repudiated on grounds of corruption, and other debt has been unilaterally rescheduled on 50 years, no interest terms. The government's development budget and plans are being extensively revised.

The overall development needs of the country are great. A considerable potential for agriculture goes unrealized because, in part, of antiquated farming methods and poor storage and transport systems. Malnutrition is widespread. In some villages family planning efforts have not yet begun, for even advocates of this program concede that infant and child death rates are so high as to preclude wide acceptance of family limitation.

The team has been especially struck by the extreme disparity between Ghana and Morocco, the previous country visited for this study, in the government's structure and local capabilities. Morocco is a genuine kindgom with an authoritarian power structure rooted in centuries of customs and rule, and with a strong and effective network of regional and local government. Ghana possesses no similar infrastructure.

We cannot review the Ghana Title II program within any sure context of future policies as seen by top Ministry officials. Nor does it seem that this would have been any more the case before the coup. Although the program does depend on government workers for its operating personnel at local levels, policy direction has been pretty much left to the voluntary agencies, with USAID assuming primarily an advisory and monitoring role. With the formation of a recently established Food Aid Committee which includes food donors, program administrators and

and several GOG ministrial representatives, a first step has been taken to increase the formal Ghanaian government role; but it is far too early to see what actual effects this move will have on the Title II programs.

Some of the weaknesses which have been called to our attention regarding Title II in Ghana, and attributed to USAID guidelines, uncertainties, etc., voluntary agency practices, or other internal and external factors, may also be traceable to Ghanaian cultural and historical conditions--a context which is prevasive in any program which operates at a grass-roots level, and one which may not be much affected by any short-run corrective activity. This context does not constitute a "bad" program environment; it is simply a distinctly different environment than that assumed by AID/W guidelines. To illustrate, what may be misuse of commodities in the Western sense may simply be adherence by the Ghanaians to centuries of custom and mores regulating the extended family. This is not to say that the program should be cavalier about blatant misuse, but it does suggest that one's sense of a reasonable criterion for judging the activities of Title II should take these factors into account, if only to obtain a realistic notion about what we can expect the program to accomplish. Other questions related to this are raised by the Ghana experience, questions of some major interest for the parent worldwide Title II assessment. For example:

- Is AID/W assuming too much by asking that all Title II programs demonstrate some fit to host country planning, when in fact such planning (if any) may not treat food donation programs in any special way, or perhaps consider it a low priority issue?

- Just how critical for success is host country national planning? Is it also possible that an important element is the involvement of local government officials as program operators, which is indeed the case in Ghana?

- In truth, what is reasonable to ask of Title II in the way of effects? If a country is having some difficulty merely holding the line against a worsening of its food and health problems, is Title II still to be judged on the basis of its developmental benefits? In fact, is holding the line non-developmental? That is, if reasonable health, human energy and freedom-from-want is seen as necessary (if not sufficient) condition for development, at least in a non-totalitarian setting,

then should a program aimed at these ends be also judged on its ability to produce tangible short-run capital benefits?

- How big does a program have to be in order to be worthwhile? USAID/Accra notes that Title II reaches something less than two percent of the population. Is this important, or is the program to be judged on the basis of its impact on those people it does reach, or on the basis of impact per dollar of program cost?

Issues such as these will recur throughout this report. We cannot attempt to resolve them here (even though certainly the team may have formulated, on an individual basis, some tentative responses). It is the task of the overall, worldwide evaluation to deal with these problems, on the basis of experience in many countries.

The purpose of this report, is, instead, to apprise USAID of some of the questions which we are raising, and to provide enough feedback on our experience here to enable a thorough and careful check into the accuracy of our work. It should be noted here that no attempt has been made to paraphrase the files of the USAID's Food for Peace office; selected portions of those files have been duplicated and will be sent to Washington as supplements to this report.

We will begin with a review of the program as it is viewed by USAID/Accra. Subsequent sections take up the operations of the voluntary agencies in Ghana, and provide commentary on specific program activities. An appendix provides some accounting of projects observed firsthand by the team during a brief period of field work in the North, Central, and Coastal regions.

SECTION II

OVERALL TITLE II PROGRAM GOALS IN GHANA: THE USAID/ACCRA PERSPECTIVE

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OVERALL TITLE II PROGRAM GOALS IN GHANA: THE USAID/ACCRA PERSPECTIVE

The AID/W regulations governing PL 480 Title II activities stipulate that the first two priorities will be maternal/child feeding and economic and community development, respectively. Even the most cursory examination of the USAID/Ghana Title II program would lead the observer to conclude that this order of assigned emphasis was being strictly adhered to. We draw this conclusion despite the fact (as illustrated by Exhibit II in Section III below) that school feeding is presently the largest program category in Ghana, because both USAID and the voluntary agencies are clearly attempting to press the priority categories, and because considerable progress has been made in phasing down relief and secondary school programs, which are very low in priority.[1]

The purpose of the global evaluation is "to help AID determine whether best attainable results are being achieved with the use of Title II foods; and if not, why, and what changes should be made to improve performance." The interest of the study team was, therefore, to examine those elements of the Ghana program which could have implications in the formulation of recommendations regarding the nature and extent of possible changes in the future operational and policy fabric of AID's worldwide food effort.

This country has never had a broad based, well articulated plan for the utilization of donated food resources. Several organizations within and outside Ghana had been contributing food of various kinds to aid different sections of the community. At the same time, government officials at various levels and private individuals, both Ghanaian and expatriate, exhibited an awareness of and a concern for the problems arising out of food deficiencies such as malnutrition in infants and preschool children, lack of sufficient and proper diet for children in school, and hunger among the indigent. In an effort to coalesce these divergent, though not necessarily conflicting, views and to coordinate the various donations of foodstuffs, the GOG Food Aid Committee has recently been created. This committee was established as a quasi-government agency, a standing subcommittee of the Food and Nutrition Advisory Board.

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[1] See Manual Circular 1571.1 of January 24, 1972, paragraph II-B. Primary school feeding is included under Priority I; secondary and boarding schools have been dropped.

3,3,4

The committee is composed of representatives from interested GOG Ministries (Agriculture, Health, Education, Social Welfare and Rural Development), the voluntary agencies and USAID. It acts as an operating arm of the Advisory Board in the areas of commodity delivery, procedural review, evaluation, coordination with other programs, and priority setting. Another mandate is "to consider the types of Food Aid that may be requested or accepted from internal and/or external sources and the impact of such aid on the agricultural and socio-economic policies of Ghana." The implications of nutrition at the policy level are the responsibility of the Advisory Board. Unfortunately, although the Board exists on paper it has to all intents and purposes been dormant for some time. It is hoped that the Food Aid Committee will inject life into the Board so that it will begin to participate actively in national planning and provide long-term guidelines from the GOG standpoint for the utilization of food resources.

The PL 480 Title II program started in Ghana in 1959 as a welfare and relief feeding activity. It was seen as a mechanism to assist the voluntary agencies in continuing to do what they had already been doing. Over a period of time the program emphasis has shifted in line with changing USG regulations and guidelines and voluntary agency priorities, but, typical of smaller programs, there have been no substantial changes. Lacking a definitive GOG policy framework which would invite integration, and bearing little relationship to either the USAID emphasis on program assistance or the AID sector of concentration concept, the Title II program largely has maintained as its terms of reference the voluntary agencies' interpretation of developmental and humanitarian goals. The former USAID Food for Peace Officer pointed out that a specific purpose for the program had not been established and suggested that the evaluation team define the purpose as part of its task. One of the voluntary agencies countered that this was not an appropriate goal for the evaluation, that the purpose should be defined by the parties to the program and that the evaluation should test its validity. The visiting team took a stance somewhere between these two views.

The strategy decided upon was to have USAID prepare a logical framework describing the Ghana Title II program as it perceived it. (See Exhibit I on the following page.) The logical framework, which is part of the Agency's project evaluation system, is brief, is familiar to the majority of interested AID personnel, and, because it is concise, permits reasonable comparisons among programs which differ greatly in size and nature.

Exhibit I

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title: PL 480, Title II Program - Ghana

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: To improve the quality of life, particularly in rural areas, through increased availability of food, improved nutrition, and health care.	Measures of Goal Achievement: 1. Self-sufficiency in local food production. 2. Implementation of a nationwide health system based on paramedical personnel, principally, utilizing a combination of fixed facilities and mobil services, and providing comprehensive care including family planning, health and nutrition education, curative services, etc.	GOG development plans and budgets. GOG statistics.	Assumptions for achieving goal targets: 1. Consumption does not grow faster than production. 2. Food available to all at low prices. 3. Rural development program does not become highly politicized and is implemented by all governments. 4. Such a comprehensive health program is designed and implemented within budgetary capabilities of GOG. 5. Medical profession adopts new philosophy of providing care.
Project Purpose: To support development of a demonstration nutrition program integrated within the GOG's nutrition program and directed toward Ghana's more serious nutrition problems, especially severe malnutrition in pre-school children.	Conditions that will indicate purpose has been achieved: End of project status 1. Existence of an operating effective Food Aid Committee. 2. Alignment and integration of Volag nutrition programs with Ghana Government nutrition programs and priorities. 3. Provision of nutrition education and clinical nutrition programs through the MCH comprehensive MCH program. 4. Mutually supportive CRS and CWS programs. 5. Existence of Day Care Committee and a law for regulating day care centers.	1. Attendance at and minutes of meetings. 2. Observation of programs and role of GOG. 3. Observation of programs, reports 4. Review of AER's, administrative arrangements.	Assumptions for achieving purpose: 1. Food Committee assigned appropriate personnel and high priority by GOG. 2. Volags will agree to integrate programs with GOG and GOG will set appropriate policies and priorities. 3. Various GOG/MCH areas can be better coordinated and integrated, GOG able to develop extensive, comprehensive MCH program which it can staff and pay for and which reaches into all areas of Ghana. 4. Volags will agree to work closely together. 5. GOG able to administer such a program. 6. Day care centers can be improved. 7. DWS able to enforce law on Day Care Centers. 8. Local financing available to take over responsibility for programs. 9. CRS and CWS able to cooperate together within local context.
Outputs: 1. People fed on supplemental basis. 2. Model nutrition education clinics. 3. Knowledge among mothers, MCH personnel and other Ghanaians of importance of proper nutrition, appropriate local foods, methods of preparation. 4. Only school feeding program in Ghana 5. Various local community development facilities. 6. Proposal for Food Aid Committee. 7. Design of a [illegible] administrative system for CRS and CWS programs.	Magnitude of Outputs: 1. About [illegible] FY 72 2. Lower Clinic [illegible] with [illegible] settings [illegible] Greater Accra 3. [illegible] 4. Reaches a [illegible] of population [illegible] concentrated [illegible] 5. Self-help [illegible] centers Sanitary facilities 6. Committee [illegible] and being established 7. Proposal [illegible] to be implemented beginning in FY 73	1. Volag reports and evaluations 2. Observations 3. GOG reports and statistics 4. Discussions with Volag and GOG officials	Assumptions for providing outputs: 1. Regular attendance by mothers and children at clinics. 2. Effective nutrition education provided. 3. CD projects can be staffed and operated by GOG and/or local community. 4. Religious differences and/or beliefs do not divert programs or otherwide act as an obstacle.
AID Inputs: 1. Provision of food commodities and limited advisory assistance to CRS and CWS. 2. Incentive grants to establish model nutrition education clinics. 3. Ilesha weight charts. 4. Local currency. Volags 5. Child nutrition seminars. 6. Church and Mission distribution system GOG 7. MCH distribution system thru MCH program. 8. Department of Social Welfare day care centers. 9. Financing for landing, handling storage, inland transport.	Implementation Target (Type and Quantity) 1. NFDM, CDM and WSB. 2. One for Lower Clinic. Application for one for Bowl's Clinic disapproved by AID/W. 3. Well over 200,000 for use by CRS, CWS and MCH. 4. Budget support for nutrition and related programs. 5. Annually for at least 2 years. 6. Hospitals, schools, clinics, personnel 7. Hospitals, clinics, personnel 8. Centers, personnel 9. MCH budget - exact amount cannot be specified.	AID program documentation, files, audit reports, etc. Volag reports, AER's. Discussions with Volags and visits to feeding sites. MCH budgets and reports. DSW budgets and reports.	Assumptions for providing inputs: Commodities available and shipped in timly manner. CRS and CWS continue to operate in Ghana and administrative capability improves. Adequate GOG funds available and administrative capacity able to operate program smoothly and efficiency.

Reviewing USAID's logical framework indicates a belief that there is hope for eventual integration of the U. S. food donation activity into a Ghanaian program. The program is nutrition-oriented, with MCH the major implementation vehicle; support is shown for the proposed merger of CRS/CWS logistics, and some recognition is given to other activities (school feeding, day care centers, community development projects), taking into consideration availability of foodstuffs, voluntary agency priorities and AID regulations.

Comments on the types of assistance being rendered, method used, impact at all levels from national government to individual recipient, and the implications, for Ghana and for the worldwide program, are included in our commentaries below. One issue which does not strictly relate to food, but which appears to have a serious negative impact on the smooth operation of the Ghana Title II program, is a breakdown in communication between USAID and AID/W. USAID has the impression that messages are not receiving adequate attention or, at times, are not received. At the same time, there have been occasions when AID/W appears to have taken unilateral action (for example, in revising AER's) without explanation. This causes confusion in USAID and dismays the voluntary agencies. While it is not the purview or the purpose of the evaluation to assess the nature of, or explore the reasons for, this impediment, the team feels that this situation should be called to the attention of concerned parties at AID/W.

SECTION III

TITLE II OPERATIONS IN GHANA: CRS AND CSC

SECTION III

TITLE II OPERATIONS IN GHANA: CRS AND CSC

Through the years, Title II in Ghana has persisted primarily as a supplementary nutritional feeding program with a small related food-for-work effort.

The voluntary agencies, Catholic Relief Services (CRS) and the Christian Service Committee (CSC--the Ghanaian counterpart for Church World Service) have administered separate food programs in Ghana with little active support from the GOG.

Ghana is primarily an agricultural nation with a population estimated between nine and ten million. Title II, always a small welfare/nutrition program here, reaches less than two percent of the populace (see Exhibit II on the following page). This figure can be somewhat misleading, however. The program's impact on the overall economy of the country is probably rather small, yet from a social welfare and educational point of view, even without changing its emphasis, the program may provide a range of other types of benefits, including developing local and national government concerns for the welfare of its poorest people, providing resources and technical assistance to local Ministry of Health and other Ghanaian government workers, and exploring new approaches to the solution of Ghana's burdensome food distribution and food deficit problems.

Through FY 72, Ghana will have received approximately $17 million worth of donated food aid from the U. S. Government. This total includes $2.3 million received during the Mutual Security Act period (1953-1961), which consisted primarily of emergency and disaster relief. From FY 62 through 72 all grant food aid totalled about $14.5 million, of which the U. S. voluntary relief agencies share has reached approximately $10 million under Titles II and III.[1]

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[1]Source: USAID/Ghana Program Summary as of 6/30/71 for U. S. economic assistance to Ghana.

EXHIBIT II

ESTIMATED NUMBER OF RECIPIENTS OF TITLE II COMMODITIES, FY 1971,
BY VOLUNTARY AGENCY, PROGRAM CATEGORY, AND PROPORTION OF TOTAL CHANAIAN POPULATION[a]

Program Category	Voluntary Agencies[b]			Ghanaians In Target Population[c]	Percent of Population Reached
	CRS	CSC	Total		
Maternal/Child Health	25,000	6,000	31,000	2,163,000	1.4%
School Feeding:[d]					
Primary	84,000	9,000	93,000	1,006,000[e]	9.2
Other	6,000	1,000	7,000	500,000[e]	1.4
Other Child	27,000	500	27,500	-not available-	-
Economic/Community Development	12,000	1,500	13,500	-not available-	-
Institutions	13,000	-	13,000	-not available-	-
Health Cases	5,000	-	5,000	-not available-	-
TOTAL	172,000	18,000	190,000	9,634,000	1.9%

NOTES:

a. From figures in the adjusted AER for 1971; actual numbers of recipients may have varied slightly from these estimates, and at this writing a number of shifts among categories are taking place. See discussion in text.

b. Excludes Title II Commodities used by the World Food Program.

c. Based on data in USAID/Accra's memorandum of 2/12/71 to AID/W covering FY 1972 Program Plans and AER's. Dr. Gaisie's population estimates have been increased by roughly three percent to allow for growth between 1970 and 1971, the comparison year used in this table.

d. CRS/CWS figures for primary versus other school feeding estimated by extending ratios for total Title II program.

e. School enrollment only. About 60% of primary age population is enrolled, about 30% of middle and secondary population.

A. Organization of the Program: CRS, the Christian Service Committee, and the Food Assistance Committee

Officially, PL 480 Title II (formerly Title III) in Ghana dates back to an original letter of agreement between the U. S. and the Ghanaian government of April 9, 1959, which spelled out the GOG's responsibilities to provide such things as duty-free entry and inland transportaion for commodities. Since that time the official involvement of the Ghanaian government in Title II has not progressed significantly beyond this type of commitment; the program is welcome and no particular impediments are placed in its way, but no special interest has been evidenced on the part of the GOG in increasing its inputs or involving the government more directly and deeply in program policies and operations--no efforts, that is, until those which have resulted in the formation of the Food Aid Committee.

This lack of involvement at the national level does not mean that Title II has not developed numerous and extensive ties to Ghanaian government. It has. But these ties tend to be at the local operational level, where a government official--for example, a local nutrition officer for the Ministry of Health--may receive PL 480 commodities and work with the voluntary agencies in their distribution and programming; professional health or nutrition people in Ghanaian academic or Ministry circles may become involved with Title II projects; a regional social welfare official might find the voluntary agency staff a helpful source of advice, a sounding board which may not be available elsewhere. Such contacts tend to be informal and do not always show through in the major planning documents associated with the programs, but they are widespread and in the view of the team suggest the possibility that the program may have a training, technical assistance, and program research and development function for operating-level Ghanaian officials.

As Exhibit II indicates, the CRS program is by far the larger of the two. Both CRS and the Christian Service Committee's operations have been rather evenly distributed around the country, however, and thus local people generally have some opportunity to contrast the two agencies in action. This leads to a number of minor controversies, some of which get at the root of the dilemmas which confront a program like Title II.

1. Relative CRS and CSC Organizational Strengths

One issue, explored at some length in a round table session conducted by the team in Tamale with CRS, CSC, and volunteer personnel, concerns the special strengths and weaknesses of each organization in carrying out a program like this one. It seems to be generally

conceded that CRS operations, which are largely staffed (in the North, at least) by expatriate priests and which are actually controlled by CRS itself rather than by a local Catholic counterpart agency, has some organizational strengths for a food program which are not possessed by the CSC. Speaking in terms of national stereotypes, which we properly treat at arm's length but which, like most stereotypes, contain a grain of truth, the expatriate Catholic priests are felt to be better "organization men" and can better withstand the pressures of local culture and family ties which cause some conflicts between the typical Ghanaian's background and AID/W's conception of the well-run program. It seems likely that some of these differences may simply be due to the fact that the Catholics possess a larger staff and are able to galvanize a great deal of organized manpower in order to supervise and control their program.

Yet this special strength of the Catholics is also their weakness. Again in the North, very few CRS program operators are Ghanaian--referring, that is, not to CRS' own staff but to those priests, nuns, nurses, and others who actually conduct programs in particular schools, clinics, etc. Ghanaian presence in the Catholic Church is increasing and is particularly marked in the South, but at the same time it should be noted that CRS expects to concentrate its work in the North where the non-Ghanaian staffing situation is expected to prevail for some years to come. This leads to serious questions of phase over capability and also, in the team's view, to the possibility of a relatively paternalistic program due to the simple lack of Ghanaians at the operating level. This is not intended as a criticism of CRS' own staffing, which does include Ghanaians (and American non-Catholics); it is simply a fact about the line personnel with whom CRS works.

In this sense, the Christian Service Committee is very strong indeed. The operation is both Ghanaian staffed, at the program operator level, and Ghanaian controlled: Church World Service representatives are seconded to CSC, and both CWS and CSC have the right of rejection. For example, all three major Protestant church supporters of the Northern CSC programs (the Evangelical Presbyterian Church, the Presbyterian Church, and the Methodist Church) are essentially Ghanaian institutions with linkages to one or another foreign denomination. Almost all pastors, who handle most of the CSC stationmaster duties, are Ghanaians, the older ones with European university training, the younger ones with four-year degrees in Ghanaian divinity schools. These men are assessed by CWS staff as conscientious and able to make a very positive contribution in supervising the overall direction of the program--and they carry the very considerable advantage of their nationality, constituting a cadre of trained Ghanaians with some executive

experience with Title II. Any major fears that the pastors would not really be able to be persuaded of the virtues of economic development can be answered, we feel, with a look at the CSC program in the North, which is a professionally designed and well executed program in rural agricultural development with almost no flavor of the old-line "humanitarian" approach about it. This is not a small program; the annual budget for the CSC Tamale-based operation is over 100,000 cedis. The CSC evaluation of its agricultural efforts (the Evaluation Survey of November, 1971) also suggests a thoroughly professional set of standards at work here, although the document carries with it that preoccupation with organizational forms and group dynamics which is typical of church-related studies throughout the world in the past several years.

The team judges these observations to be of some importance. It is easy to misread an organization which, like CSC, is couched in the context of a fairly fundamentalistic version of Protestant theology, a sign which in the past might have reliably suggested a preoccupation with missionary work and the creation of ricebowl Christians. And while there is some element of the old missionary zeal left with both Catholic and Protestant agencies, on the whole the Title II work in Ghana seems to be conducted with a fairly serious amount of attention to program efficiency, responsiveness to AID priorities, and attention to development as the first concern rather than religious conversion. We are again reminded of the fact that it was the voluntary agencies, not AID, which had to push for food for work when the original Title III guidelines forbade such programming.

We would not wish to push this point too far. Both CRS and CSC people (including one Ghanaian pastor) admitted to a tendency to feed "their own" people first, and there are some signs that recipients tend to feel that the programs are indeed tied to the religious preferences of the people. That neither CSC nor CRS would desire this sort of outcome does not make it any less real; it is a problem which should be more explicitly treated in the months ahead. And on the basis of those food programs which we were able to observe, it does seem evident that the same problem of the Ghanaian's reluctance to turn away his brother and his relatively low stress on organizational detail and Western notions of "efficiency" does result in a more casually run operation in CSC, as opposed to CRS. We would note again that this general assertion must be treated with great caution. In Yendi, for example, the situation seems to be exactly reversed: the CRS people were rather caustic about the supervision and attention devoted by American priests there to school feeding and other programs operated out of that mission, while it is also apparent that the local CSC pastor,

Rev. C.F.A. Gbedi, is highly respected by CRS and CSC staff alike for his attention to the program.

It seems to the team that this distinction in voluntary agency strengths--organization and good supervision on the CRS side, Ghanaian staffing and indigenous involvement on the CSC side--presents a special opportunity for improvements in the program now that the long-sought agreement to coordinate the CRS and CWS programs in Ghana is about to become a fact. With a clause to change back after one year if not satisfied, CSC will turn over the administration of its food program to CRS in FY 73. The Church World Service personnel seconded to CSC will continue to work in liaison, but CRS staff will handle the day-to-day administrative and technical assistance work, serving both their existing contacts and CSC pastors. Protestant-sponsored special activities in family planning and nutrition education will also continue to be operated in conjunction with the food program, as will local CSC-initiated self-help efforts. The main effects, therefore, will be to considerably simplify Title II administration, tighten up control procedures, and allow for improved coordination between "Catholic" and "Protestant" endeavors.

This appears to the team to be a sensible solution to several long standing dilemmas. CSC can now concentrate its energies on its on-going agricultural extension efforts and on family planning. CRS, with its trained staff and volunteers, can adequately develop its program to include preschool clinics that provide not only Title II food aid on a monthly basis, but nutritional guidance, medical care and hygiene instruction to the recipient mothers.

2. <u>The Voluntary Agencies and the GOG</u>

A second major policy-making and coordination issue concerns the role of the Ghanaian government in Title II. At this writing, representatives of the following organizations are all involved in Title II operations in Ghana: the Ministries of Health, Education, Economic Affairs, and Social Welfare and Rural Development; USAID; the voluntary agencies, CRS and CSC; and the World Food Program. CRS and CSC are generally responsible for program conceptions and execution. USAID acts as the key watchdog for the U. S. government and through the activities of its staff has provided some encouragement for improvement in coordination and program efficiency. The government agencies' roles have been mixed, ranging from extensive formal involvement on the part of the GOG. In this respect, it is probable that the GOG would have had some difficulty formulating needs (on an official level, at least) in this area, and it would have difficulty lending a great deal of

administrative or budgetary support to such programs since they do not constitute high priority needs within the national government.

For some time, persons concerned with Title II work in Ghana have sought to obtain more structured government involvement with the program. According to Dr. Fred Sai, long associated with nutritional and health programming in Ghana, prior governmental bodies could have assumed such a role but lacked any particular sense of a need to do so. The Ministry of Health was not so organized as to make such a function visible, and voluntary agencies seemed to have a rather parochial approach, one which did not, in his view, pay sufficient attention to overall community needs.

One practical effect of this has been a difficulty in obtaining the fundamental support for larger-scale programming which can generally be obtained only by working with regional or national government. Coordination with local officials has been satisfactory, and Ghanaian informality makes it easy to gain access to regional or national officials; but access has not guaranteed action in the form of organizational or budget assistance, because no national coordination exists to take the program out of the realm of the informal entity. It is claimed by the voluntary agencies that to some extent the same problems apply to local government workers, who may find that ministerial backstopping in health or other food-related fields is not very strong, leading them to turn to voluntary agency staff for help.

Some movement toward a solution of these problems is now evident with the recent formation of the Food Aid Committee of the GOG, as discussed above in Section II. Representation on the committee will include all of the interested parties listed above. It is hoped that the committee will coordinate planning for all Ghanaian food problems, not just Title II food, and that it will handle the work of assessing the differing needs of regions and coordinate response to those needs.

The Food Aid Committee is so new as an operating body (at this writing, it is less than a month old and thus far has met twice) that its long-term influence cannot be predicted. An ideal scenario might call for CRS submissions (for its joint Catholic/Protestant operations) to the committee, with a review and approval by that body and with possible coordination through the committee with concerned ministries. All voluntary agency staff and USAID personnel back the new committee strongly and express hope that it can be a first step toward greater Ghanaian involvement with the program.

Beyond this limited policy role, there is some possibility (should development in Ghana proceed sufficiently to lead to more sophisticated food programs) that the Food Aid Committee could be the focus of efforts to develop more imaginative uses for commodity aid. For example, the WFP had proposed to work with the National Service Corps in vocational training for men and women (we would note that the NSC functions were absorbed into the Bureau of Social Welfare by Colonel Acheampong's decree in his budget address of February 26, 1972). Title II food is now used to help support special educational projects--for example, it helps feed trainees in the one-month bullock program at the Yendi agricultural extension station operated by CSC. There might be other uses of food to support developmental training in such areas as vocational training for hotel personnel, carpentry, electricity and auto repair. An NSC cadre might also take on food for work city beautification projects, which can have considerable development value if tourism is to be stressed. Naturally, such programs require GOG interest and budgetary support. The Food Aid Committee could become a vehicle for the consideration of new projects like these.

A subject which may be of some interest to USAID and the Committee alike is the cost of the Title II program to the GOG, which does incur sizeable expenditures--one rough estimate places them at about 500,000 cedis annually--for the handling, warehousing, and internal transport of these commodities through the State Transport Service. A precise, validated estimate of these costs would help point out the GOG's stake in this program, and may help to bring the ministries into the action more readily.

A visit was made to the State Transport Corporation warehouse and trucking point in Takoradi for Title II foods. The team observed a load of Bulgur wheat being loaded for shipment to the distribution centers in and around Tamale. At present there is a serious problem in Ghana with regard to the timely hauling of Title II commodities from the ports, particularly at Tema. This was discussed by CRS at the second meeting of the Food Aid Committee. The overall problem seems to be between the Ghana Cargo Handling Co., the Ghana Supply Commission (GSC) and the State Transport Corporation (STC). The GSC clears the supplies and the STC physically moves the commodities. The problem at Tema stems from the fact that the STC alleges that it has claims for more than 6-1/2 million cedis owed it by the MOH. CWS and CRS have suggested a meeting to work out these problems with GSC, STC and Ghana Cargo Handling, so that claims against the MOH will no longer affect the movement of Title II commodities.

A successful development of the Food Aid Committee could also suggest a need for increased attention and support for Title II within the USAID Mission. At present, food programs have no special priority within the GOG. With improvement in the development setting and greater program visibility because of the committee, this choice of Ghanaian priorities could shift. A successful FFPO must maintain a delicate balance between the Volags, host government officials, and the U.S. Government policies for Ghana. The presence of an active Food Aid Committee with some real authority which would be admittedly unprecedented in Ghana--might allow an FFPO to play a more active role in this work.

3. Regional Concentration in the North

A final general issue concerns the focus of Title II programs in this country. In past years, Food for Peace efforts encompassed a rather large number of program categories and were spread throughout Ghana. Since 1970, and owing partially to AID/W directives and partially through some new felt priorities on the part of the voluntary agencies, a major series of shifts has come about. Institutional programs and relief cases have been phased down or out. Secondary school feeding has been entirely eliminated by CRS. MCH has gained momentum. After sponsoring numerous self-help projects which, in retrospect, seem to be of somewhat mixed value (such as school construction when staffing was not available), the voluntary agencies are focusing on the construction of feeder roads, grain storage silos, water projects, and community centers (literacy halls) which can be used for a wide variety of purposes and provide a place to conduct MCH and other programs during the rainy season--all project types which seem fairly justifiable (assuming sensible local conditions) to this team.

The major shift planned is a concentration of the larger CRS program in the North, where conditions are poorest in Ghana. Impact will be considerably augmented by this shift; among other things, only about 25 percent of the population lives in the North, so a concentration can conceivably bring much greater effects on its target population without requiring greater outlays (except for increased transportation costs to the GOG). CRS says that it hopes to eventually focus its entire effort in the North and limit its activities to preschool MCH/nutrition education (possibly with the additional spinoff of clinical treatment for severely malnourished children, which has been tried and tested at the Lawra MCH center and elsewhere in Ghana); feeding for rural primary schools; and self-help food-for-work projects in rural agricultural development. CSC interests are also focused on the Northern regions.

Another effort to focus the program, suggested by CRS, is a concentration of the rations, with different ration amounts varying according to the season. There are parts of Northern Ghana where PL 480 food may sometimes constitute the only substantive food a child may get during the "hungry season" in the spring. Allowance for such conditions, especially in a program which is set in the context of school feeding, is difficult because of fixed ration guidelines and the inapplicability of disaster relief conditions. Apparently it is quite possible for children in Ghana to go hungry when adults do not, simply because the local diet is difficult for small children to handle, especially in the months of March through May when stockpiles consist mainly of stored yams and dried foodstuffs. (An alternative explanation could be that Ghanaian families let children in school feeding programs fend for themselves during the hungry season. Also, in many parts of Ghana, custom dictates that the adult males dip into the pot first, followed by women; children get what's left.)

This idea raises both obvious questions about the rigid character of AID/W ration guidelines, and serious problems of dependency. Judging from comments made by voluntary agency people with respect to self-help, dependency on donated food is indeed a serious problem in Ghana; one of the reasons food for work is liked by the voluntary agencies is that it allows relief of serious food shortages without encouraging farmers to let their crops go the following year on the assumption that the U. S. will feed everybody anyway. Yet the program is explicitly designed to help nourish primary school children, and if local resources cannot be added to the PL 480 commodities in order to accomplish this job, it would seem sensible to add to the rations, which are intended to be supplementary, when this is the case. The team has no ready answer to this dilemma at this writing. However, we expect that considerable additional thought will be given to this issue as the worldwide evaluation continues.

The remaining portion of this section treats some overall aspects of each of the major program categories: MCH, school feeding, food-for-work, and so on.

B. Mother-Child Health (MCH)

An increased emphasis by CRS/Ghana is being placed on this program category, particularly by focusing primarily on Mother and Child Health Clinics in association with their preschool feeding programs, both those supported and run by the hospitals through the Ministry of Health (MCH), and those supported and directly administered by the CRS.

CRS supports three basic types of programs: a supplemental feeding program operated by hospitals, which is limited in scope; a wide-approach preschool program combining MCH, nutrition education, and clinical treatment; and support to Day Care Centers, not strictly MCH but aimed at a similar target population of young children. Emphasis is on the preschool program, which is being watched closely as a program model by the Ministry of Health.

According to the present strategy planned by CRS, a declining support through Title II for the Day Care Centers (under the Ministry of Social Welfare and Rural Development) is the trend, for unless these centers can obtain either expanded local or national government support, with additional nutritional and medical programs included, they will gradually be cut off from Title II assistance. Wherever possible, CRS wants to concentrate its efforts, in cooperation with the MOH, on a combined, coordinated approach to tis preschool MCH clinics using Title II and local foods not only as a supplementary food input approach, but as a device to provide nutrition, hygiene and health education to the mothers.

If the program merger agreement between CRS and CSC takes effect as anticipated, the Christian Service Committee will rely on CRS to provide Title II foods to those MCH clinics presently supported by the CSC (mostly in hospitals). The Protestant agency will continue to provide family planning education and services to those centers and clinics where they have been involved, and where they can expand this service in cooperation with the MOH. CSC has also expressed some interest in taking on Day Care operations.

CSC will, through its agreement with CRS, keep a "toe in the door" for planning and evaluation. Generally speaking, there does not seem to be any dissatisfaction with the type of Title II commodities or the level of allowable rations provided for this program category. However, in some centers a preference for NFDM was expressed over the blended foods such as CSM or WSB; such an attitude may stem from an inability to properly prepare and understand the usefulness of these nutritious and less costly foods. It was interesting to note that in some areas where blended foods were more understood, the WSB was preferred to CSM.

In addition to the Danfa Rural Health and Family Planning Project visited by the team (see Appendix A), an assortment of MCH program locations were visited in the North, the Kumasi area, and near Takoradi in the coastal area. Time and travel constraints did not permit a visit to the CSC/AID sponsored Lawra clinic, located in the far northwest

corner of the country. But the team was able to observe several stations which were making use of the Lawra demonstration results, which include the preparation of special supplementary foods based on Title II commodities for the clinical treatment of severe malnutrition cases.

A visit to the Yamaransa MCH clinic run by CRS demonstrated the effect of a combined community action/AID/CRS effort. The local community under the direction of its Chief built the clinic using voluntary labor and contributions together with AID-provided self-help funds. CRS provides Title II food and has generated staff support in the form of a nun from the local mission, and the MOH supplies some technical staff to run the clinic. Its program includes the usual Title II and local food use, nutrition education combined with hygiene, and health services to mothers and children three times per week.

The preschool feeding center in the village of Fijai was visited with Sister Winifred Wilson of the Catholic Society of the Holy Child near Takoradi. Miss Yankson, a nutritionist from the nutrition Division of the MOH office in nearby Sekondi, serves regularly at this clinic and at two others in the area. She demonstrates the use of Title II and local foods twice per month in each center, reaching about 300 mothers and their children.

Charges of ten pesewas per child are the norm, though mothers who may obviously be unable to pay this small fee for all the services (health and nutrition) are still provided all services and monthly food rations for the child, using weight charts, and supplying vitamins, and medicines, when needed. In addition, Miss Yankson and the staff follows up the work of the clinic by visiting homes of the mothers to judge the effectiveness of the nutrition education program and to advise on matters of hygiene, use of suitable local-grown higher protein foods, and so on.

The Ghanaian work to date with MCH strongly demonstrates the critical need for very careful and thorough planning, program design, staffing, and supervision. Providing the food alone is next to useless. The program demands exceptionally good educational and training efforts. For example, a carefully done study of five CRS clinics (done as a master's thesis in 1971 by Gillian Gordon) suggests that the clinics will work where supervision is good, where demonstrations are carefully planned, and where the program is well designed to fit local conditions; if these conditions are not met, MCH efforts do not seem to be very effective.

The weight charts are still the only widely used measure of impact. Both the study cited above and our discussions with Ghanaian nutritionists suggest that, as devices to assess the clinic rather than any individual child, they may not be too bad. Any one chart means little unless the child's circumstances are known. But on a group basis, good records of weight increases seem to be related strongly to other signs of success such as the appearances of the children or the interests of the mothers. Records, again on a group basis, of no change or even decreases were associated with clinics having poorer programs. Causally such relationships are not conclusive but they are suggestive and indicate the charts may be a better guide than heretofore suspected.

Weight charts also have considerable value as educational devices; the visual record can be understood by illiterate women. Charts are kept by the mothers and brought to each session. It was suggested, incidently, that the "Notes" section of the chart be left blank; this would still permit notes to be recorded but would also allow overprinting of additional pictoral materials (compare the similar charts issued by Glaxo Laboratories in Lagos).

C. School Feeding

In terms of number of recipients, school feeding is the single largest Title II activity in Ghana, accounting for roughly half of the total. While this type of assistance remains high on the AID/W priority list, there is considerable doubt as to whether the voluntary agencies perceive it as equally important. This is not to say that they would cheerfully cancel school feeding, which has strong and convincing proponents as well as detractors.

The school system provides what is perhaps the least bothersome and most convenient mechanism for equitable distribution of food. However, there is a good deal of debate revolving about the question of which age group benefits most from supplemental feeding and therefore in the long run makes the greatest contribution to national growth. Both the preschool and school-age groups have their advocates, and it is certain that considerably more study will be required before this issue is resolved. CRS terminated secondary school feeding in 1971, and intends gradually to shift emphasis from cities and towns to rural areas where they believe a greater nutritional need exists. Because they doubt that the GOG can support a national school feeding program in the forseeable future, CRS intends to concentrate on a community approach where all primary schools in a particular depressed area will be helped.

CWS would favor abandoning school feeding entirely if preschool and day care feeding programs could be developed rapidly enough to use the quantities of food that would be diverted. Since this is not likely to happen, they opt for the continuation of present school feeding programs in Ghana but believe they should be made "absolutely conditional" upon the participation of the Ministries of Education and Health in selecting the priority target schools, and evidence of steady progress toward a national school lunch program by the government.

These CRS-CSC views do not conflict, nor does USAID have any quarrel with them. This is not to say that other refinements and/or alternatives have not been advanced. For example, commodities could be provided only to those schools which develop gardens to produce additional food. One problem with this is that gardens go unattended during vacations. Rations might be scaled to provide less donated food at harvest time and more during the hungry season, particularly in the North.

Another point of debate is whether the program may be viewed as an agricultural incentive or as a disincentive, depending on who is interviewed. Some feel that school feeding could be used as an inducement to community involvement, with cooperative endeavor to establish village gardens, resulting in sufficient food production to permit phase out of supplemental commodities. It can also be argued that the provision of Title II food acts as a disincentive to local production. The problem is that there is not sufficient evidence to substantiate either contention.

Another outgrowth of food programs might be parents' associations which could be moving forces in other aspects of community life.

Available evidence appears to support the contention that school feeding has a definite positive effect on school attendance. When food is served, attendance is up; when food service is suspended, for whatever cause, attendance wanes. Ghana has a compulsory education law through middle school (enforced, obviously, only to the extent local facilities and commitment allow). School feeding therefore contributes to the fulfillment of national objectives. Pulling in the opposite direction is a widespread feeling in rural areas that education is detrimental to the community and the family, because of the need for the child to pull his weight by helping with the farming and tending cattle. This undermines school attendance.

Furthermore, the team has been told by several CRS and CSC representatives that school feeding is sometimes questioned on the grounds that it encourages school attendance, which in turn encourages young people to leave rural farm areas and migrate to the city. If so, this would contribute to the already dramatic problems Ghana is experiencing with rural-urban migration: unemployment, lack of housing, and so on. The team, however, does not find this argument very convincing, at least not at this writing (and with questioning, neither did the voluntary agency people--we are considering complaints they hear, not necessarily complaints they make themselves). The pressures in almost all countries for migration to the cities are enormous. Schooling may indeed serve to heighten interest in migrating to the towns, but so will almost any developmental activity. Perhaps the most essential root cause may be a perception of opportunity and a chance for improved standards of living. Regardless of the theory one chooses, the complaint here is not really against school feeding--it is directed at education itself. The team would take the position that if there is going to be education, one might as well explore schools as a site for feeding programs.

There are several aspects of the school feeding programs which seem to be especially tied to Ghanaian culture, although they may have relevance in other countries. Some people suggest that school feeding might contribute to the dissolution of taboos which dictate that certain foodstuffs, known to be nutritionally beneficial, are not to be eaten. They claim that a child is more likely to join his fellows and eat his lunch--therefore learning to eat new foods--than cling to custom alone. This may be true, but it is also possible that it might be a long culturally eroding process.

D. Food for Work

Self-help programs run by the voluntary agencies in Ghana are in a transition from a rather diverse and not always productive range of endeavors, to a relatively narrow set of project types which are, on the whole, likely to be useful in the context of general Ghanaian development.

There have been many false starts. The team views such a period of shakedown and initial difficulties as normal in attempting to find a good fit for relatively new AID program vehicles in a country like Ghana. At times, schools and clinics have been built with no thought to the availability of staff, or to the proximity of other similar facilities.

This pattern of activity is changing. For example, the CSC representative in the Northern field office currently has a fairly lengthy list of suggested self-help projects, including a number of school construction jobs and several agricultural development tasks. He is skeptical about the schools, but indicates considerable interest in the rural agriculture work, which has gained some substantial success in the area in recent years by constructing feeder roads, storage silos, wells, and other simple projects with a high potential for direct and visible benefit to both the local community and to the general agricultural economy.

There is a considerable debate here over the acceptability of food as an incentive for work. CSC projects have often included food as an added bonus to cash payments. Where food only is used, there is some doubt that it can attract the workers needed. On the other hand such difficulties seem much less severe when a project can be really sold to a community and when the recipients themselves demonstrate a desire for the work. We would suspect that in Ghana, it may be the project itself which is attractive, with the food simply being an added benefit.

In Morocco, the previous country visited by the team, food for work is thought of by many as an employment creation program as well as a way to generate capital improvements. This is definitely not the case in rural Ghana, where a man may be unemployed or under-employed in the Western sense but, thinking of himself as a farmer even if his farm is idle, still not perceive any need to seek "work." Thus projects seem to work best when they are couched in terms which speak to the agricultural man's own interests. This emphasis on "felt need" is stressed by both CRS and CSC staff. For example, a priest in the North recently turned back a very large donation from his home country church for wells because he feared that, given the lack of interest in his area on such work (it might be noted that here men make these decisions while women walk several miles to fetch the water), the money would be wasted.

Another advantage of self-help in Ghana is that in the dry season it provides a mechanism to supplement very poor diets with less chance of inhibiting the farmer's interest in planting his crop for the next year. There is a "surplus psychology" in Ghana, a feeling that the U. S. food is simply being made available and will always be available because nobody else needs it. This surplus psychology exists primarily at the recipient level, but perhaps it is at such a level that it constitutes the most serious possible problem.

Other kinds of self-help projects which have been undertaken include drainage work; land clearing for schools; building market stalls, latrines, and culverts in small towns; and cooperative efforts, with the Ghana National Youth Council, by CSC in constructing clinics, post offices, community centers, and schools. On the whole, however, the emphasis seems to be shifting to rural development, to the North, and to the poorest areas, as elsewhere in Title II here.

E. Other Types of Efforts

CRS Day Care support has been touched on in the discussion of MCH, above. Both voluntary agencies have phased down, or out of, institutional and health cases, at least formally. However, in a program which is relatively loosely run, as would be expected in Ghana, there continues to be some activity which seems worthwhile to the voluntary agencies (and, in some cases, to this team) which does not obviously fit higher priority program categories. For example, in Yendi, PL 480 food is used occasionally both in partial support of a Peace Corps Volunteer's work in health lecturing (she provides a little milk to mothers attending child nutrition talks) and to trainees at the Yendi agricultural extension station. CWS staff were not sure exactly how this use is reported, but in any event the former case was not billed as "MCH" (even though it could be tied to MCH and could be justified as a form of pre-program activity), and the latter case was not billed as self-help although elsewhere manpower training programs have been supported with food for work. Such cases raise questions about the rigidity and realism of AID/W-conceived program categories and priorities, the extent to which useful working definitions of these categories actually reach the field, and the validity of recipient estimates used in program reports.

The "other" type of program also raises a gut issue for PL 480--to some extent a moot issue, but nonetheless one which recurs again and again--to what extent, if any, does Title II fulfil the "humanitarian" objectives specified in the law? Rev. Herrell observes, in his position paper for this study, that CSC dutifully phased out those persons who, as he put it, "fall into the cracks between priority categories"--the aged, tuberculars, lepers, orphans, handicapped--whose need, he feels, is absolutely greater than even the children now reached by a Title II program which is explicitly supplementary.

The team can readily understand AID's emphasis on development. We suspect that cessation of Title II assistance need not necessarily imply throwing previous recipients to the wolves--after all, there are

other agencies operating in this field. We can also sympathize with a desire to use a valuable resource which has the potential leverage of the U. S. government behind it for something more than stop-gap work. But at the same time we would not go quite as far as did Judy Bryson, the FFPO for USAID/Accra (who by all signs was an effective and concerned Title II administrator) in her own position paper: "It seems pointless to drag out support," she says in arguing in favor of immediate termination of all CRS institutional cases, "for a smaller and smaller number of recipients." We disagree, for two reasons. First, as long as no new cases are accepted, a program serving the aged or seriously ill will be self-terminating and its ability to find local resources to take over the load will be enhanced as its caseload gets smaller. Second, it ill behooves the U. S. government to accept support responsibility for a "humanitarian" program, as it originally did, and then change its mind--perhaps for good and valid reasons--and terminate its prior obligation in a rather inhumane fashion. We are aware that formal obligations have been extended a year at a time. But this was an unchanged pattern for many years and that consistency creates a reality which transcends, we suspect, the formalities of any particular AER.

Terminate institutional cases, yes. But the team respectfully suggests that AID/W ought to find a better way to accomplish this, in which a concerted effort can be made to find other sources of support and to ease the transition for those who, without volition on their part, were led into some dependence on Title II with the USG's full consent and approval.

SECTION IV

SOME QUESTIONS FOR THE WORLDWIDE STUDY WHICH ARE RELATED TO GHANAIAN PL 480 PROGRAM EFFORTS

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Throughout this report we have noted issues for the parent study which have arisen in conjunction with our investigations in Ghana. The Mission may be interested in some other questions which seem to be germane to the situation here:

- To what extent should priorities and program operating rules (e.g., ration size) be set rigidly by Washington? If actual conditions vary from country to country, and often regionally within countries, should the field have more say in fitting the program to local developmental goals?

- At the same time, program control and supervision by AID/W is obviously important: might one possible solution by the establishment of ranges for ration size, unstructured versus structured MCH efforts, etc., so that the local man has some sense of the options available to him?

- What should the role of an FFPO be? In particular, how should this role be modified in a small Title II program like Ghana's, as against a large program like Morocco's? How critical is the FFPO in achieving program success?

- Ghanaian Title II is becoming increasingly focused within the country; to what extent should AID/W consider the same approach worldwide, placing greater emphasis on use of the commodities where the need is very great or where more adequate infrastructure and budget support exists? Is a small Title II country program cost-effective?

- To what extent might Title II efforts be more explicitly directed toward the development of vocational skills, literacy, and homemaking skills for women in underdeveloped countries?

- Should MCH be assessed primarily on eduational grounds? Nutritional grounds? As a demonstration effort?

- How realistic is it to expect much of the GOG in the way of increased involvement with the program, when the government has no money, the economy is shattered, the political outlook is uncertain, etc.?

- What is the underlying rationale for a program like Title II, if any, in the minds of the people who must deal with it? Is it at least partially humanitarian, and if so what does this mean to each person? Is it developmental, and if so what does that mean? Is it simply a way to show the flag? Is it a barnacle which ought to be scraped off AID's ship?

- To what extent are Title II program people--in AID, in the voluntary agencies, in host governments--looking at the program on the basis of an inaccurate knowledge of Title II's past history?

- To what extent does Title II incur problems for AID simply because of its operating complexity and its direct focus on effects at the local level (compared, for example, to large-scale projects which can be negotiated at a single high level and which are somewhat easier to follow up)?

- If AID people judge the developmental quality of Title II as its key attribute, what is to be the benchmark for judgment? Can it be shown that other kinds of development activities do indeed produce more impact for each dollar expended?

- What is "the country" when AID talks about programs with a reasonably marked effect on country planning and progress? Given AID's worldwide activities, is it possible that this is a somewhat arbitrary category--is it somehow less worthy to produce impact on a region within a country than on the entire nation?

- Would it be more sensible to split Title II operations apart (for example, into child development programs, food for work and food for training, and emergency/disaster programs), with a more clearly stated rationale for each and a more tailored set of guidelines, ration rules, etc.?

- Noting that Ghana is the only small-scale Title II program to be visited for the overall study (all other countries are included on AID's list of major recipients), is Ghana an atypical case of a small country program, raising a possible need for selection of another nation in the non-major group?

- To what extent should attention be given to shifting the emphases among the numerous roles which the voluntary agency is asked to play? What should be its first priority, handing out food? Coordinating the supply of commodities from U. S. ports to the local community? Establishing ties with local program operators? Providing technical assistance? Providing U. S. presence?

We would raise one last issue which is brought to mind by the ties between this study and the AID evaluation system. That set of assessment procedures assumes that Mission activities are self-evaluated and that the action officer on the spot has the power and ability to take steps in response to his assessment. That is, local initiative is assumed. But in fact, in Title II there is very little room for local responsibility. In addition to all the constraints which operate on any AID endeavor--local cultures, host government capabilities, and so on--the Food for Peace Officer must contend with a very strict procedural system imposed by Washington and with a resource which is controlled not just by AID but by the USDA and the Office of Management and Budget. And for USAID/Accra, these problems have evidently been severely compounded by what amounts to a serious breakdown in communications with the Washington Food for Peace Office.

We would suggest that AID cannot have it both ways. Either the existing system must be accepted as inevitable and necessary, in which case we feel that one ought to put appropriate limits on any conception of what the program can accomplish--limits which may still suggest that the program has a reasonable payoff--or a considerable amount of increased flexibility and decentralization ought to be considered, for voluntary agencies as well as USAID. This seems to be the trend with other agency efforts. For example, with increased contracting, USAID staff feel that they can cut their involvement in "mickey mouse" work (such as approval of leave schedules for non-AID hires in non-Title II, for example, or presence at destruction of ruined commodities), leaving post-audits to insure that contractors do their jobs. At the same time this frees USAID staff to spend their time on somewhat larger issues.

Returning again to the evaluation system and its assumptions about how AID programs ought to be run, possibly AID/W ought to set the program goals for a Title II logical framework, leaving it up to USAID to create a custom response on a country-by-country basis with a right of approval by Washington and with a technical assistance service made available to back up the FFPO's work.

As was mentioned previously, the team does not claim to have any ready solutions to the problems and issues which are raised here. We are bound to reserve judgment until the results are in on a wide range of other activities which are underway for this study. We are most concerned with the ideas and suggestions which USAID staff may be able to contribute, however, now and over the next few months as this work proceeds.

APPENDIX A

A SAMPLING OF GHANAIAN DEVELOPMENT PROJECTS SUPPORTED BY PL 480 TITLE II COMMODITIES

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A SAMPLING OF GHANIAN DEVELOPMENT PROJECTS SUPPORTED BY PL 480 TITLE II COMMODITIES

The notes which follow are based primarily on on-site inspections of work supported partially--and in some instances wholly--by the Title II program. The order of discussion parallels that of the report proper: mother-child health (MCH) projects are taken up first, followed by examples of school feeding, food for work, and other types of endeavors.

No attempt has been made here to duplicate the excellent and extensive descriptive files on these projects available at the USAID office. Selected portions of these files have been duplicated--for example, the school feeding reports provided by Alan Yamashita, a CRS volunteer--and will be included in the supplementary materials transmitted to Washington by the team.

A. Mother-Child Health

1. MCH Village Programs in the Kumasi Region

Team members spent the better part of two days with Mrs. Charlotte Senkyire, the Nutrition Officer for the Ashanti Region. Mrs. Senkyire is viewed by CRS staff as an exceptionally good MOH official who personally supervises an extensive mother-child health and nutrition education program in six villages, two of which can be reached only on foot. They would take two or three additional villages but do not have sufficient funds to hire needed additional staff; presently some 15 people--nurses, community workers, cooks, etc.--are employed in the work.

The program tends to reach a very wide range of the village population. All children aged 0-5 are eligible so the same mother could be in the program for a number of years. Most mothers, in fact, have more than one child participating. A small fee is levied for participation, five pesewas (about four cents) in rural areas and ten pesewas in urban areas, per child per month. One village which objected to fees has been dropped from this program. The net effect of this participation system is illustrated by the village of Ohwin, which is estimated to have a population of between two and three thousand. Of these, 144 mothers are reached by MCH, and these mothers have enrolled about 250-300 children.

Given the general emphasis by AID/W on MCH for children aged 0-2, we inquired as to the rationale for including the older, 3-5-year-olds. In part it seems to reflect a general interest in supplementary feeding up to the point of school entry, at which time school feeding programs may take up some dietary slack. More persuasive, a number of persons including Mrs. Senkyire stressed the fact that adult Ghanaian diets are extremely difficult for children to chew and digest, as they are heavily laden with such items as dried fish, hard-cooked yams (which children can only suck rather than chew) and general foods very heavily spiced. After reaching school age it is felt that children are better equipped to cope with the traditional diet.

The travelling clinic visits remote villages, where a public health/nutrition team prepares a cooking demonstration with a meal, gives a short lecture, and examines the children. Backyard gardens are a condition for participating and these foods are used with the PL 480 commodities. It is also a prerequisite that the child be bathed before coming to the demonstration.

Many problems here are logistic: transportation of food and equipment, and the difficulty of obtaining scales light enough to carry over paths into a remote village. To insure follow-through on the program, the MOH staff maintains contact with local Catholic priests, who visit sites and check on food use. The ration size is seen as sufficient as long as it is restricted to the child.

The ration of bulgur wheat and milk is wholly unlike the usual Ghanaian diet. The milk is highly valued and is seen as a great improvement over CSM or WSB; a doctor we interviewed claimed that badly malnourished children treated with milk could be restored in a hospital to readiness for MCH in about two to four weeks, versus six to eight weeks for CSM. The bulgur wheat ration is made up into a paste which children can eat with their fingers; fish meal and vegetable oil is added.

Sources of extreme malnourishment in this region are related to economic and cultural habits, as well as simple dietary problems such as lack of food. Young mothers wish to go back to work and leave children with grandmothers. Simply coping with day-to-day living consumes a great deal of a mother's time--for example, she may walk two to four miles twice a day just to obtain water. Ghanaians may be reluctant to acknowledge that a dietary pattern extending back for hundreds of years may contribute to extremely high rates of infant and child mortality; the team was consistently told that it is common for a woman to bear six to eight children, of whom possibly two or three survive to adulthood.

The most severe cases of malnutrition are referred by village clinical personnel to the Kumasi Mother-Child Hospital (which also operates a similar MCH program for people in the nearby Kumasi). The team visited the wards; signs of clinical malnutrition in the children were obvious and severe, particularly scaling skin and loss of muscle tone. The distended stomach of Kwashiorkor cases was not in evidence but hospital staff noted that such cases will become prevalent as the hungry season develops later in the spring.

The hospital has 30 beds for children; about a third were being used at the time of the visit. PL 480 food is also used for these children; CRS staff were uncertain whether these supplies fell into the "institutional" or "other child feeding" categories. However, the question seems moot as this operation is clearly and obviously tied to MCH. The program reaches over a thousand outpatients.

This hospital center dates back to colonial times. Its operation has changed radically over the past few years as the Title II-supported MCH outreach project took hold. It currently cannot handle all applications it receives for participation. Unlike the regional village program, the limiting factor is seen as food rather than staff.

2. The Danfa Rural Health and Family Planning Project

Team members, accompanied by Lois Richards of the USAID Mission and Mrs. Adumakoh, a nutritionist from the Department of Preventive and Social Mecicine of the University of Ghana, also visited this experimental MCH project in the Greater Accra Region.

The purpose of this project is to attempt to design the most cost-effective method for the provision of rural health services, utilizing the available paramedical personnel, and training medical students and paramedical students to develop and operate the system.

AID finances the Danfa work through a contract with UCLA, which carries out research through a cooperative effort between that University, the Department of Preventive and Social Medicine of the University of Ghana, and the Ministry of Health (MOH). The project was started in August, 1970 with UCLA training Ghanaian health education teams and mapping the entire area's populace. The project is scheduled to run through FY 76, with UCLA and USAID/Accra considering an extension through FY 78.

The Danfa project will affect an estimated 50,000 people. The research activities have been divided among four geographic areas, as follows:

- Area One is sited around the Danfa Health Clinic, which provides comprehensive MCH. This includes family planning, health and nutrition education (through the use of Title II and local foods), and utilizes both the available village clinics and mobile teams. At present, recipients are served every week--eventually they will be served every two weeks.

- Area Two provides health education and family planning in clinics located on the borders of the region.

- In Area Three, only family planning services are provided.

- Area Four is a control area--no services are provided.

The University of Ghana and the MOH provide all health services and training at Danfa Clinic. AID, through UCLA, carries out the supporting research which, in the main, deals with population growth factors, cost-effectiveness data, optimum organization approaches, and the efficiency of health and nutrition education teams. Cooperation from the Village Chief was sought in each instance. For example, in Area One, Mr. Bonso Brown, Principal Community Development Officer, serves as organizer and works with the Chief.

This project is being watched closely throughout the world by officials concerned with rural health and nutrition education. It is ultimately hoped that the Danfa work can generate useful techniques and guidance for a more suitable approach to the staffing and operation of a comprehensive and meaningful rural health service at a reasonable cost, not just in Ghana but elsewhere.

During the visit, Mrs. Adumakoh demonstrated at a village site the preparation and use of local and Title II foods. The team watched a lesson in hygiene, nutrition and food nutritive values, given to more than 20 mothers with their babies.

The dialogue between Mrs. Adumakoh and the mothers was friendly and informal, with several mothers coming forward to tell the group what they had learned in previous visits to the clinic. Babies were weighed and records updated, including a computer card for each

recipient. All in all, the team judged this to be a very effective setting for a village MCH Clinic, with a high degree of interest most evident on the part of the mothers.

3. MCH in the Northern Region

Mother-Child Health programs are just getting underway in the North. Some efforts are still rather provisional; for example, in Yendi a volunteer has worked with the Christian Service Representative, a pastor at the local Evangelical Presbyterian Church, to obtain a little milk which she gives to mothers who attend nutrition and health talks in the villages.

Catholic Relief Services' MCH operations in the North are now based on three preschool clinics at villages in the Tamale area. Organization of this program is similar to the Kumasi operation, with once-a-month major clinics. Follow-up is also provided by CRS staff in each village on a weekly basis.

The AID/W emphasis on small children is well received here. CRS staff agree with the Kumasi program people that the first five years are critical. In addition to reasons already cited, Tamale personnel noted that with high rates of disease, older children may be weakened and fall into malnutrition difficulties due to the inability of the local diet to make up weight and general health losses. At least two children of mothers in the program are known to have died recently from malnutrition. The most severe cases are taken, if possible, to local hospitals, where MCH is also supported through the Christian Service Committee. A number of persons told the team flatly that in the hungry season the PL 480 food may not be supplemental--it may be the only food a child can get that he can actually eat.

What are the circumstances that bring a child into the program? The team asked this question in several localities. In general, children may become recipients in two ways. If the program is known, mothers may simply initiate participation as a way of taking advantage of a good thing. In other cases, a case of malnourishment may become severe enough to cause a family to seek help. In the Northern tribes, the man decides whether or not the child is to go to the hospital; this may delay action, even though obvious signs of trouble may be apparent from observation of a child whose diet has been insufficient for just a few weeks.

Family planning is seen as a moot issue here. Ghanian culture places a very high value on children, partially because they are the only wide-spread form of old age insurance. Infant and child mortality rates are still so high that no incentives exist for limitation; apparently the population increase in Ghana is brought about more by better nourished Southerners (a conclusion supported indirectly by the IBRD's demographic analyses). Another factor limiting rural population growth is the custom of going back to one's parents to raise a child for the first two years. Also, many women are themselves so malnourished that they simply cannot bear as many children as might be expected. CRS staff note that it is common for expentant mothers to come to the hospital with hemoglobin blood counts as low as 28 percent, compared to 70-80 percent for a healthy Western woman.

CRS expects to expand this program. One barrier is packaging of rations, which has to be done by hand at this writing. The same group will also take over the CWS-supported MCH efforts in the area.

B. School Feeding

School feeding programs visited by the team include several operations in the North and the schools at the Burma Camp, a Ghanaian Army installation. Feeding programs at the latter site are squarely against Title II regulations (a fact which CRS acted on itself by calling the attention of USAID officials to the situation). The USAID has replied by requesting CRS to cut the program out, but (owing to the present political situation) is leaving the execution of this to CRS' discretion. Our visit indicated that this is a poor site for Title II on health grounds; the children are served by eight nursery schools and two primary schools which handle a total of almost 2,800 pupils, none of them particularly poverty-stricken. CRS records indicate that rations for about 400 children go here; evidently they are spread thin to supplement Ghanaian foods for all of the children. We would wholly agree that the program should be cut out here as soon as possible; we also agree that given the political situation it could very well be inopportune to press the matter right away.

The voluntary agency priorities are focusing on the North, as has been noted before. The additional priority of rural over urban activities also makes sense here, if school feeding work observed in the Tamale area is any guide. At a CSC-supported middle school on the outskirts of the city, an excellent school garden helps feed the children. However, this is evidently not tied into the school's lunch program in any explicit way. Instead, the boys may take home produce.

When the garden is not supplying food, PL 480 commodities may be used on an as-needed basis, apparently also for take-home use. How then are the children fed their school meal? Two ladies were setting up a hot lunch at the time of the team's visit. But it seems that they sell this lunch to the children; especially needy children may get something from the garden or may be given a few pesawas by the schoolmaster to purchase some food. Again, the team feels that CSC (or CRS, if the administration has been handed over by this time) should cut its support to this school. Even if the obvious sloppiness of the effort could be repaired, the middle school would not merit high enough priority to make it worth the trouble.

School feeding is a very popular program because the institutional base is convenient and because it does seem to encourage attendance. CRS people are quite convinced that many students would not attend without the meal, simply because distances are too great to allow time to return home for lunch. A single school lunch also helps to break down rigid adherences to particular kinds of tribal diets which may not be all that nutritionally sound. Bur Alan Yamashita, the CRS volunteer in the North who has been inspecting CRS school feeding for several months, also evidenced a great deal of concern about the program's vulnerability to misuse and its great need for careful supervision. "The only sure way to know that the feeding is actually taking place," he said, "is to talk to the kids," although he agreed that in most cases he finds a close correspondence between his own impressions of the people who run the program and the actual facts of operation--that is, it is true that when (for example) a local priest or official pastor seems competent and well organized, in general the children wiil indeed indicate that they receive the food.

Two Tamale region school programs under the CRS wing illustrated these principles. A middle-school program serving 75 boys seemed exceptionally well run, while another primary school feeding program serving about 25 children was somewhat less impressive. In both cases the team feels that CRS supervision has helped to insure that a regular meal supplemented with PL 480 commodities does reach the recipients; the other differences seem to be directly related to the drive and interest of local operating people. The same situation seems to be in evidence in Yendi, where the CRS program suffers from indifferent attention on the part of local priests while the CSC-supported schools apparently fare better. Clearly supervision is extremely important, and ought to become a fundamental test of the voluntary agency's annual requests to AID.[1]

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[1] This issue is treated extensively in Alan Yamashita's reports on his work, which are among the appended materials duplicated by the team for transmittal to Washington.

361

C. Self-Help (Food for Work)

Self-help projects include a small but growing portion of the Title II program in Ghana. Again, priorities are on the North and on rural development.

For example, at Tamale a group of boys in their teens have expressed some interest in farming to CRS, which is responding by using self-help food to support their work on land until they can begin to bring in some crops. At the same time, this offers an opportunity to organize the group for agricultural assistance. It is hoped that a small cooperative can be generated out of this effort.

Another form of self-help which the team observed is the building of grain storage silos. These small structures are generally found in villages, one to a family, and are used to keep foodstuffs for the dry hungry season. Traditional silos are highly vulnerable to infestation by white ants and destruction by fire (the typical Ghanaian clears land by burning out the bush annually). CWS staff have come up with a variant on a Nigerian silo design which is constructed of mud bricks and sealed with cement, inside and out. After filling both the cap and tap are also sealed. These were originally put up with self-help and have been successful enough that CWS staff now sell the materials for construction to local farmers.

At the village of Kpugli, the team inspected a feeder road which enables vehicle traffic and a completed literacy hall--a multi-purpose building which permits assistance and education programs to go on during the Ghanaian rainy season. The hall, erected with self-help, came about when the two tribes occupying land on either side of the village decided that a mutual center would be of use. The hall is now used for a whole range of activities. The GOG provided equipment and teacher after it was built (although it was not originally intended as a school) and it now provides primary education for the village. A Peace Corps volunteer gives her nutrition lectures there and provides a type of partial MCH with PL 480 milk obtained from Yendi's CSC pastor. Adult literacy training is conducted in the hall, as are agricultural assistance programs operated by staff from the Yendi farm.

APPENDIX B

PERSONS CONTACTED BY THE EVALUATION TEAM IN GHANA

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USAID Staff

W. Haven North, Director
Reginald K. Ingram, Deputy Director
Lois Richards, Assistant Program Officer
Michael Feldstein, Program Assistant
Judy Bryson, FFPO (on home leave - to be visited by the team in London)
Burton M. Gould, Assistant Director for Program

Embassy Staff

Fred L. Hadsel, Ambassador
Robert L. Bruce, Chief, Political Section

CRS Personnel

Robert Fleischman, Director
Bryan Fredericks, Program Assistant
Patricia Keifer, R.N., Preschool Supervisor
Mrs. C. Casey, Preschool Supervisor
George Apoh, End Use Checker
Alan Yamashita, CRS Volunteer
Hannah Evans-Luterodtt, Nutritionist
Mrs. Hilda Rischewski, Nutritionist (CUSO Volunteer)
Fabian Udjo, Staff

CSC/CWS Staff

Rev. Nahum A. Mensah, Executive Secretary, CSC
Rev. David Herrell, Program Secretary, CWS/CSC
Rev. John F. Dieterly, Field Secretary, CWS/CSC
Thomas Ahima, Director, Yendi Agricultural Extension Station
Rev. C.F.A. G'bedi, CSC Stationmaster, Yendi

GOG Personnel

Dr. E. G. Beausoleil, Senior Medical Officer (PH); MOH
Mrs. S. A. Ababio, Principal Nutrition Officer; MOH
Dr. N. A. de Heer, Regional Medical Officer, MOH

GOG Personnel (Cont'd)

E. K. Commey, MOH
Beatrice Asirifi, Ministry of Social Welfare and Rural Development
Janet Tay, Ministry of Social Welfare and Rural Development
M. V. Addy, Ministry of Agriculture
Miss Yankson, Nutrition Division, MOH (Sekondi)
Mrs. Charlotte Senkyire, MOH (Kumasi)

Others

Dr. Fred Sai, University of Ghana Medical School
Sister Winifred, Catholic Order of the Holy Child, Takoradi
Fr. Van Ham, Catholic Missionary, Tamale
Fr. Jensen, Catholic Missionary, Tamale
Dr. Elbert, Catholic Missionary, Tamale
Fr. Kane, Catholic Missionary, Yendi
Major L. Kodjiku, Director of Education, Burma Camp, Accra

PART SEVEN
INDONESIA

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: INDONESIA

Submitted to the

United States Agency for International Development
Washington, D. C.

April 21, 1972

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April 19, 1972

Mr. Richard M. Cashin, Director
USAID Mission
c/o American Embassy
Djl. Merdeka Selatan 5
Djakarta, Indonesia

Dear Mr. Cashin:

Checchi and Company is pleased to provide you with the attached report pursuant to the activities of the joint Checchi-AID/W team which has been engaged during the past month in a review of the PL 480 Title II program in Indonesia. Our report attempts to provide an analysis of this program as it is viewed by Washington, USAID staff, voluntary agency personnel, and host government representatives. Summary descriptive materials are included so that you may obtain a feeling for the accuracy and scope of our work in the field. Further, a discussion is provided which deals with some policy issues which will be pursued at considerably greater length in our final report on the worldwide Title II program.

At all times, we have tried to emphasize that this review is in no way an audit, nor is it a really comprehensive evaluation of the Indonesian Title II program as such. Rather, we have treated activities here as one of several case studies which will be germane to our study of PL 480 on a global basis. We trust that you will find this report to be in keeping with this set of limitations and within the range of our special perspective.

We wish to express our appreciation for the excellent cooperation which we have received. In particular, we would single out the help of Thomas Brennan, I. G. N. Exawirja, and Victor Pandjaitan of the USAID staff, who patiently and painstakingly helped us sort out the questions we raised about the myriad activities of the Indonesian program. The good advice and counsel of other mission staff, the representatives of Catholic Relief Services, Church World Service, and CARE, and numerous Indonesian officials was vital to our work and greatly appreciated by the team.

The Checchi portion of the Indonesian review team consisted of Mr. Richard A. Ellis and me. Representing AID/W on the team was Mr. Calvin D. Cowles, Senior Evaluation Officer/PPC/W. Checchi acknowledges a special debt to Mr. Cowles, and hopes that he will continue to lend his advice and counsel to this study in the months to come.

It is our wish that this brief report may be of some usefulness to USAID/Djakarta as well as a helpful input to the general evaluation of PL 480 at the Washington level. We urge that you advise us of any new developments which may arise in Indonesia which affect the program, and to pass on to us any comments and suggestions which you may have about this report.

Again, our thanks for the cooperation of you and your staff.

Yours truly,

Jack W. Anderson

Jack W. Anderson
Team Leader

TABLE OF CONTENTS

		Page
Abstract and Summary of Major Findings		1
Section I	Introduction: Background and Setting for the Study	3
	A. Purpose and Nature of the Global Title II Evaluation	3
	B. The Development Setting in Indonesia	6
	C. Overall Scope and Nature of Title II in Indonesia	8
Section II	Goals and Objectives of the Title II Program in Indonesia	15
	A. USAID Goals	15
	B. Government of Indonesia Goals	16
	C. Volag Goals	21
	D. Possible Changes in USAID's Outlook	22
	E. Summary	24
Section III	Title II Operations in Indonesia	25
	A. Purpose of This Section	25
	B. Program Structure: USAID, Voluntary Agencies, and Counterparts	25
	C. Mother/Child Health (MCH)	26
	D. School Feeding	31
	E. Other Child Feeding Projects	39
	F. Food for Work	39
	G. Other Projects: Institutions and Refugees	45
	H. General Observations	
Section IV	Some Issues for the Global Study Which are Related to the Indonesian Title II Program	49
	A. Purpose of This Section	49
	B. Overall Policy Considerations	49
	C. Allocation of Title II Resources	52
	D. Operational Considerations	56
	E. Other Global Concerns	59

TABLE OF CONTENTS (Cont'd)

		Page
Appendix A	Field Reports on Title II Activities Inspected by the Team	A-1
Appendix B	Persons Contacted for Interviews with the Study Team	B-1

ABSTRACT AND SUMMARY OF MAJOR FINDINGS

ABSTRACT AND SUMMARY OF MAJOR FINDINGS

This report provides a description of the PL 480 Title II program in Indonesia. The program is valued at roughly $12 million in commodity values alone during FY 72; overall cost of the program to all contributors is probably well in excess of $20 million annually. The most varied and geographically widespread program encountered thus far by this evaluation team, Title II in Indonesia includes mother-child health, a large school feeding project, a large food for work effort, and a variety of other types of endeavors, and involves the combined work of USAID/Djakarta, the Government of Indonesia, CARE, Catholic Relief Services, and Church World Service.

Our major findings include:

1. The MCH project is growing in size, but is just now beginning to experiment with the kinds of controlled programming which the team has observed elsewhere. CRS and CWS are to be complimented in the work done to date and should be encouraged to keep up their efforts to refine MCH.

2. The large-scale CARE school feeding effort suffers from inadequate supervision and management; it seems to have grown too fast. Our concerns are not with slippages of commodities but rather with the need for training and assistance to some thousands of Indonesians who operate these activities at the local level and who presently have little or no technical assistance. The mission may wish to have its Food for Peace Office work with CARE in insuring that adequate management will be available to support planned increases in the FY 73 activities in West Java.

3. The food for work endeavors, both the large-scale government-to-government subproject (Padat Karya) and the smaller volag efforts, are outstanding. The mission might wish to review its tentative plans for phase out of its food support for Padat Karya by FY 76, in the light of these successes and of the evident GOI enthusiasm for this project. One of several alternatives may be to arrange, as suggested by USAID staff, for transferral of Padat Karya to WFP support.

Section IV of this report also contains a large number of observations on the implications of the Indonesian Title II program for our parent world-wide review of Food for Peace.

SECTION I

INTRODUCTION:
BACKGROUND AND SETTING FOR THE STUDY

SECTION I

INTRODUCTION: BACKGROUND AND SETTING FOR THE STUDY

A. Purpose and Nature of the Global Title II Evaluation

The scope of work for AID's worldwide study of Title II begins with a succinct statement of purpose:

> ...to help AID determine whether best attainable results are being achieved with the use of Title II foods; and if not, why not, and what changes should be made to improve performance.

As the contractor for this assignment, Checchi and Company is conducting a global review of Title II programs, concentrating its attention on a sample of eight countries selected by AID on the basis of geographic spread, variety of cooperating sponsors and project activities, and magnitude of U. S. food inputs. While the field work is taking place, a coordinated Checchi home office team is pulling together information on other national programs and on a number of special issues related to Title II.

1. Possible Uses of the Study

Although this study is billed as an evaluation, that term has to be carefully qualified for our present purposes. The study is definitely not evaluation in the sense ordinarily used within AID, that is, self-study at the mission level for action purposes, with only very limited reporting to Washington. At the other extreme, the study will not be an "evaluation" in the quasi-scientific sense often adopted by other agencies of the federal government, emphasizing a quantified analysis of cause-and-effect hypotheses about program impact.

Instead, our major purpose is to assess Title II policy, and the ramifications of that policy. Rather than carry out a rigorous evaluation of each national program -- a task which AID delegates to its missions -- our assignment is to learn enough about what Food for Peace people are doing so that we can make judgments about possible changes in Title II as Washington sees it. Rather than duplicate scholarly studies of the causal relationship between, say, provision of CSM and nutritional change, our task is to apply the lessons of research to the current practices of Title II.[1]

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[1] Undertakings such as this one are currently going under the label of "policy research," a term coined by the evaluation community to denote formal studies which attempt to combine some rigor of approach with an administrator's attention to tangible, action-oriented results. See Carol H. Weiss, Evaluating Action Programs (Boston: Allyn and Bacon, 1972).

These are not theoretical matters. The study represents a careful attempt by AID/W and Checchi to design an effort which will have a high probability of resulting in tangible, specific payoffs. These payoffs could include:

- The identification of detailed models for Title II programs and projects with consistent records of success, as guides to the best use of food resources;

- Clarification of the history, practices, and operating policies of Title II programs, to provide Food for Peace personnel in Washington and throughout the field with a uniform and consistent understanding of the program and its limitations; and

- Clarification and, hopefully, resolution of a number of constantly recurring issues within the Title II program, such as the relationship between the "humanitarian" and the "developmental" benefits of Food for Peace, questions of encouraging or not encouraging dependency on U. S. foods, and so on.

This is by no means an exhaustive listing.

2. Purpose of the Indonesian Country Report

Country reports are necessarily qualified and tentative documents. We are preoccupied not with Indonesia alone but with eight national programs plus data on many other countries which, at a later date, will be synthesized into a final report. This country report will comprise an appendix to that volume.

The fundamental purpose of the Indonesian country report is to provide information of a descriptive and analytical nature useful in the preparation of the global review of PL 480 Title II. For this reason, the reader will find that we have included much material here which is well known to AID personnel in Djakarta and in Washington, because we wish to insure that every opportunity is taken for knowledgeable people to review the accuracy of the study team's impressions.

There are other purposes of the country report. This study is not an action document, if by that term one denotes a hard-and-fast order for change. Authority over the work of the AID mission to Indonesia rests not with Checchi and Company but with AID/W. Yet it is clear that missions may be interested in obtaining the views of the team

on specific, immediate issues; Washington Food for Peace staff may have similar needs. The team's ability to provide sound advice on such matters varies:

- On some types of issues, such as those raising questions about relationships with PL 480 Title I (the sales program), we cannot claim competence;

- On others, such as the World Food Program, our area of responsibility has been strictly limited by our contract.

Where we may perhaps be of greatest usefulness is with those questions which can be approached comparatively, drawing on experience in other countries. It is the intention of Checchi and AID/W that this report be as responsive as possible to the immediate concerns of USAID/Djakarta, subject only to reasonable limits of our own competence and of contractual limitations. It should be noted that we have formally invited all concerned parties in Washington and in Djakarta to bring their concerns to the attention of the team.

3. Organization of the Country Report

The reader is referred to the Table of Contents, page iv, for a detailed guide to this report. An abstract of the document and summary of our major findings is provided immediately after the Table of Contents.

In Section I, we will set forth below a brief description of the general development setting in Indonesia, included for the benefit of readers not familiar with the situation here. The remainder of the introductory section provides a description of the overall scale and nature of Title II in this country.

In Section II, we take up the goals of the program, and variations in those goals as they are perceived by different parties: USAID/Djakarta, the GOI (Government of Indonesia), and voluntary agencies. An initial starting point is provided by the Summary Project Description "logical framework," an AID evaluation tool which organizes major program attributes into a tabular form which provides a convenient basis for comparison from one country to the next.

In Section III, we have reviewed each of the major project components (school feeding, MCH, etc.), covering their planning, management, coordination with other AID activities, and impact. The work

of the several voluntary agencies is treated separately in each case, at the "subproject" level. This term has been used, as have several others in this report (see Exhibit I on the following page), in order to avoid confusion introduced by the use of more familiar but less precise labels. At the end of this section, we deal with particular, immediate program issues which may be of interest to the mission and to AID/W.

In Section IV, we provide a treatment of several questions which we feel are raised by the Indonesian program, but which cannot be settled until this study moves to the global, comparative level. These tend to be issues which invite a contrast of experience obtained in many countries.

Appendix A provides an accounting of particular PL 480 Title II activities which the team has observed while in Indonesia. These are included to permit a further check on the accuracy of our impressions; the original field reporting forms are reproduced in their entirety. Appendix B lists those persons who assisted us in our work. Also related to the report, but not physically a part of it, are the team's working papers (including selected portions of USAID files), and review memoranda summarizing commentary on the report which may arise out of AID/W or USAID/Djakarta readings. At least one such memo will exist: that prepared by the team itself following the initial submission of the draft report for comments by USAID personnel.

B. The Development Setting in Indonesia[1]

Indonesia is the fifth most populous nation in the world and, in terms of per capita income, one of the poorest. Seventeen years under Sukarno's regime allowed the capital structure to deteriorate until the country virtually came to a standstill in 1966, when inflation rates soared to 635 percent annually.

Since 1966, Indonesia has achieved an impressive record of progress in development. Annual inflation rates are down to four percent. The improvement of the physical infrastructure is striking; exports of oil, timber, and minerals are growing and USAID personnel express a

[1] For details see Foreign Economic Trends: Indonesia (Washington: U. S. Department of Commerce, 1971); Republic of Indonesia Background Notes (Washington: U. S. Department of State, 1971); and Indonesia and U. S. Assistance (USAID/Djakarta, 1971). Other data supplied by Thomas Brennan of the Djakarta Food for Peace Office.

EXHIBIT I

DEFINITION OF MAJOR TERMS IN THIS REPORT

COUNTRY PROGRAM	The total effort of USAID/Djakarta, in coordination with the GOI and other cooperators, to achieve AID/country objectives.
SECTOR	A major country program division made up of interrelated areas of concern (e.g., population/health).
PROGRAM	A specific, identifiable operation such as PL 480 Title II.
PROJECT	Any of several types of endeavors (in general, the categories under "priorities" in the M.O.'s) within a program, such as MCH or school feeding.
SUBPROJECT	A specific voluntary agency component, such as CARE school feeding.
ACTIVITY	A specific endeavor within a subproject, carried out in some particular place.
COUNTERPART	Any local institution working in cooperation with USAID (in a government-to-government program) or with a voluntary agency.
OPERATOR	The person, usually identified with a counterpart, who bears day-to-day responsibility for a particular activity.
GOAL	A statement(s) setting forth the long-range, abstract ends of programs, projects, activities, etc. Usually very broad in concept and thus difficult to measure in any precise manner. Also may be called "objective" in the text.
PURPOSE	Statements of the practical aim of projects and activities, stated in terms of tangible benchmarks which can be subjected to measurement.

hope that the country might achieve internal food self-sufficiency (in bulk, if not in nutrient value) by the end of the decade. There is a clear commitment on the part of the GOI to make the hard decisions which are required for development.

The magnitude of continuing problems is very great. Literacy levels are low, about 25-35 percent of the populace. Of a total of roughly 124 million people, about 28 million are of primary school age, with about 15 million actually in school. Birth rates are high, 43 per 1,000 population. The pressure of increase is not so fully felt as might be expected because of high child death rates; one of every two deaths in the country involves a pre-school child, and malnutrition is estimated to cause about a quarter of these deaths. There is a considerable burden of foreign indebtedness--over $4 billion--some of which has been rescheduled by agreement with the donor nations.

The bulk of U. S. aid to Indonesia is channeled through the multilateral Inter-Governmental Group on Indonesia (IGGI). AID's objectives call for continued assistance with a strong emphasis on increasing Indonesian responsibility and self-sufficiency. Bilateral Title II assistance is also expected to continue but to be increasingly directed to selected pockets where needs are especially severe. This topic will be explored at considerable length in Section II of this report, with treatment of GOI and voluntary agency views as well as those of AID/W and USAID/Djakarta.

C. Overall Scope and Nature of Title II in Indonesia

Indonesia's Food for Peace Title II program is fairly typical of those in the larger recipient nations for donated commodities. In 1970, the benchmark year for which Checchi compiled comparative data, Title II accounted for about 13 percent of total AID development loans, grants, and PL 480 Titles I and II. The actual dollar CCC value of the FY 72 program is (including our contributions to the World Food Program) almost 12 million, not including ocean freight costs.

1. Voluntary Agencies, Project Types, and Subprojects: Commodity Values and Scale of Impact on Recipients

Exhibits II and III on the following pages break down the FY 72 Indonesian Title II program by subproject, showing the CCC dollar value of commodities and the number of recipient-days for each type of endeavor. The latter measure has been adopted by the team as one allowing at least gross comparisons among different subprojects,

EXHIBIT II

SCALE OF THE INDONESIAN TITLE II PROGRAM: CCC DOLLAR VALUE OF U. S. COMMODITIES, EXCLUDING OCEAN TRANSPORTATION, BY VOLUNTARY AGENCIES AND TYPE OF PROJECTS, FOR FY 72 (IN 000's)[a]

Administering Agency	MCH	School Feeding	Other Child	Food for Work	Inst. & Health	Refugees	Total
USAID (Padat Karya government-to-government program)	--	--	--	3,049.2	--	--	3,049.2
CARE	--	4,042.5	--	--	--	--	4,042.5
Catholic Relief Services	670.4	189.0	247.4	304.0	123.4	197.3	1,731.5
Church World Service	142.8	--	75.2	31.0	12.0	--	261.0
SUBTOTAL	813.2	4,231.5	322.6	3,384.2	135.4	197.3	9,084.2
World Food Program[b]	1,540.0	--	--	1,193.0	--	--	2,733.0
GRAND TOTAL:	2,353.2	4,231.5	322.6	4,577.2	135.4	197.3	11,817.2

NOTES: a. Estimates derived by taking into account number of recipients, number of feeding days, and composition of rations. Dollar figures for commodities are taken from AIDTO A 1314 estimated prices as of March 31, 1971, and are about 110% of dollar costs given in the Voluntary Agency Title II Program Analyses, prepared by Washington and presumably using later and more accurate figures; earlier prices were required for this analysis in order to generate detailed costs.

b. United States share (about 80 percent of the total WFP input in Indonesia) only.

EXHIBIT III

SCALE OF THE INDONESIAN TITLE II PROGRAM: TOTAL RECIPIENT-DAYS[a]
BY VOLUNTARY AGENCIES AND BY TYPE OF PROJECTS
FY 72 (000,000's)

Administering Agency	MCH	School Feeding	Other Child	Food for Work	Inst. & Health	Refugees	Total
USAID (Padat Karya government-to-government program)	--	--	--	90.0[b]	--	--	90.0
CARE	--	140.0[c]	--	--	--	--	140.0
Catholic Relief Services	18.4[d]	6.0[e]	5.8[f]	10.0[g]	6.2[h]	11.0[i]	57.4
Church World Service	6.2[j]	--	1.6[k]	1.0[l]	0.5[m]	--	9.3
SUBTOTAL:	24.6	146.0	7.4	101.0	6.7	11.0	296.7
World Food Program	33.0[n]	--	--	19.5[o]	--	--	52.5[p]
GRAND TOTAL:	57.6	146.0	7.4	120.5	6.7	11.0	349.2

NOTES:

a. Number of persons to be fed, times the number of feeding days which rations attempt to cover. All rations are intended to be supplementary. Figures are estimates from records in the Food for Peace Office at USAID/Djakarta for FY 1972.

b. Assumes 200,000 workers each working 75 days; 6 recipients per worker.

c. 700,000 children, 200 feeding days.

d. 50,500 mothers and children, 365 days.

e. 30,000 children, 200 feeding days.

f. 16,000 children, 365 feeding days.

g. Annual average of 5,500 workers for 365 days; 5 recipients per worker.

h. 17,000 people, 365 days.

i. 30,000 people, 365 days.

j. 17,000 mothers and children, 365 days.

k. 4,500 children, 365 days.

l. Annual average of 400 workers for 365 days; 7 recipients per worker.

m. 1,500 people for 365 days.

n. 122,100 mothers/children, 270 days.

o. 5,103,100 worker man-days, varying levels of recipients per worker.

p. U. S. provides about 80 percent of all WFP food in Indonesia.

since numbers of recipients alone mean very little. Exhibit III weights the recipient figures for the number of feeding days in a subproject, and handles Food for Work in terms of people fed, not in terms of man-days worked (also an item of interest, but one peculiar to that type of project). These are planned figures, and do not allow for slippages of any kind. The following paragraphs provide a cell-by-cell summary of these exhibits--a capsule summary of Title II in this country.

a. MCH (Mother-Child Health)

AID-administered MCH activities will consume over $813,000 worth of commodities in FY 72 and reach over 67 thousand mothers and children.[1] The food ration includes milk, bulgur, and blended foods. MCH activities tend to be sited in clinics or hospitals and vary widely in their degree of sophistication, use of demonstration techniques, ancilliary programming such as medical checkups and cooking lessons, and so on. The CRS subproject accounts for about 75 percent of the recipients and about 80 percent of the dollar value of the food. The total number of planned recipient-days of feeding is almost 25 million.

b. School Feeding

The CARE school feeding effort is the largest single Title II subproject in Indonesia, reaching a planned average of 700,000 primary school children with a daily snack consisting of a glass of NFDM and a serving of CSM. The commodity values involved are about $4 million. The subproject has been plagued with management difficulties, especially in Djakarta where an inability to obtain full Indonesian support for inland transportation has resulted in excessive charges to children for the food and profiteering by local delivery agents. Typically schools are selected by the government. The Djakarta activities have been cancelled for FY 73; instead CARE hopes to expand its work in Central and Western Java, aiming for a net increase in total recipients. Total recipient-days of feeding are 140 million. A much smaller school feeding subproject is operated by CRS.

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[1] World Food Program figures are included in Exhibits II and III for comparative purposes and to provide some information on the total American contribution to Indonesian donated food aid. In this and the following capsule discussions, however, WFP is not treated.

c. Other Child Feeding

Approximately 20 thousand Indonesian children in boarding schools, orphanages, summer camps, etc., are served by CRS and CWS, again with CRS accounting for about three-quarters of these. Commodity values are about $323,000. The food provides a supplemental base for two meals per day, throughout the year in most of these institutions.

d. Food for Work

Over 17 million man-days of self-help labor is supported by Title II food in Indonesia (again, not counting activities administered by the World Food Program). The work tends to basic infrastructure endeavors, such as irrigation canal development, road building, reforestation, and other labor-intensive activities. About 90 percent of these activities are accounted for by the Padat Karya subproject, the Title II government-to-government endeavor administered through USAID/Djakarta. Other major self-help projects in Indonesia also exist, including WFP food for work activities and several major GOI self-help programs which use cash payments rather than food. In the 1973 GOI fiscal year, which began on April 1, partial cash payments will also be used in Padat Karya.

Assumed family sizes vary among the Padat Karya, CRS, and CWS subprojects, with differing guidelines regulating the number of mouths assumed to be fed for each working day, but overall some 101 million recipient-days of feeding are programmed (again, excluding WFP) here. Commodity values are almost $3.4 million.

e. Institutions and Health Cases

CRS and CWS continue to serve about 18,000 persons in institutions, hospitals, and homes for the aged. These activities are scaling down from levels of prior years; CRS, which handles most of these cases, feels that it would be extremely difficult to find alternative support for its recipients, which makes the phase out doubly difficult. Commodity values involved are relatively small, about $125,000.

f. Refugees

These are CRS recipients, persons displaced by Indonesian transmigration programs. For example, on Sumatra there are large numbers of families, completely without resources, who must be

helped until they can begin to obtain a return from farming. The USAID staff has described this work as a means of avoiding a call for a major disaster relief Title II request. About $197,000 in CCC commodities is programmed, for 11 million recipient-days of feeding.

2. Summary

The exhibits demonstrate that in Indonesia Title II resources are allocated to a wide range of agencies and activities. It is unlikely on the face of it that all of these endeavors return equally good value for this investment. In some cases, it is probable that Title II allocations can be traced to carry-overs from the past (institutions and health), pure humanitarian motives (ditto), and simple inertia of large-scale endeavors. Title II may exist in some places and in some forms (not necessarily in Indonesia) simply as a way of demonstrating U. S. presence and concern--in our view, a legitimate justification for the program.

We would caution against placing too much emphasis on a single-minded insistence on only those Title II projects with the best "payoff" potentials. Realistically, such perfect programming is seldom achievable. Even the most marginal Title II activity does provide, in one form or another, food that people would otherwise not have. It is wise to keep this in mind when considering the general validity of the Title II program in the light of criticisms which we may raise. Any of us could probably suggest a dozen varieties of USG spending which we might personally feel to be invalid if not downright harmful, against which even the weakest Title II program looks rather good. AID has elected to give Food for Peace a rigorous test; we must keep in mind that many USG efforts might not survive this sort of review at all.

With this caveat in mind, however, we should note that our major concern is with the identification of those endeavors which seem to present the best payoff bets for AID. In terms of the preceding exhibits, our desire would be to locate those subprojects which return the best developmental, nutritional, or humanitarian "values" for the AID dollar. It is not likely that our country reports can actually accomplish such a result, but they are intended to be a start, and our discussions in the following sections of the report are directed toward this ultimate end.

SECTION II

GOALS AND OBJECTIVES OF THE TITLE II PROGRAM IN INDONESIA

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GOALS AND OBJECTIVES OF THE TITLE II PROGRAM IN INDONESIA

The purpose of PL 480 is clear: Section 2 of the Act states that "The Congress hereby declares it to be the policy of the United States to...combat hunger and malnutrition and to encourage economic development in the developing countries." Under Title II, "The President is authorized to determine requirements and furnish agricultural commodities...to combat malnutrition, especially in children; to promote economic and community development in friendly developing areas; and for needy persons and non-profit school lunch and preschool feeding programs outside the United States."

As administered by AID/W, M.C. 1571.1 Food for Peace: Guidelines FY 73 provides an unambiguous statement of program priorities:

- Improving nutrition and health for preschool children, pregnant and nursing mothers, and the primary school-age child; and

- Programs designed to promote economic and community development, such as those utilizing needy and otherwise idle or unemployed people on activities which will increase local food production and improve distribution of food, as well as programs related to overall health, education, and family planning.

A. USAID Goals

The stated USAID goals in Indonesia are to further broad U. S. objectives which include:

- The rehabilitation and development of the Indonesian economy;

- Achieve development goals consistent with Indonesian values; and

- Further the achievement of a stable effective government enjoying a degree of popular support.

These objectives are virtually identical with those of the GOI.

Exhibit IV

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title: Indonesia PL 480 - Title II

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: Broadened participation by the majority of Indonesians in the benefits of economic and social development through the improvement of health and employment opportunities through increased productivity.	Measures of Goal Achievement: Continued economic and social growth and development in Indonesia accompanied by lower rates of employment and the attainment of food production self-sufficiency. Virtual elimination of hunger edema. Substantial reduction in the death rate of preschool-age children	National statistics on the annual economic growth rate and unemployment rates. Reports by BAPPENAS, Ministry of Health, multilateral agencies and GOI presentations to the IGGI.	Assumptions for achieving goal targets: Economic, social and political stabilization and growth remain a real and priority goal of the GOI which will continue to be supported by the USG. GOI Five-year plans are valid & achievable. Agricultural production and distribution expectations are realistic. Health programs function reasonably well.
Project Purpose: 1. Facilitate increased food production and distribution in food deficit areas through the utilization of the unemployed and under-employed workforce in labor intensive work projects. 2. Provide supplements of highly nutritious foods to vulnerable segments of the population.	Conditions that will indicate purpose has been achieved: End of project status Number of food-deficit kabupatens are significantly reduced. Increased areas of completed local-level developmental projects. Increased school enrollments and attendance within participating schools. Adoption by GOI of a program to meet minimum Indonesian nutritional standard.	Reports of various GOI ministries. Personal observations and selected samplings. School enrollment and attendance statistics. Special nutritional studies by the GOI, Volags, USAID, the UN, and other agencies.	Assumptions for achieving purpose: Increasing GOI support for the welfare welfare and nutritional needs of the country.
Outputs 1. National FFW/GOI a. FFW employment generated b. Areas of land irrigated/reclaimed c. Roads built. d. Land reforested 2. CARE a. School children fed	Magnitude of Outputs: FY 72 73 74 75 76 1. FFW a. Man Years of Employ. (000) 60 60 1/ b. Hectares (000) 200 200 1/	Department of Manpower Reports Volag Reports Observations Audits and Evaluation	Assumptions for providing outputs: Continued acceptability of PL 480 Title II food. People willing to work for food. Adequate support from GOI for FFW. Development projects adequately coordinated. Target areas will continue to need project assistance. Adequate level of local support for school feeding.
Inputs: 1. National FFW/COI a. US Food b. GOI monetary inputs 2. CARE a. US Food b. Indonesian Inputs CARE admin. costs; provincial local gov't costs; parent, student and teacher contributions, etc. 3. CRS a. US Food 4. CWS a. US Food	Implementation Target (Type and Quantity) FY 72 73 74 75 76 1. FFW Metric Tons (000) a. Bulgur 30 30 20 10 0 b. $ 3.0 3.75 1/	Shipment arrival reports Department of Manpower reports Volags records Audit reports Personal observations	Assumptions for providing inputs: GOI will continue to support the FFW & CARE Programs. Adequate FFW & volag administrations for the size of the programs. GOI will continue to permit CRS-CWS to operate but will not assist in paying inland costs. CARE, CWS & CRS will continue to support the Indonesian program Commodities available and shipped in a timely manner

(Continued)

Exhibit IV - Continued

OUTPUTS - Continued

3. CRS - Recipients
   a. School children fed.
   b. Other children fed
   c. FFW man-years employment generated
   d. Institutional/Health Clinics assisted
   e. Transmigrants assisted
   f. MCH clinics assisted
4. CWS - Recipients
   a. Other children fed
   b. FFW man-years employment generated
   c. Institutional/Health Clinics assisted
   d. MCH clinics assisted

MAGNITUDE OF OUTPUTS - Continued

c. Km./Roads

2250 2250 1/

d. Hectares

1400 1400 1/

2. CARE
Recipient Students (000) 2/

700 1030 (1800 2400 2500)

3. CRS Recipients (000)

FY	72	73	
a.	39.0	51.5	1/
b.	16.0	12.0	"
c.	5.5	5.5	"
d.	17.0	2.0	"
e.	40.0	-	"
f.	50.5	72.0	"
	169.0	143.0	TOTAL

FY 72 73

4. CWS - Recipients (000)

a.	4.5	5.0	1/
b.	.4	6.75	"
c.	1.5	-	"
d.	17.0	17.0	"
	23.4	28.75	TOTAL

FOOTNOTES

1/ Target plans for FY's 74, 75 and 76 not yet fully developed.

2/ FY 74, 75, 76 plans Proposed by CARE.

IMPLEMENTATION TARGET - Continued
(Type and Quantity)

2. CARE

						2/
NFDM	4.2	6.2	(10.2	14.4	15.5)
CSM	4.2	6.2	(10.8	14.4	15.5)
$	1.7	2.4	(4.2	5.6	5.8)

FY	72	73	1/
3. CRS			
NFDM	1.10	1.17	
Bulgur	7.39	4.83	
WSB	1.66	1.70	
4. CWS			
NFDM	.21	.24	1/
Bulgur	.81	1.66	

FOOTNOTES:

1/ Input plans of commodities not yet fully developed.

2/ FY's 74, 75 and 76 plans proposed by CARE.

According to Embassy and USAID management the purposes of the PL 480 Title II program fits very well with these goals. In addition to the development objectives addressed directly by the food for work activities, the diverse program also furthers humanitarian efforts and is one of the few USG efforts that directly reach the people. Considerable importance was given to the latter point, as much of the USAID country program of stabilization and large capital projects is not particularly visible to the average Indonesian.

Given the anticipated continued identity of objectives, the USAID understandably has not developed any general plans to phase out Title II. While the program mix and emphasis will change with the changing economic picture, it is anticipated there will be a need for activities of this type in the forseeable future. Although the government-to-government food for work subproject is planned to be phased out fy FY 76, given an anticipated improvement in the Indonesian food situation, the activities of the volags will be supported to the extent that they can be effectively administered. The World Food Program is in a separate category but also fits within these braod objectives. The USAID is well aware of the problems posed by parallel use of Title II foods by different organizations with different operational rules.

It should be noted that the recent political and economic developments in Indonesia have decreased the importance of the third USG objective above. This objective was given a very high priority in the 1967-68 period when the present program was designed.

An overall summary of present USAID planning for Title II is provided by Exhibit IV on pages 16 and 17, a "logical framework" for the program developed jointly by FFPO staff, USAID/Djakarta program office personnel, and this team. In the course of discussions, the framework was considerably refined and much narrower goal statements were adopted.

B. Government of Indonesia Goals

The GOI economic objectives are contained in the current five-year plan (Repelita), 1969/70-1973/74. The stated objectives are:

- To raise the standard of living of the people;
- To lay a foundation for future growth;
- To increase the production and supply of food and clothing;

- To improve the infrastructure;

- To provide better housing for the people;

- To increase employment opportunities; and

- To increase the social and spiritual welfare of the people.

The major emphasis of the plan is on the agriculture sector where the production of food has been given top priority. The major objectives and targets appear realistic and within reach. Planning for the second five-year plan, which is now underway, faces up to a new set of difficult problems. Its objectives go beyond the stability, rehabilitation, agriculture development, and rice self-sufficiency goals of the first plan, toward more emphasis on social sectors, development of industry, reduction of population growth rates, and alleviation of unemployment.

The PL 480 Title II program fits well under both five-year plans. However, formal GOI support for the program varies sharply among its different components. The government-to-government food for work subproject, for example, is enthusiastically supported with funds and manpower, while the projects of CWS and CRS are virtually ignored.

1. The GOI and Food for Work

In his inspection tours around the country, President Suharto has indicated a great interest in the National Food for Work project (Padat Karya) and has praised it for the success it has achieved. In cases where evidence of need was presented to him, the President has donated additional quantities of GOI-owned foodstuffs to certain kabupatens (districts) to supplement their allocations of Title II bulgur.

The Department of Manpower, which has overall coordination responsibility for Padat Karya, exerts constant pressure on the USAID to increase the annual food donation from the present 30,000 ton levels. Central Java alone, for example, has project requests for implementation in the current fiscal year which would require 57,000 tons of bulgur. Department officials assured the team members that budgetary allocation would be available to support a higher level of effort, and are requesting increased allocation of funds for this program in the next five-year plan.

BAPPENAS, the National Planning Board, is giving greater attention to the integration of Padat Karya into overall development plans. Although the details of the new five-year plan are still being worked out, Department of Manpower personnel anticipate that GOI allocations of funds for these activities will continue to increase. USAID/Djakarta personnel, on the other hand, are not so certain that this increased support is really assured.

2. The GOI and CARE

CARE is operating under a Basic Country Agreement signed with the Ministry of Foreign Affairs. In addition, each of the two provincial school feeding activities operates under an annual agreement negotiated with the respective provincial governments. The agreements provide for duty free entry of food and other supplies and for government payment of costs of storage and distribution. The GOI also pays some of the CARE/Djakarta's overhead, but precise figures were not available.

Indicators of GOI support for CARE's work were mixed. In West Java, the provincial government fully supports the work, is paying local costs, and has requested a rapid expansion of the number of participating schools. The government of Central Java has requested CARE school feeding in only four of 32 kabupatens, with no further expansion anticipated by CARE at this time. The program is new and financial support has been adequate. The government of East Java has shown no interest in participating. In Djakarta, the government has withdrawn its support and the activities will be terminated. School feeding in other provinces has not been discussed.

3. The GOI and the Religious Voluntary Agencies

Both Catholic Relief Services and Church World Service operate under agreements with the Ministry of Foreign Affairs which allow duty free imports and tax free status of assets, property and income. There is no direct financial support from the GOI for either of these agencies, although each does work with various GOI counterparts--especially the Departments of Health and Social Welfare. The work of both CRS and CWS was interrupted in 1969 for lack of a basic minimal agreement. When asked about this lack of GOI interest, one high ranking GOI official (who requested his name not be used) suggested we consider using a Moslem volag. It is not known if such an organization exists in the U. S.-- both religious identity and program capability would be required--but there would certainly be no reason why this suggestion could not be checked out by AID/W.

4. The GOI and the World Food Program

There are also indicators of some government support for the WFP; inland transportation costs are covered. However, as WFP is explicitly excluded from our scope of work, no detailed inquiries were made.

C. Volag Goals

1. CARE

CARE's objectives are summarized in formal papers issued both by the New York headquarters and by the Djakarta office:

- To improve the health and nutrition of the most vulnerable sectors of the population;

- To serve as a nutritional education tool to encourage the production and consumption of foods of high nutritional value, particularly protein and protection foods;

- To stimulate overall increases of food production so that the host governments may eventually carry on food and nutrition programs with their own resources;

- To promote the development of community participation, organization, and leadership, and the strengthening of institutions that are concerned with encouraging and continuing self-help; and

- To serve as an instrument to make host governments aware of the importance of nutrition, and to encourage governments to establish formal nutritional goals and plans to achieve them.

The CARE activities in Indonesia relate directly to the first broad goal and are making a modest beginning on the second. They are entirely consistent with both GOI and USG objectives.

2. Catholic Relief Services and Church World Service

The religious volags do not tend to issue formal long-range statements of goals in a style familiar to AID, as CARE does. However, there is a rather good fit of actual activities to USAID/GOI objectives. CWS and CRS efforts are basically aimed at humanitarian goals, but to achieve these objectives there has been a growing realization that development is the best route and activities have been modified accordingly.

The approach, as exemplified by the community development work of CWS in Central Java and CRS in South Sumatra, is to apply a coordinated assistance package to a selected target area, including nutrition, mothercraft, vocational training, irrigation, health, and so on. There is still some fragmentation of CRS and CWS activities elsewhere, but the trend is clearly in the direction of these small-area high-impact activities. In such work there is a very high identity of objectives with those of the GOI and the USG, even though the Indonesian attitude toward the two Christian volags can best be described as one of tolerance.

D. Possible Changes in USAID's Outlook

As the Padat Karya food for work subproject is the most popular of the existing Title II efforts with the GOI, and the one for which the USAID is considering a phase out of U. S. food support, perhaps a cursory examination of experience and effectiveness in achieving USAID/GOI purposes would be in order. The actual experience with food for work efforts in Indonesia includes:

- Padat Karya Type I: U. S. bilateral PL 480 Title II FFW;
- Padat Karya Type II: GOI owned TEKAD, (artificial rice made from wheat), cassava, etc.;
- World Food Program activities (which include PL 480 Title II foods); and
- Volag food for work activities.

Welfare, nutrition, employment and development are among the multiplicity of purposes the USAID program addresses. Within the overall welfare category, some food distribution activities like mother/child feeding and school feeding make a greater contribution than others to the attainment of an Indonesian minimum nutritional standard. Within the food for work category some types of projects are more flexible and

responsive to felt needs than others, but in general it appears that this type of project is a less efficient means of attacking the nutritional goal. Nevertheless, FFW can be a useful nutritional tool in locations of high unemployment and food deficits particularly when seasonal needs are taken into consideration. That is, food for work tends not to discriminate nutritional need by age--it is a form of family feeding--but it does achieve a high degree of nutritional efficiency by geographic region and seasonal variations in hunger.

The major USAID purposes addressed by food for work are developmental, particularly agricultural development in food deficit areas. Potential problems of such an approach could include the possibility of the foreign food acting as a disincentive to the cultivation and marketing of local subsistance food, and difficulties where the development work is carried out in a free market context. But such problems were not verified by the team's field observations.

The distribution of food for work without a partial payment of cash wages appears to depend on the extension of Gotong Rojong projects (traditional Indonesian mutual self-assistance) beyond the village level. This has not proved to be workable, and after four years of experience with activities in which food was distributed as the only form of payment, a cash supplement has been added. These endeavors are most justifiable in those specific areas of serious unemployment and maximum food deficits, which require GOI shipments of food in any case.

In summary, if improving child nutrition is the sole major goal of Title II, then the food should go to more effective types of projects (MCH and schools). But this is not the only purpose. Furthermore, such a change would go against GOI desires and priorities. Such a change would also weaken USG efforts to achieve the third USG objective listed above. It is suggested that the USAID reexamine its PL 480 Title II strategy with a view to a possible reappraisal of the value of continued food support for Padat Karya. USAID/Djakarta staff have made it clear that they expect Padat Karya to continue, but with decreasing use of food as a resource. We understand this rationale; our suggestion is based more on our feeling, derived from observations of large-scale food for work elsewhere, that as the GOI gains experience it may find that food-supported self-help can be used even when food shortages become less severe, because if employment does not also expand, people seem to continue their willingness to participate (especially when cash supplements are made available, as is now being done). This is the case in Morocco, for example, and although FFW there does not address really severe nutritional needs, its purely developmental value is very

impressive. We would hope, then, that the mission would allow for similar developments here if these opportunities come to pass. If the mission feels that it should get out of direct administrative involvement with the project, it could still consider support for Padat Karya with WFP resources, with Title I, or through the utilization of volag administration.

E. Summary

As in each country this team has visited, we are impressed with the identity of interests which exists among all parties involved in Title II. The religious volags are not so formally tied to Indonesian development planning as is Padat Karya. CARE is not tied either, but its formal programming statements provide a bridge to USAID interests. Yet in all of these cases we feel that there is good understanding of the requirements, short and long range, for the improvement and continued development of Indonesia. Perhaps a request on AID's part for more formal expressions of goals on the part of the volags will help make these real and concrete contributions more readily understood.

On the mission's part, there is no really well-articulated long-range plan for the use of Title II donated food. Nor are there such plans in other USAID missions visited by the team. Probably this is partly due to the nature of the volag-USAID relationship, which seems to discourage cooperative efforts in long-range planning simply because more than one shop is involved. It may also be traced to AID/W's use of the annual AER system; contrast the quality of planning in these with that of the government-to-government efforts, handled by PROP's. Nevertheless, such planning could begin at will; in fact, it would be required if Title II were to be included in the Agency's general evaluation system.

The issue here is to what extent should USAID lead or follow volag Title II programming. We are not certain what the best policy, worldwide, could be; this is a topic which we must take up in our final report. It is clear, however, that should we suggest a stronger mission-centered planning focus, much can indeed be done to apply the same AID programming approaches used elsewhere to Title II.

SECTION III

TITLE II OPERATIONS IN INDONESIA

SECTION III

TITLE II OPERATIONS IN INDONESIA

A. Purpose of This Section

In this part of the country report, we will provide a description of each of the several Title II project types in Indonesia--MCH, school and other child feeding, food for work, and others. Our main purpose is descriptive, not analytic, and USAID/Djakarta readers will be familiar with most of this material. Our emphasis is on the CARE school feeding subproject and on Padat Karya--two subprojects which, together, account for over 75 percent of Title II in Indonesia (excluding WFP). The section concludes with a few observations about some particular operating issues which have been raised during the course of our stay.

B. Program Structure: USAID, Voluntary Agencies, and Counterparts

Title II is carried out in this country by means of the usual interlocking structure of American and host country agencies. We have chosen to identify these units at the outset, so that the remainder of the discussion can be organized by project type without creating a need to repeatedly explain these organizational devices.

The structure in the abstract consists of a chain of command with USAID's Food for Peace Office at the top (we know that volag authority defers to New York, just as USAID defers to Washington, but here we are concerned with the country situation itself). The general pattern, then, is USAID/FFP-local volag-counterpart-program operator. For the government-to-government activities, the Food for Peace Office fills both its own role and the functional role of a voluntary agency as program administrator. The other agencies each relate to their own counterpart groups:

- In the case of CARE, to the Indonesian provincial Departments of Education;

- For CRS, to the Social Action Committee of the Catholic Bishops Conference; and

- For Church World Service, to the Inter-Church Aid Commission of the Council of Churches in Indonesia.

407

The actual program operator--the man or woman who provides day-to-day, on-the-spot supervision of a particular Title II activity--may be a teacher helping to serve CARE food, a Department of Public Works technician supervising a Padat Karya irrigation project, or a public health nurse running a MCH center.

These volag-counterpart combinations will be referenced throughout the remainder of this section, because both religious-based operations carry out several major types of Title II projects.

C. Mother/Child Health (MCH)

MCH can be described as the Title II project area of greatest interest to AID/W. It is accorded high priority along with other forms of child feeding and with food for work; in addition, there is a feeling that a well-run MCH clinic stands a better chance than almost any other type of endeavor to actually have a noticable impact on the health and nutrition of recipients. In part this is because nutritionists generally agree that supplementary foods can have their most profound effects on children in the first 24 months of life; the difficulty with this approach, of course, is that like the family feeding operations once carried out under Title II, it is not easy to be sure that the children actually get the rations.

To establish MCH is not easy; to create a really good project is very difficult indeed. Some sort of institutional framework is needed, and in most cases hospitals, local clinics, and missionary medical units make up the majority of MCH centers. In most countries, host government interest is slight (the Philippines is one notable exception). Really well-defined programming models are not widely adopted; such models are described in the literature, but the descriptions tend to have an academic flavor which makes this literature difficult to use as a practical planning tool for program operators. One possible outcome of this study may be to encourage AID to develop, possibly using our own field notes, a really pragmatic operating guide for good MCH.

Establishing a superior MCH operation takes time. Experience in the field with trial efforts seems to be a requisite. Indonesian efforts appear to be progressing past the initial stages, but they have a ways to go nonetheless; a workable logistical and personnel network is established, but qualitative improvements, now being instituted, will be needed to turn the project into a really good one.

The Department of Health of the GOI has an MCH division which works in cooperation with the volags. A position paper on activities prepared in 1968 identifies eight basic kinds of work to be carried out in its centers:

- Health care and examination of expectant and lactating mothers;
- Delivery assistance (outside the hospitals);
- Family planning;
- Health care and examination of toddlers;
- Basic immunization and vaccination;
- Simple medical treatment (e.g., prevention of dehydration);
- Improvement of the children's diet to prevent protein malnutrition; and
- Guidance with respect to the mental health of children.

The Title II effort is directed most specifically at the second-to-last of these activities. One question which arises immediately is the extent to which these GOI centers can actually address any of these concerns very effectively, given the diversity of activities and the shortages of qualified staff which exist. For example, Samuel Keeny, who represents the Population Council for all of Asia in family planning work and who is perhaps one of the more experienced and successful operators of social and health programs in the developing world today, told the team that he is very skeptical about combined MCH and family planning; in his experience this means that family planning is given short shrift.

Another overall view on MCH in Indonesia is provided by Beth Duncan's report on MCH, nutrition problems, and nutrition education in Indonesia, prepared in 1970 while on TDY from HEW/Atlanta. The same staffing and quality control problems are stressed; CRS and CWS are given good marks for progress to date, but at the same time they are also encouraged to begin working to beef up the educational component of the project. AER submissions in the following year indicate that the volags have begun to respond to these ideas.

Literal biological measurement of MCH impact is wholly impractical; indeed, large and expensive special research studies have not been able to convincingly handle this because there are so many problems of study design. But, on the basis of our work on the Title II study to date, we do not feel that this means that MCH work may be judged adequate if food is merely delivered to the centers. For example, a carefully done comparative study done by CRS in Ghana (and informally confirmed by our own work) indicates that good MCH programming requires:

- Carefully prepared demonstrations for use of the food, given in the local language by a local person, with the demonstration food fed to children on the spot;

- Use of weight charts and other devices as educational devices for mothers as well as rough measures of progress;

- On-site, village-level follow-through by MCH staff between clinic visits by mothers, which generally take place once or twice a month (CRS is trying to do this in Sumatra, for example);

- Close supervision by an enthusiastic, committed staff;

...and a whole host of other factors. In Ghana, there emerges a very strong correlation between evidence of such carefully programmed MCH and evidence, even though sketchy, of actual nutritional impact. The point is that adequate MCH need not prove biological effects, but Food for Peace staff should certainly attempt to assist volags in improving the way that the food is worked into a total MCH project after delivery to recipients is assured, for the food alone will not accomplish the aims of this effort: the intention is to reach the mothers who buy and prepare food as much as it is to provide a particular supplemental input to a particular two-year-old.

This, then, is the background of MCH in Indonesia at the time of the visit of this team.

1. The CRS Subproject

Catholic Relief Services has provided Title II food to both GOI health centers and to its own diocesan MCH operations, with a total of 50,500 mothers and preschool children programmed for assistance in 1972. The program continues to expand and has served urban Djakarta, Semarang, and other cities, and rural areas in locations like Southern

Sumatra. The CRS 1972 Program Plan noted explicitly that family planning counsel was included within the framework of activities in assisted centers.

A very recent (March 1972) preliminary audit finding of USAID Food for Peace Office activities--more an evaluation of the work done by the office than the usual fiscal-and-slippage review--noted that there is still little evidence of nutrition education in MCH clinics operated by CRS, partly because the concept of well-baby-clinics is almost unknown in this country and children tend to be brought in only when they become ill. The report goes on to say that both CRS and CWS are establishing nutrition education activities but are avoiding the use of Title II foods in this work.

At this writing, CRS is operating a pilot test for a planned high-quality MCH activity in Djakarta. As the audit memo indicated, Title II food is not now being used; but it will be, and the FY 73 submissions reflect this. About 15,000 mothers and children are to be reached by a travelling clinic working directly in kampongs (neighborhoods). The plan is to conduct intensive demonstration courses over a six-week period, followed up by home visits, clinical services, ration distribution at least monthly, and the use of the weight charts and other aids as teaching tools. This sort of approach may be a major step forward. Existing CRS-assisted MCH operations in GOI clinics, Catholic hospitals, etc., are sometimes more limited to food services without the provision of instruction in the use of the food; CRS is well aware of the weaknesses of that approach, and the pilot project is a measure of their interest in moving MCH forward.

2. The Church World Service Subproject

The CWS MCH operation is considerably smaller and seems (as do a number of other types of CWS endeavors) to include a high proportion of rather small-scale but highly innovative and interesting activities. For example, Dr. Gunawan Nugroho, CWS's representative for its village development work in the Solo area, provides services of the MCH type through clinics which are organized, in part, around an ingenious health insurance plan for which villagers pay five rupiahs per month and receive coverage for everything. The villagers control the finances and make money on this scheme; at the same time they have virtually wiped out hunger edema in these areas. No Title II food is directly involved in MCH here, although the food is shipped to the doctor by CWS for food for work applications.

In Semarang CWS supports the Panti Wilasa hospital with milk for MCH which is prescribed by doctors on a need basis; milk is also distributed to ten MCH clinics serving a total of 800 children. When the doctor first prescribes milk the mother must bring in the child every day for a glass of milk. If all goes well she is given a ration of dry milk and comes in once a week for weighing. As long as weight gains are recorded, this arrangement is continued; if there are no weight gains, it is assumed that the milk is being sold and the mother goes back to daily visits. Dr. Oei of this hospital wants much more milk.

This hospital also has a small nursing office at the government-operated rehabilitation camp near the port of Semarang. These are extremely poor people who are picked up off the streets, given a small two by two meter room for a family, and told to await transmigration. There are about 200 preschool children in this camp, and about 60 get a glass of milk each day from the nursing office, using a card that entitles them to ten glasses. This operation really reaches children with critical needs.

CWS has coordinated with the World Food Program in phasing out its support of GOI clinics; it is instead working with previously unsponsored private clinics, mostly Islamic. The volag is strongly convinced of the value of milk as an incentive to participation.

CWS's strong suit, here as elsewhere, seems to be the ability to reach local people who have the skill and drive to set up these kinds of carefully conceived methods for using Title II foods. CRS also has this attribute, and also seems to be able to design and administer large-scale activities based on a common programming model. It would be intriguing to see what might result from some deliberate interplay among the two volags; informal cooperation already exists.

3. Summary

MCH in Indonesia is still a relatively small part of the total Title II program. It is growing, and growing in the right ways. The voluntary agencies seem to be on their toes and anxious to push these activities as much as possible.

We do not think the potential of MCH has yet been scratched in this country. In a nation with a population of 120 million, with efforts which reach less than 70,000 mothers and children--that is, probably around 20-25,000 households--it would be nonsensical to ask for much in the way of national visibility or impact. There is some reason to believe that the GOI will be shifting directions in the new five-year plan

4/12

to place more emphasis on social welfare, however, and although existing Indonesian departments which are concerned with nutrition are not given high priority support at this writing, this could change.

Thus we are led to two conclusions. First, the existing MCH project is, although small, well worth the Title II support it receives and shows signs that it will get still better--that is, it deserves support on its own merits. Second, there may be a possibility that these activities will be of considerable use as demonstration efforts, should the rumored shifts materialize in GOI five-year planning policies.

D. School Feeding

With food for work, this is one of the two really large-scale projects in the Indonesian Title II program. CARE's only Title II operation is its work in school feeding; CRS also operates a small subproject of this type.

1. The CARE School Feeding Subproject

This is the largest single subproject in the Indonesian Title II program, and CARE hopes to make it larger yet, aiming for a total of some 1,320,000 recipients during the next year. Our treatment of this work is relatively detailed, because this is the first time this team has encountered CARE and the first time we have dealt with really large-scale school feeding activities.

a. Goals and Rationale for CARE's Approach

CARE's approach to feeding is outlined in a sophisticated and persuasive set of memoranda provided to the team by both the New York headquarters and by CARE/Djakarta personnel.[1] The gist of the rationale is well summarized by the statement exerpted below:

> Unlike the mass feeding programs which were undertaken during the earlier days of the PL 480 program, the programs of today aim at providing supplements of highly nutritious foods to the most vulnerable segments of the needy populations. ...the feeding program...must be viewed as a development tool...

[1] "Overview of CARE Programming Goals and Strategy," CARE/NY; "CARE Feeding Programs," CARE/NY; "General Review of CARE Feeding Programs," CARE/Djakarta; "CARE Overseas Program Review," CARE/NY; etc.

Other policies of the organization stress the importance of tying nutrition education to feeding activities, the stimulation of local food production so that host governments may eventually assume responsibility for nutrition programs, and the promotion of local community participation and leadership. These same principles are cited by the CARE/Djakarta staff as the basis for their Indonesian activities.

b. Design of the Subproject

A paper prepared by a CARE consultant in 1970 on problems of nutrition education in Indonesia provides a fair example of the organization's ability to size up a problem in a thorough-going and professional way. Cultural, agricultural, economic, political and a host of other factors are all given a thoughtful treatment. The paper then goes on to consider some possible responses to nutrition education problems in this country.

In the case of the feeding activities themselves, CARE's approach is to provide a daily glass of fortified NFDM and a CSM-based snack to approximately 700,000 primary school children (FY 72). There is little doubt that this ration is highly beneficial for undernourished children. It provides 17 grams of protein--at least a third of the U. S. minimum daily requirement for children eight to ten years old. It is rich in Vitamin A, badly needed by Indonesians; and carbohydrates in the ration enhance the protein value by acting as sparers.

To provide this food, Attachments A and B of CARE/Djakarta's FY 73 Program Plan indicates that over $6.4 million has been used during the 1972 fiscal year. The breakdown:

USG Commodity Costs	$3,973,000 [1]
USG Ocean Transport	747,600
GOI Clearing Costs	96,250
GOI Contribution for storage, transport, CARE/Djakarta costs	245,000
GOI Manpower Value	1,000 [2]
Parent/teacher manpower value (program operators in schools)	287,000 [2]
Parent/student fees	924,000
CARE costs	196,206
TOTAL	$6,470,056

[1] Slightly less than indicated in Exhibit II, probably because of different pricing schedules utilized.

[2] Including donations in kind.

Several entries in this list are quite striking and require some comment. First, the contribution of GOI provincial, local, and national government is minimal. There may be interest in CARE's work, as stated in USAID comments on AER submissions in 1970 and 1971, on the part of the Indonesian government. But that interest does not translate into solid fiscal support. This is the only country visited by this team which could not or would not support the full costs of inland transportation and storage of PL 480 commodities. This occured in the Djakarta CARE feeding operation as well as in all the work of the religious volags. In CARE's case, all of the burden of central warehouse-to-school expense was passed on to schools, which tended, in turn, to pass it on to pupils and their parents. CARE feels that this is one reason why the parent/student contribution is such a large one.

The contribution works out to over 50 rupiahs per child per month. Some sense of the burden of this cost may be obtained by noting that school teachers (with a recent pay raise) are paid about seven to nine thousand rupiahs a month; a typical skilled villager's wage, when work can be obtained, has been estimated at 350-500 rupiahs per day; manual labor rates in Central Java, which are the basis for pegging self-help salaries, are estimated at 150 rupiahs per day. All of these figures are too high to be translated into estimates of typical monthly earnings for a Title II recipient family in Indonesia, because so many people are partially or wholly outside the money economy. The latest informal estimates within USAID/Djakarta suggest a per capita income for the country of less than $130 U. S. annually. At the official exchange rate, this is the equivalent of a monthly income of around 4,400 rupiah. This is an average and a highly artificial estimate, but as a working benchmark it serves well enough to suggest two conclusions: The parent/student contribution would not be too much of a burden on a "typical" Indonesian family but it could be a burden on the poorest households, especially if they have more than one child in school. Food for Peace staff feel that actual participation is probably not much inhibited by this fee, and CARE indicates that no child in a school is refused food because he cannot pay.

The feeding activities are concentrated in three regions of the country: Central Java, the metropolitan Djakarta area, and Western Java. As was mentioned previously, the Djakarta operation is due to be phased out and the Western Java operation may be expanded. Some idea of the density of the target population is conveyed by a breakdown of CARE's work in Central Java. Of 32 kabupatens (districts) in the province, CARE is working in four. In just these four kabupatens, there are almost 333,000 eligible pupils in kindergartens and primary schools, of whom about 60-65 percent are actually being reached. These kabupatens include 825 villages and 2,362 schools.

c. Operation and Management

CARE has a well-defined system for establishing these activities. Its senior staff begin by approaching provincial governors and outlining the CARE approach. Interest seems weakest in East Java, strongest in West Java. CARE's original agreement was with the national government for the Djakarta program, but city officials have never evidenced much interest in school feeding and this is cited by both USAID and CARE as a factor leading to the current phaseout plans. In Central Java interest is mixed, enough to lead to the current effort but probably not enough, according to CARE, to encourage much expansion.

If the province expresses interest, CARE arranges a formal presentation meeting with the governor, sectoral aides, and other key officials. A formal contract is signed at the provincial level on a yearly basis, and governors must arrange parliamentary approval for funding before operations can proceed. A senior CARE field representative, a U. S. citizen, is assigned to the area and begins to identify his counterparts in the provincial Department of Education. Warehousing and transportation is set up, with such facilities comprising one of several factors which may enter into the selection of kabupatens to be served. Other factors which may be taken into account are the food resources of each district (GOI specialists have classed kabupatens for the Applied Nutrition Program on a plus/minus basis according to food production capabilities); interest in school feeding on the part of local leaders; and logistic accessibility. CARE has indicated that selection of kabupaten is ultimately in the hands of the government. Once selected, CARE attempts to serve all schools in the district.

To actually get the program rolling, CARE depends on provincial Department of Education staff to inform districts; district officers pass the information on to sub-inspectors; and sub-inspectors talk to local headmasters. At this point local CARE field representatives (generally Indonesians) work with the sub-inspectors to arrange talks with school officials. Accounting, record keeping, and logistic arrangements are explained. CARE also has a GOI nutritionist on its staff who attempts to provide programming backup through visits to schools and talks with teachers and parents. For the initial start up, commodities are initially supplied to all schools; further participation is up to each school. In Central Java about 60-65 percent of the schools are continuing; in West Java almost 100 percent are continuing.

416

d. The CARE Subproject in Operation

In its FY 71 AER submission for CARE, and speaking of commodity distribution activities in the Department of Education, FFPO Harrison Parker said "CARE is the only U. S. voluntary agency operating in Indonesia which is motivated to tackle this problem, capable of dealing with it, and completely acceptable (due to its unquestioned secular character) to the Indonesian institutions being assisted." The following year, the annual submission noted that CARE's on-the-spot surveillance of its schools was being increased. A few months later, Recommendation No. 3 of AID/AG's audit of the CARE program of May 17, 1971, stated that "We recommend that USAID/Djakarta... stress... the continuous need for close on-site inspection, to assure that Title II commodities are only distributed to schools which physically demonstrate that they operate effective programs."

The team conferred with USAID Food for Peace staff and with the auditors. The basis of the reservations which were expressed, in a nutshell, seems to be that despite the careful rationales, the smooth logistical planning, and the closeness of CARE/GOI cooperation, at the recipient level the feeding activities are only loosely supervised and no one is very confident that the subproject always adheres to its own specifications.

On the basis of this team's limited ability to judge the actual situation in Indonesia--limited by our contractual obligation to review the entire Title II program in a rather short span of time--we would offer the following findings:

- The school feeding subproject probably does not reach the absolutely neediest people (who may not be in school in the first place or who, in Djakarta, might have been unable to pay participant fees). But it probably does reach a large number of poor children who are valid recipients. Some schools are served which, on a purely nutritional basis, may have little need for the food--but the number of such schools is probably not so high as to raise really serious doubts about the selection of target areas.

- In every school we visited, the children were indeed getting the food. Conditions were primitive, operations may have seemed rather vague and informal, but one way or another a glass of milk was being served and some sort of concoction made of CSM was consumed. This may not always be the case.

We must rely here, however, on what we have seen; there is simply no way for this team to audit a program in several thousand schools, nor are we supposed to take on such a task.

- Out in the field, away from the world of paper descriptions, CARE's school feeding operation is, to be charitable, rather loosely run. We saw CSM served as a rather unappetizing pudding simply because the school people had no help in figuring out what to do with it. We saw evidence of reporting falsified information on collection of student/parent fees. CARE staff sometimes seemed uncertain of basic information about their own operation. There is some reason to believe that the West Java CARE operation may be much better organized than elsewhere; we were impressed with a form the CARE representative there has devised to improve field work, the one school we were able to visit in the province had a well-run program, and CARE reports 100 percent participation in the kabupatens it serves.

The looseness of the operation is not very surprising. Consider, for example, the situation in Central Java. There CARE has over 2,300 eligible schools, all of which originally received food. To be sure, the operation is relatively new; in fact in the one kabupaten we visited it had just begun. Even allowing for startup problems, however, we doubt that much in the way of a tightly run Title II effort could be expected here. For one thing, CARE opened up the entire kabupaten at once, rather than phasing in, school by school. This runs exactly counter to the lessons of Title II projects observed by this team throughout its travels. For another: CARE's entire Central Java staff consists of one American field representative, located in Semarang, whose major responsibilities include offloading and coordination of other CARE interests as well as supervision of the school operation, plus a field staff of one Indonesian field representative and four assistants, whose time is spent seeing that records are kept and commodity flows arranged. Each representative must cover several hundred schools. This would be sufficient if the counterpart, the provincial Department of Education, provided local supervision; but CARE has not equipped these personnel to provide it. Program operators are left, then, with no technical support. CARE notes that it backs up its efforts with a nutrition education program, but in Central Java this must be viewed as wholly inadequate: it has one lone nutritionist for the entire country, and even if she did nothing but work in Central Java, which she does not, she would do well to visit each school once every two or three years.

e. Conclusions

As a simple approach to moving food from the U. S. to needy children, the CARE strategy is probably acceptable enough. It badly needs the presence of field staff who can bring to this work the kind of polish and control which CARE standards describe. Management of the program looks very good on paper, but not nearly so good in the flesh.

Phasing out of this subproject presents some special problems. Recently a CARE staff man (Indonesian) has prepared an aide memoire on a possible approach to building local capability for a similar feeding operation. Without passing on the practicality of his particular suggestions, we feel that such thinking ought to become a matter of some priority and trial efforts ought to be considered for USAID support. USAID/Djakarta agrees and is already considering such actions. If school feeding is a good thing for U. S. --Indonesian relations, it might become an equally troublesome thing if we find ourselves forced to stop it because, for example, of a simple lack of available food.

As we have noted in Section II, this subproject is highly appreciated by USAID/Embassy leadership. Its political return is good, its humanitarian appeal is self-evident, and it may have some developmental value. The same feelings are evidently shared by at least some people in the GOI. We took note of an Indonesian report on the Djakarta operation, prepared in 1971, which concludes "...children going to school without any breakfast will be given drinks and snack having a high nutritional value... It depends on the guidance and supervision of the teachers who are the educators and leaders, if everything can achieve its aim and goodness." The team thinks this is a fairly good summary of the existing situation; children are being fed, but an increase in guidance and supervision is needed to bring the work up to par as a respectable Title II endeavor.

2. CRS School Feeding

Catholic Relief Services operates a small school feeding subproject (43,000 recipients were programmed in 1972) in scattered locations throughout Indonesia. Individual schools, and sometimes particular pupils within schools, are selected for receipt of a ration of a daily glass of milk on a strict need basis. Many students are too poor to pay for this food and costs are shared with schools themselves, Catholic diocesan groups, or other organizations (e.g., Japasan Karta Rehardja, a voluntary service group in the Semarang region made up of wives of government officials).

Supervision of the program by CRS is in striking contrast to that described in our comments on CARE, above. At the 11 Semarang schools, the local CRS representative and his staff personally supervise preparation of the milk; this is important because sloppy preparation can result in sick children through transmission of parasitic disease. At another school, this one serving children of very poor families, some pupils take portions of their ration home; CRS indicated that the milk is given to younger brothers and sisters. This is a good example of numerous occurances in Title II activities which seem to violate guidelines but which may seem wholly sensible to the observer on the scene.

CRS has been holding the line on this type of programming, neither requesting major increases nor phasing it down. Increases might be requested at some future date if CRS can find the wherewithal to arrange for needed preparation kitchens at each site.

The contrast between this operation and CARE's, already alluded to, is unmistakable. To be sure, we are treating a rather small-scale venture. But observe:

- CRS attempts to approach every school individually and insure that facilities, staff, and supervision are sound before it provides food.

- CRS gets no financial assistance whatever from the GOI for any of the costs of these activities.

- To cover the expenses of offloading, storage and transport, CRS asks those children who are able to contribute for a donation. At a school in Djakarta this runs to about 20 rupiahs per month; about 60 percent can pay. The rest of the costs--80 cents per 45 pound bag of milk--are made up by CRS and its counterparts.

These figures indicate an impressive commitment to running a Title II operation under rather difficult circumstances. To be sure, CRS has substantial advantages in its ties to the Catholic community. It is also just as likely as any other agency to find itself serving a school which clearly should not be in the program--for example, we ran into a Title II supported secondary school in Bandung (which was cancelled from the program by CRS the next day--it should be kept in mind that almost all of the staff effort of CRS in recent months has had to be poured in to obtaining its basic agreement with the GOI to operate in this country at all, and under these conditions it is much to CRS's credit that their supervision has remained as good as it has).

E. Other Child Feeding Projects

On the whole, these are endeavors reaching children of primary school age or less, outside the institutional frameworks of day schools or MCH clinics. CRS recipients include persons in child-care centers, orphanages, centers for assisting wayward youth, and training centers for youth workers. CWS serves children in home care under the supervision of welfare centers in Djakarta and Surabaja, and around 500 blind or handicapped children. An additional 4,000 recipients had been classed as "institutional inmates"; these were children in orphanages. CWS has eliminated all institutional cases from its 1973 submission, continuing service to the orphans as other child feeding.

The team visited a Mohammadiah (Muslem women's organization) orphanage supported by CRS in Semarang. About 80 children live here, in a location with its own rice paddy, fish pond, chickens, and vegetable gardens. Title II provides supplemental food (milk and 48 grams of bulgur) twice a week.

F. Food for Work

Title II food for work has become an integral part of the GOI's first Five-Year Development Plan (1969-1974), based on the capabilities of the national Padat Karya self-help operation begun in 1969 under the aegis of the Department of Manpower. Both Catholic Relief Services and Church World Service also operate food for work projects, on a smaller scale but with a similar degree of commitment and good responsiveness to the needs of Indonesian communities.

1. The Padat Karya Subproject

Pilot projects undertaken by the GOI and pointing to the creation of a government-sponsored food for work effort date back to the days of the Sukarno regime in the early 1960's. In May 1969, USAID signed an agreement with the GOI to support a government-to-government Title II food for work endeavor called "Padat Karya" (literally, "labor-intensive works"). 15,000 MT of bulgur wheat were supplied in each of the first two years (FY 70-71). Due to the GOI's commitment and enthusiasm, AID increased its contribution to 30,000 MT of bulgur in FY 72. FY 73 requests are also at the 30,000 MT level. At a ration of two kilos of wheat per day of work, this supports a planned 15 million man-days of self-help each year. In FY 73 (which began on April 1 in Indonesia), the government is starting to phase in a supplemental cash payment of 35 rupiahs per man-day, in addition to the food.

This was one of the first concerted efforts on the part of the present GOI to reduce unemployment and underemployment through a self-help operation which would also contribute to the overall development goals of the country. The activities have both social and economic benefits (see our detailed discussion below).

a. Design of the Subproject

Most Padat Karya activities are conceived at the local, village level, in concert with the district leadership; occasional larger-scale efforts may be initiated at a provincial level. Proposals move up through district and provincial reviews to the national Padat Karya (Sector M) office of the Department of Manpower. Criteria for proposal approval include:

- Location in a food deficit area;
- Existence of high unemployment; and
- Fit of the proposed activity to district, provincial, and national planning.

The fit of Padat Karya to other major GOI self-help programs is mixed. Cash for work and food for work are carefully separated according to local food deficit and unemployment situations, with Padat Karya aimed specifically at the poorer areas. The Village Development program (which may use conscripted labor) may overlap both kinds of endeavors. All of these self-help operations fit within a centuries old Indonesian tradition of "Gotong Rojong," mutual self-assistance. Owing to this tradition, it is probable that some Padat Karya activities--especially the smaller, less ambitious ones--might eventually take place without food assistance, but at the same time it seems clear that the USAID help has accelerated these endeavors, provided a great deal of encouragement for workers (who, after all, must work to obtain food by other means if the self-help does not supply it), and made some major endeavors possible which would have been quite difficult to undertake by other means.

The phasing in of the supplemental cash wage is causing a few difficulties, owing to the later arrival of final FY 72 food and the carry-over of activities which have not been operating on this basis. The wheat ration itself is limited to 46 kilos per month; if the food payment exceeds this level it tends to start showing up on the market. Padat Karya has considered using a chit system for payments, but rejected the idea because of the administrative burden it would create. USAID/Djakarta staff point out that audits of Padat Karya have shown that often

food payments have exceeded ration limits, to better attract workers; the supplemental cash wage may help solve this problem (as it has in Morocco).

With each worker receiving a ration of two kilos of bulgur for each day worked, Padat Karya has had a definite high visibility. The actual number of food recipients for the first two years of the subproject probably exceeded two million, due to work force turnovers which may take place frequently on many local endeavors.

The addition of the cash wage demonstrates the commitment of the GOI to this effort. The Department of Manpower is enthusiastic about it and told this team that in the next Five-Year Plan support for Padat Karya will consume one-half of the entire departmental budget. The operation has obvious unemployment alleviation benefits and appears to be making a significant impact on food scarcity problems. We were told repeatedly, by GOI and non-GOI observers alike, that hunger edema has been markedly reduced in districts served by Padat Karya. Most important, the operation demonstrates an awareness and concern by this government for the multitudes of Indonesians not yet able to enjoy the fruits of the development which is taking place here. It is worth noting that the original Padat Karya activities were centered in very poor kabupatens in Central Java, strongholds at one time of the PKI, and this continues to be an emphasis of the subproject.

b. Operations and Management

The Department of Manpower takes the responsibility for the logistical management of Padat Karya Title II food and cash wages. BAPPENAS, the National Development Planning Board, retains its overall planning and coordination function, determining the levels of resources to be made available to different self-help operations of the GOI.

Proposed activities work up from the village level to the kabupaten (district) level, under the supervision of the provincial governments. Testing against the criteria noted above can take place all along the line, and weeding may occur at all of these levels. Sector M staff say that Central Java alone proposed 57,000 MT worth of food for work for FY 73, almost twice the level available for all of Indonesia. BAPPENAS, with the support of AID, is attempting to develop meaningful statistics and criteria to assist in developing a rational priority listing of all food for work activities in any one year. It is hoped that these studies could also supply a source of meaningful data for the analysis of the effectiveness of these efforts.

Padat Karya activities are managed at the kabupaten level by a coordinated effort of Department of Manpower personnel (labor supply), Community Development people (coordination with villages), and Department of Public Works or Department of Agriculture personnel (technical design and on-the-spot technical supervision). The political drive and entrepreneurship is supplied in most cases by the bupati, the local district leader. This pattern is, for all practical purposes, identical to that observed by this team in Morocco with large-scale self-help Title II operated there by both the government-to-government Promotion Nationale subproject and by Catholic Relief Services (the latter operation alone is nearly as large as Padat Karya). Such an organizational structure appears to be a necessary condition for successful large-scale food for work.

c. Padat Karya in Operation

Detailed notes on a number of Padat Karya activities visited by the team will be found in Appendix A of this report. We were impressed by the very high payoff potential of most of these endeavors. Irrigation works, in particular, have two distinct benefits which in combination produce an extremely potent undertaking: by making year-round rice production possible, they can permit as much as a three-fold increase in yield and they permit a major expansion of work opportunities in the paddies. Agricultural agents are also working with these activities to phase in new crops with the rice, such as soybeans and peanuts.

On the northern coastal plains, an area subjected to disasterous flooding, Padat Karya is initiating a limited experiment in flood control. Such efforts have been tried without notable success before; as yet the workability of the Pati kabupaten endeavor has yet to be tested. The team heard about a related Padat Karya activity further up the coast in which flood control has been combined with a canal system to create a multiple-payoff operation involving the farming of fish (from flooded ponds in the rainy season) and the selling of salt (from the same ponds, drained in the dry season). We were unable to visit this activity but if it works it would be another example of the ingenuity which we have repeatedly seen in devising food for work applications which take advantage of every possible spinoff and benefit.

We would also note that in several cases we were able to directly interview villagers and workers, and as far as we could tell the purposes of these activities seems to be getting across, the help is definitely appreciated, and good marks are accruing to the U. S. Mino Soemitro, a village chief, told the team that his irrigation effort, just now beginning to bring in crops, brings "great benefit to his people." We believe him.

d. Impact and Outlook

In Indonesia, Title II food for work under Padat Karya definitely contributes to the development of the country. A number of impressive activities were seen by the team, in several parts of Java and in Bali. Taking account of the grinding poverty observed throughout Java, the grim unemployment problem, and the spiraling growth of population, efforts such as these strike this team as highly worthy on both humanitarian and developmental grounds. Simply in terms of payoff for American dollar costs, food for work may be one of the most cost-efficient developmental tools available anywhere: labor costs in such projects, including the cash supplement, are around 25 cents a day. With such rates, work can be undertaken on a labor-intensive basis which would be prohibitedly expensive if attempted by other means.

What we are observing in Indonesia may be the creation of an institution for the carrying out of a rather sophisticated self-help operation, with Title II food serving as a catalyst. This is an institution in the full-fledged sociological sense: not just a particular bureaucracy, but a systematized social structure established to galvanize the resources of many different units (e.g., manpower, public works, local political leadership) in order to carry out developmental activities on a grass-roots level. Observe as follows: the development of the interest in Padat Karya grew out of a few miscellaneous food for work efforts carried out in 1962 and 1963 as small scale pilot projects. We see the present endeavor as a demonstration of the effectiveness of Title II to stimulate national and local commitment to a specific end--in this case, a modest attempt to develop the ability to tackle unemployment, food shortage, and developmental needs simultaneously.

As we have indicated already, the parallels with the Morocco food for work project are quite striking, even though Padat Karya is much smaller in its proportionate impact on the country. The North African experience with this type of programming goes back over ten years, and might suggest some future possibilities here: the intensification and growth of the activities, the spread to new locations as more administrators become familiar with the uses of large-scale self-help, and the development of new and imaginative self-help applications. This last point is not just mere verbiage. We have observed a number of self-help activities which might be labeled "tertiary," mostly in Africa. This is not to say that they are less beneficial; far from it. Rather, self-help seems to be a tool which can be used to do surprisingly complex and sophisticated things if local program operators gain experience with it. Accordingly, the completion of simple initial efforts can lead to second-level endeavors.

The danger in self-help has generally been that it sometimes encouraged "blind alley" activities: erection of school buildings when there were no teachers to staff the schools, or of clinics without nurses or medical supplies. No Padat Karya undertakings known to us fit such categories; the review system seems to effectively control the selection of activities.

2. Voluntary Agency Food for Work Subprojects

Catholic Relief Services and Church World Service both support smaller self-help subprojects with Title II food. In both cases less formal systems support the organization and administration of specific activities, but despite this the functional organization of religious volag self-help is quite similar to Padat Karya and the end results can be indistinguishable from the government's own work.

For example, CRS uses a food for work proposal application form which assists reviewers in much the same fashion as Padat Karya. For both CRS and CWS, activities begin at the village level as community development activities initiated through a counterpart agency, which in these cases may be a Protestant medical team, another GOI ministry (Social Affairs, Health, Agriculture), or a diocesan social action representative. Projects are often similar to those of Padat Karya; CRS operated some 117 distinct self-help activities in 1972, including:

- Dam construction and canal building;
- Agricultural land development;
- Road construction; and
- Flood control.

Other types of self-help are also supported. Church World Service has an outstanding total village development operation in Central Java in which food for work is just one of several tools available to its field team. CRS has built schools, polyclinics, and operated training courses (a spinoff of food for work which has also been tried in Ghana with good success and which is being discussed in Morocco in terms of large-scale "Job Corps" efforts for youth).

In Indonesia, the volag self-help subprojects are not tied to national organizations and planning, and so the "institutional" benefits are not as great at the national level as they may seem to be in the case of Padat Karya. Yet these benefits are present at local levels. There is a good

de facto fit to more general GOI planning, and villagers learn much the same organizational and development skills. What may be less present in volag self-help is the development of an entrepreneurial ability in district leadership, simply because of small scale.

Of course, the Indonesian government cannot take the same pride in volag self-help that it does with Padat Karya, but the team does not feel that "credit" for Title II efforts must only accrue to the GOI (and hence build up bargaining value for the U. S.). Purely as developmental activities, the volag food for work operations are probably as worthy, given their smaller level of support, as are those of Padat Karya. The religious agencies provide a very valuable supplement by making resources available where GOI interest is low, political leadership lacking, or resources simply weak. More informally organized, they provide a source of experimentation and testing for new types of undertakings.

3. A Note on WFP

The World Food Program also supports food for work, such as road building in areas of Bali devastated by volcanic activity. Again these efforts do not seem to conflict with other self-help (Indonesia is big enough to probably absorb a tenfold increase without running into conflict problems, as a matter of fact). WFP can cause some difficulties with its ration composition. In Bali and Java WFP project workers receive bulgur, butter, oil, NFDM and canned fish. The Padat Karya people noted that this could make recruitment of labor for the government subproject slightly more difficult. The team feels that this sort of problem is within neither our scope of responsibility nor, in truth, the mission's. The decision to supply non-U. S. commodities such as butter, oil, and canned fish is wholly outside the control of the USG and, in our view, simply is a part of the background situation which forms the context for our own efforts.

WFP-supported self-help includes irrigation, land reclamation and reforestation work. Planning and implementation takes place at the central government level. Where we have seen completed WFP activities, they appear to have the same kinds of developmental values attributed to those of Padat Karya and the volags.

G. Other Projects: Institutions and Refugees

Catholic Relief Services continues to provide Title II food to about 3,000 adult inmates of institutions and hospital patients, 27,000 health cases which receive a weekly or bi-monthly ration through clinics on

the recommendation of a doctor (mostly tuberculosis cases), and 32,500 transmigrants served under the refugee category.

CRS's transmigration subproject is not a simple charity operation; it is tied to MCH and food for work and operated by Father Vranken, a Dutch priest who has been in Indonesia for years. Incoming transmigrants are shifted from refugee support after one year and into food for work. There is very strong emphasis on building indigenous Indonesian capabilities: "If I operate the program myself," the priest told us, "it is cheaper, quicker. But if I leave, they have nothing. Better they do it."

USAID staff commented on this subproject in August 1971 as follows, in defending CRS's attempt to increase ration levels: "The reduction from 15 pounds to eight pounds of bulgur in the refugee/transmigrant category...may cause severe hardship to the recipients and lasting damage to the CRS program...transmigrants get only minimal support from the GOI, while they face near-starvation during the period required to begin cultivation... The 15 pound monthly ration requested by CRS must truthfully be considered the barest minimum necessary to stave off starvation... The alternative...may well be a request for major disaster relief later in the fiscal year."

The increased ration level was not approved. CRS has not yet indicated that a disaster situation is building up, but as Indonesia is just now entering its dry season this is still a possibility. It is also possible that the WFP may have picked up some of the slack; a ration had been considered by WFP of 26 pounds of commodities (including 20 pounds of bulgur) per month for three years to transmigrants assisted through that channel. Such a contrast, of course, would place CRS in an awkward position indeed, since needs are identical.

In commenting to New York on this type of problem, CRS noted, "How, then, do we plan? We have tried to take AID/W at its word that it wants out of the simple charity programs for the poor and into support of certain important commodity institutions. How can we do it now? No program or institution in Indonesia can depend on CRS to deliver food... Honesty apparently does not pay. The best course seems to be to inflate figures on recipient levels." USAID staff were fully aware of these ironic comments and appear to be in sympathy with them. This seems to be still another case--we have seen others in several countries--where AID/W rigidities allow paper programs to take precedence over real ones, even when the USAID staff in the field are willing to take very strong stands in support of volag requests. We can understand AID/W's desire to stick by the USG's commitments to the World Food Program.

But a double standard with rations in comparable subprojects goes too far, because it tends to work very severe hardships on agencies which have cooperated with us for years and which continue to provide valuable services to Title II.

As has been noted above, Church World Service is phasing out of institutional categories entirely for FY 73, holding only orphanages and reclassifying these as other child feeding.

H. General Observations

In the opening pages of this report, we have noted that the team is poorly situated to provide hard-and-fast advice about specific subproject operations, because in a one-month visit we simply cannot have a great deal of confidence in our own knowledge of conditions, personality conflicts, program histories, and on-site constraints--all matters which can have a major bearing on the sensibility of formal recommendations and conclusions. We have indicated that we will attempt to cover those issues which might be raised at the outset by a mission; in addition, if sufficient evidence piles up about a matter to allow us to feel justified in making some guarded suggestions about possible mission actions, we will make them--and caution USAID/Djakarta to accept them in the spirit in which they are offered:

- We do feel that the Padat Karya food for work program is an outstanding one on its own merit, is well liked by the GOI, and can absorb continued inputs and possibly increases. We would not lean to the anticipation of phase out of USG food support of this project in the foreseeable future, as does USAID because based on our limited experience elsewhere it seems possible that the program may exceed USAID/Djakarta's already positive expectations about its potential and its degree of GOI support. We do not mean to imply indefinite support, merely that it may be premature to talk of a 1976 cessation of food support of Padat Karya self-help.

- We have been quite critical of CARE's management operations. This is a case where the program seems to have expanded beyond its administrative capabilities. We would argue for a slowdown, or for increased staff effort, or--best--for both.

In addition, the mission had asked us to provide advice, if possible, on the handling of the World Food Program. There is really little we can do to help on this, since we are specifically barred from evaluating WFP activities. Those WFP efforts we have seen appear to work well enough in comparison to other Title II activities. We have noted problems caused by ration differences which affect other Title II operations unfavorably. But in general we view WFP as a "fact of life," a presence in the country situation which is wholly beyond the control or responsibility of the USAID, much as are other GOI self-help programs, the Applied Nutrition Program, the work of the Foster Parent's Plan in nutrition education, and a whole range of other work which is underway in Indonesia outside the purview of USAID-administered Title II.

SECTION IV

SOME ISSUES FOR THE GLOBAL STUDY WHICH ARE RELATED TO THE INDONESIAN TITLE II PROGRAM

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A. Purpose of This Section

Many of the questions which the team has considered in its stay in Indonesia cannot be satisfactorily resolved in this country report. Experience here may be suggestive of possible policy changes in Title II, but we cannot draw firm conclusions about AID/W practices from one country alone.

In order to insure attention to a number of particular items of concern to AID/W and Checchi, a listing of some hypotheses about Title II was drawn up, based on the experience obtained in four prior country visits. Part of our work in Indonesia has been devoted to the testing of these hypotheses in the light of the Title II program here. These hypotheses are listed below, with commentary on each which draws on the team's experience here and in other countries.

We should emphasize that in the following discussion, the term "USAID" means "any USAID," not necessarily USAID/Djakarta.

B. Overall Policy Considerations

The following hypotheses raise several basic problems in AID/W's administration of Title II. They are not all-inclusive of the concerns enumerated in the scope of work; rather, they are intended to focus our attention on some specific points which may be illuminated by the country reports.

1. Where to Use Title II

HYPOTHESIS: Title II commodities should be regarded as a "special" budgeted resource to be generally integrated with the AID mission's broad priorities and strategies where practical, but also applicable to activities unrelated to development plans and to places where valid developmental, humanitarian, and political purposes may be served even if there is no USAID.

The fit of the Indonesian Title II program to the specific concerns of USAID/Djakarta is discussed in some detail in Section II above. This hypothesis suggests, of course, that "humanitarian" ends may be as valid as "developmental" ends. Let us note a few of the problems which this raises:

- Broad statements of AID's mission, such as the one issued January 24 by Dr. Hannah, clearly imply a humanitarian mission for the agency. Of necessity, however, working administrators dealing with the daily developmental, economic assistance, and political concerns of AID/W or a USAID find themselves adopting a somewhat narrower definition of AID's mission, appropriate to the demands of their work. Usually these are less likely to have an explicitly "humanitarian" flavor.

- The hypothesis implies a distinction between humanitarian and developmental efforts. This may be an artificial schism. Any effort which aids people even in the smallest degree may ultimately be "developmental" in its effects on (for example) the health and willingness to work of a nation's labor force.

- Similarly, a strictly "developmental" effort could, in the long run, be strongly supportive of "humanitarian" ends.

We would prefer not to question the humanitarian motives of AID development personnel or to accuse voluntary agency people of naiveté regarding real developmental needs. As far as the team can judge such things, neither charge is warranted (which is not to say that they are not frequently made).

Practically speaking, the "development" versus "humanitarian" issue resolves down to a choice of long-range versus short-run strategies for helping people; a choice of "trickle-down" approaches versus "bottom-up" approaches; a choice between the criticism that we help the rich get richer, versus the criticism that we throw our support down into a bottomless pit of welfare support.

Once the hypothesis is reduced to a choice of strategies, a key point becomes clear, confirmed by the Indonesian experience: Title II is large enough to take in both approaches. In fact, it is possible to have Title II projects which show an unusual degree of faithfulness to all three possible program virtues: development, humanitarianism, and political value. Properly conducted food for work activities at the village level, for example, meet this standard.

Most USAID personnel are willing to characterize MCH and school feeding projects as "developmental." In truth, however, the connection

is a fairly tenuous one, when measured by the rather hard-headed cost-benefit standards of other types of AID programming. At minimum, the economic benefits lie far in the future and the causal connections between child nutrition and eventual development are confounded by a host of other factors which affect the quality of a labor force. Even so, the team does agree that such programs can be beneficial. We would only note that if USAID practice has extended the definition of development this far, then the question of Title II's worthiness as an AID program is a rather moot point, especially in Indonesia where over 90 percent of Title II consists of these activities or of food for work.

2. Uniqueness of Title II

HYPOTHESIS: Title II was conceived as a people-to-people effort directed at the most disadvantaged peoples of the world, and any strategy for allocating the resource should allow for well-justified uses of the commodities which will preserve this spirit.

The Indonesian experience with Title II is supportive of this hypothesis. Again as in other countries we have found that this is a program which does demonstrate U. S. concern for other peoples, in the most out-of-the-way and primitive locations. The "low profile" stance of USAID/Djakarta, allowing the GOI to take credit for our work here, does not seem to conflict with this people-to-people message; rather, the two seem to coexist fairly well.

A related issue which has emerged asks how important this people-to-people aspect really is, and whether it should be bolstered by encouraging Title II activities which involve strong local support. The team judges that there ought to be room in AID for a program which is exceptional for its breadth of contact with ordinary citizens; the issue becomes a matter of program philosophy, and we are in agreement with the prevailing one. As to the second half of the question, Indonesia demonstrates very clearly, as do other nations we have visited, that valid Title II programming of any sort and for any purpose demands strong local involvement. Programming for local support is not merely a way to get mileage out of the people-to-people message, it is a necessary condition for good Title II projects of any kind.

3. Length of Commitment

HYPOTHESIS: Title II should be regarded as a long-term commitment of the U. S. Government, in partnership with the voluntary agencies.

The Indonesian case suggests that this hypothesis should be rejected. Food difficulties and some types of nutrition problems should exist in Indonesia for generations. Progress is being made here, however, and we do not feel that indefinite-length commitments are warranted. There is some evidence, in fact, to suggest that a stronger stance should be taken to encourage the GOI to assume a fairer share of the responsibility for volag efforts, especially in institutions and in school feeding.

We would not wish this stand to be misinterpreted as support for the harsh Title II project closure stances which AID has sometimes taken in other countries. This team has been very critical of AID phase out procedures, which seem to sometimes appear arbitrary and needlessly ruthless. Phase outs or phase overs should be programmed and responsible efforts made to locate other sponsors for efforts which may have been supported by AID.

The "partnership" wording of the hypothesis raises another point. In Indonesia the volags are concerned that they be able to maintain a posture of independence from U. S. policies, in order to obtain the confidence of their counterparts and of the Indonesian government. CARE is especially adamant on this point. They would wish the U. S. government to be a silent partner, if indeed the term must be used at all.

C. Allocation of Title II Resources

These hypotheses deal with the issues which AID/W faces in allocating a finite pile of commodities among seemingly infinite wants expressed in AER's and PROP's from some 100 countries. These questions tend to get at the heart of the problem posed by the scope of work for this study--the determination of the best uses for the resources which the program makes available.

1. Country Selection

HYPOTHESIS: Title II is, after all, food, and its best use should be in nutrition-related programs in countries, or in areas of countries, having severe child nutrition problems. Preference should be given to countries which have recognized the problem and begun to mobilize resources of their own, but attention should also be given to using Title II as a tool to highlight nutrition where it is not yet recognized as a problem.

The team feels that this hypothesis cannot be accepted as it stands, for the simple reason that it does not allow for countries, which, like Morocco, may not have really severe nutritional problems and yet show an exceptional ability to make good use of Title II commodities in food for work projects. Once this caveat is included, however, we are in general agreement with the statement, and feel that the Indonesian program is an excellent illustration of its usefullness.

For example, our findings here suggest that Title II seems most worthwhile when it is pinpointed carefully in areas of major nutritional need. The importance of host country problem-recognition is verified in Indonesia, both positively by the successes of food for work here, where government interest is relatively strong, and negatively by the problems encountered in child nutrition work, where government interest seems relatively weak.

AID/W and Checchi have noted a number of questions which are related to this hypothesis, all of which can be treated in the Indonesian context. We have noted that good local support is critical, perhaps more critical than any other element, for successful Title II programming in this country. The village development programs sponsored by Church World Service show that such support can make up for a lack of central government awareness. For activities on a larger scale, however, the commitment of GOI officials at the kabupaten level and up seems to be crucial. Other key actors are voluntary agency staff; here we find that there is, as elsewhere, a direct and striking association between the presence of committed, imaginative, energetic volag personnel and good Title II operations, and between relatively indifferent personnel and poorer efforts.

At the national level, there is little indication that the GOI is particularly attuned to nutritional problems. Some concern is obvious among health specialists, of course, but the team feels that real concern on a national policy scale has to be measured in money support; Indonesia is the first country this team has visited where subprojects existed for which the host government would not take responsibility for the full costs of inland transportation. Even in Ghana, which is in much worse shape financially than is Indonesia and which certainly has no more real interest in nutrition, the government does provide this much help.

To the extent that voluntary agencies take over what ought to be the responsibilities of government, Title II may be a crutch of sorts. However, this need not be totally undesirable. Countries may simply lack resources to take on the problems which Title II can treat, and the volags seem to be able to provide examples which on occasion serve as

models for further host country efforts. In Indonesia this seems to have occurred with the USAID's own government-to-government food for work subproject, which has spurred the interest of the GOI in other forms of self-help.

Before leaving the issues of country selection, we would also note that only in very unusual cases (Ceylon, for example), does Title II really constitute a notable input into the food resources of a nation. The program cannot possibly fill even a small fraction of the total needs which can be enumerated around the world. For this reason, the pinpointed, "focused programming" approach implicit in the hypothesis makes a great deal of sense. This would seem to argue against national-scale, mass feeding projects aimed at entire population sectors in a country, simply because severe needs for Title II seem to vary by season and geographic location within countries as well as by age--no country we have visited has equally needy school children across the board, for example. Thus given the global shortages of Title II commodities, we are dubious about most forms of country-wide programming. Of course, political considerations may legitimately affect such judgments.

2. Title II as a Catalyst for Development

HYPOTHESIS: Title II can act as a catalyst for development, in part because food is related to so many other development objectives (population, education, employment, health, agriculture).

The record in Indonesia is a mixed one. Padat Karya seems to have spurred interest in other GOI-sponsored self-help. Furthermore, we would expect that continued experience will create an awareness of the potentials of food for work for dealing with new and unanticipated development activities, as has been the case in Morocco. If we turn to nutrition projects in Indonesia, however, these catalytic outcomes are not present. Again, local and national commitment and interest seems to be a key.

3. Title II as a Generator of New Dollar Aid

HYPOTHESIS: Title II may "lead" the development process, and generate new dollar aid needs in support of nutritional activities in order to respond to a host country's recognition of its nutrition problems.

This does not seem to have occurred yet in Indonesia. The team can list any number of potential dollar aid inputs which might be generated in the future as byproducts of Title II; to name a few, agricultural support for experimentation in local production of commodities

with high protein contents, development banking support for local blended food industries, and development loan support for GOI purchase of such Title II-related items as school kitchen equipment, MCH clinic equipment, and similar hardware. But at this writing such support in any large measure would be quite premature.

4. AID/W Guidelines and Priorities

HYPOTHESIS: AID/W guidelines for Title II should be in general terms only; for the most part, the missions and volags now have the capability to plan and administer the program effectively, and they should be given maximum flexibility.

We deal here with an exceptionally large subject, one which can only be superficially treated in this country report. Here as elsewhere, we have found that the religious voluntary agencies have little if any of the "rice bowl Christian" flavor which has been attributed to them in the past. Quite the contrary: in a strict developmental sense some of the most impressive Title II activities which we have seen in Indonesia are those operated by CRS or CWS. We do not sense any great need, then, for tight regulations simply in order to police the volags.

On the other hand, the team is not yet convinced that guidelines should be all that general. High rates of staff turnover, especially for AID personnel who customarily move from place to place and from one area of responsibility to another, suggest a need for a rewritten set of Title II guidelines which can serve to provide continuity and quality control. While in Indonesia the team has considered the details of revised guidelines at considerable length: the categories which define project types, the ration sizes and composition, the AER system, and so on. We would expect that the final report for this study will include a large number of suggestions for change in this area. We are not able, however, to indicate just what those changes will be at this writing, for they will require a very thorough comparison of Title II as it exists in all the countries inspected for this study.

5. Importance of Child Feeding

HYPOTHESIS: In general, programs involving child feeding (MCH, preschool, school feeding, and other child categories) are the most effective use of Title II commodities, because they (1) have more direct linkages with other developmental aims (population, health, education) than other uses; (2) tend to do more to institutionalize programs; and (3) do more to increase awareness of nutrition problems.

We sharply disagree with this hypothesis. In Indonesia as in Morocco, there is unambiguous evidence that food for work is just as effective a conduit for Title II commodities as child feeding. Point 2 above, on institutionalization, is clearly not true for child feeding here and seems to be quite true for food for work. Point 1, on direct linkages with other developmental aims, is quite applicable to food for work as long as the particular developmental aims selected as examples are not loaded in favor of nutrition; agriculture, village communication, and flood control seem just as viable to this team. Point 3, awareness of nutrition needs, may be valid as it stands but we do not find this a sufficient reason to uphold the main thesis.

The institutionalization of Indonesian food for work is obvious to any observer. A well-defined pattern of provincial and kabupaten organization and cooperation for these activities prevails. An Indonesian government agency provides supervision and coordinates the activities with a large range of other self-help units. BAPPENAS, the national economic planning unit, ties these efforts to still larger concerns. No such set of systems and structures can be cited for child feeding; the Indonesian ANP (Applied Nutrition Program) can hardly be said to have been generated by our child feeding efforts and in any case is regarded by USAID staff as an entity still in process of shakedown. Far from leading ANP, CARE school feeding work in Central and West Java has followed it in selection of recipient target areas.

D. Operational Considerations

These hypotheses tend to treat more workaday issues of Title II program administration, especially issues which are of special interest at the mission level: the role of the FFPO, particular kinds of programming models, issues of phase out, and so on.

1. Mission Food for Peace Officer

HYPOTHESIS: In view of the increasing value of the Title II component vis-a-vis technical assistance and development loans, an increasingly important role should be given to the FFPO.

Here we are at something of a disadvantage: the FFPO for Indonesia has been on home leave during the entire duration of our visit. The Food for Peace operation here seems to be well organized, well staffed--we are particularly impressed with the quality of the Indonesian staff--and well coordinated with the other segments of the mission. Morale seems good. But without discussions with the FFPO we prefer

to avoid firm conclusions as to his possible place in a mission structure, his preferences as to training and skills improvement, the feasibility of regional FFPO operations, and the general need for a mission FFPO in the first place.

While Title II can hardly be said to be a major preoccupation of other USAID staff outside the Food for Peace Office, there seems to be a reasonable degree of interest in what the program is up to and an amicable willingness to allow a place for Title II in the mission's range of activities despite its distinct differences from other USAID activities.

2. Encouragement to Innovate

HYPOTHESIS: Encouragement to innovate with developmental uses of Title II should be given to USAIDs, volags, and host governments, with widespread dissemination of results.

We can hardly quarrel with this statement; indeed, one function the team hopes to fill is to assist in the dissemination of interesting Title II information. We have seen some new and interesting Title II activities here, especially those sponsored by Church World Service--the use of chits to reach poor children in slums where no institutional structure exists, the proposed use of food as a family planning incentive.

3. Food for Work Projects

HYPOTHESIS: Food for Work projects should serve to (1) generate development which would otherwise not occur, or (2) accelerate development in sectors or regions of high priority to the host country. Projects with employment benefits only (that is, those which do nothing to overcome the structural problems which cause unemployment) should be avoided.

Based partially on our reaction to Indonesian examples, we would agree with some, but not all, of the above statement. In Indonesia, it can not always be said flatly that without our food assistance projects would not have occurred. In most cases local governments or villagers indicate that they would have tried to go ahead with or without food aid, although USAID personnel suggest that they wouldn't have been very successful. They also point out that progress would have been slowed, resources diverted from other activities, and workers inhibited from participation simply because time spent on this type of activity is time which cannot be spent farming or earning money for other food; GOI spokesment echo these views.

We do feel that food for work here fits (2), the acceleration of development in areas of high priority. This is true by definition for Padat Karya activities, which are subjected to local and national GOI review prior to approval; and in cases like the village development work of Church World Service, work which may not be of special interest to the GOI itself, it is nonetheless certain that local village officials are fully committed to these undertakings.

We do not feel that food for work is a permanent entity on the scene in Indonesia or elsewhere (although general self-help may be). Food for work seems to be a self-cancelling activity; as economies improve--note that we look to economies in general, not just to food sufficiency--workers will be less and less willing to work for food wages; and for this reason these projects have a built-in phase out provision--one which might not be exercised for some years, of course.

4. Nutrition Research

HYPOTHESIS: Where possible, USAID's should find the means to support nutrition research or survey studies in recipient countries, and follow-through to national or intra-country regional strategies.

"Wherever possible" is a rather sweeping generalization. In Indonesia, the few nutrition research studies which we have seen do not seem to have been especially fruitful for Title II. The team is of the opinion that here, as is usually the case, the academic model of research and study is more useful for academicians than it is for AID. Agency research should rise out of specific problems encountered in the course of creating an operating action program. AID is not, of course, primarily charged with improving the state of the art of nutrition research; this is the business of host country universities, of U. S. agencies like NIH, and of the American scholarly community. We do not cast aspersions on studies--not a likely stand, for consultants!--but rather suggest that AID-sponsored efforts ought to lead to relatively narrowly defined, problem-solving investigations.

5. Phase Down of Title II

HYPOTHESIS: Planning for the phase down of Title II efforts should take account of domestic production of key nutritional foods; the balance between effective domestic demand and the country's needs for foreign exchange (will increased production be available and used for domestic consumption?); trends in institutional capacity and budgetary resources of the host institutions, public and private; and trends in population control. It should be recognized that the formulae which govern phase down of other forms of aid do not always apply to food aid.

We find this a generally admirable statement; it has not always been applicable in practice, especially in the treatment AID has accorded institutions for the sick or aged which were supported for some years. USAID/Djakarta personnel seem to take note of most of these considerations in their own thinking about phase downs, phase outs, and phase overs.

E. Other Global Concerns

The discussions above encompass only a portion of the issues which we will take up in our final report; in general, they are the issues which seem to have been illuminated in one way or another by our work in this country. We have not dealt with situations where there is no USAID, with the peculiar problems of small Title II programs (which are present in some 80 countries), with issues of mission psychology (for example, are the only good programs big programs? --we have not raised such matters because in this mission we have not encountered such attitudes), and with a whole host of other problems which seem to be peculiar to particular country situations. Other matters have been treated previously: desirable project characteristics for MCH, food for work, etc.; problems of project control; problems of volag management; and so forth.

In closing, we will note again that the Indonesian Title II program will be the most broad gauge of those inspected by this team. For this reason, we are especially concerned that both the details of factual description and the speculations regarding Food for Peace program issues which are contained here get the most careful attention and criticism from USAID/Djakarta personnel. [1]

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[1] As a postscript: The report has received this kind of conscientious attention by USAID/Djakarta, and we are extremely appreciative of the improvements which have been made by these suggestions. The responsibility for errors and misapprehensions remains, of course, with Checchi and Company.

APPENDIX A

FIELD REPORTS ON TITLE II ACTIVITIES INSPECTED BY THE TEAM

APPENDIX A

FIELD REPORTS ON TITLE II ACTIVITIES INSPECTED BY THE TEAM

The following reports summarize our field observations on Title II activities which this team has seen in Indonesia. Not all details of these undertakings are recorded here. Separately transmitted data has been filed with the working papers for this country report on a number of the activities described below, including reports of prior field visits by USAID and other personnel, overall activity listings for Padat Karya and CRS, and so on.

The reports follow the same ordering used elsewhere in this document: MCH first, followed by school feeding, other child feeding, food for work, etc.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION West Java Province

NAME OF PLACE VISITED (Project Title) CRS: Melania Catholic Primary School and MCH Center; Bandung

DATE April 6, 1972 TYPE OF ENDEAVOR MCH & Primary School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWA

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Tom Brennan, AFFPO/USAID, Djakarta; Don Schuster, CRS staff/Djakarta; Mr. Sutikno, CRS staff/Bandung; Dr. Kartubi, head of MCH Center; Miss Sugiarti, Principal of School.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

The Melania MCH Center is part of the complex that includes the Primary School and a Family Planning Center now under construction. The MCH Center provides 2 lbs. of NFDM for each visit by the mother. The visits will vary from twice per week to once a month depending on the condition and interest of the mother. Instructions for the use of the NFDM are provided by the Center. Mothers, and also the children receive medical care, inoculations, pre-natal and post natal care, vitamins and nutrition guidance at this Center. Family Planning will be incorporated at a later date upon completion of the new building. For all services at the Center those mothers that can pay do pay 100 rupiah (.25¢) for consultation and services and 15 rupiah for the 2 lbs of NFDM/month.

In the "Melania" School 800 children (grades 1-6) were registered. Due to limitations on NFDM 800 children are served every other day, with 400 receiving today and other 400 the next. The NFDM ration provided was 30 grams per child consumed on the premises. At this school the children paid 200 rupiah for tuition, 50 rupiah for medical care, and 15 rupiah for NFDM. Those not able to pay would receive the NFDM at no cost.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Djakarta

NAME OF PLACE VISITED (Project Title) Catholic Polyclinic "Regina Pacis"

DATE April 14, 1972 TYPE OF ENDEAVOR CRS - MCH Center

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Sister Carmina, Order of Franciscan Missionaries of Mary (formerly Cloistered Nuns). In charge of 3 Polyclinics. Mr. Ralph Schwab, CRS/Djakarta; Mr. Armando Sonaggere, Regional Area Auditor, CRS/NY

SUMMARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This Catholic Polyclinic was established in 1967 and is open to the public. It serves one of the poor Kampongs in Djakarta City, it adjoins, and is part of the overall complex that includes a large K - through 12th grade school that includes, in the main, the upper middle class children of this section of Djakarta City. No school feeding here! The schedule at the clinic provides for assistance to pregnant women on Mondays & Fridays with Wed. reserved for nursing mothers w/pre-school (0-3) children. The remaining 3 days are for serving the sick, with TB the No.1 problem. Rations provided to mothers & children each are 5 lbs of WSB and 100 grams of NFDM every 2 weeks. The clinic serves from 285-450 women and children per week, with optimum for efficiency judged at 60-70/week. The average cost to the mothers & sick for all services rendered (medical, dental, vitamins, education, midwifery, etc.) is 100 rp./visit. Many cannot pay - some pay 10 rp./visit.
Courses are offered in nutrition - provide recipes for use of Title II food- or verbally to those illiterate recipients. Health checkups are provided with a doctor in attendance everyday, X-ray machine & dental equipment also available. Family Planning is also encouraged according to Sister Carmina, but the frustrations are great since those with 8-12 children are usually illiterate and they are often sent directly to Family Planning Clinics where more direct assistance (pills, or loops) can be provided. T.B. patients no longer receive Title II assistance, but the clinic buys M.B. on the market to continue serving this need. Another case of random direction changing placing a hardship on a disenfranchised few sick people.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Bandung City, West Java Province

NAME OF PLACE VISITED (Project Title) CWS "Al Islam" MCH Center

DATE April 6, 1972 TYPE OF ENDEAVOR MCH Center

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWK

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Mr. Didi, staff member of "Al Islam" MCH Center; Tom Brennan, A/FFPO, USAID/Djakarta; I.G.N. Ekawarja, FFP Staff, USAID/Djakarta.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "removed group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few useful reminders.

This MCH Center is financed and run by the Mohammedan Women's Association. With an average of 125 recipients per month the consultation days are arranged in the following order:

Monday - Prenatal and postnatal mother/child care

Tuesday - General type of disease control, innoculations, etc.

Wed. - Family Planning

Thurs. - Prenatal and postnatal mother/child care

Friday - Disease control - innoculations, etc.

Saturday - Family Planning

The charge for consultation is 100 Rp. for each attendee. On Mondays and Fridays each family member receives 2 ounces of NFDM and .5 ounce of bulgur free of charge. This is prepared at the Center and consumed on the premises.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Semarang

NAME OF PLACE VISITED (Project Title) Hospital Panti Wilasa

DATE April 7, 1972 TYPE OF ENDEAVOR CWS: MCH

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT CC

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Dr. Oei Kiem Hien, hospital staff; Dr. Kandu, Director of hospital; Mr. Auralangga, CWS Field Staff, Semarang

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

Milk distribution based on stocks available, not on need (which exceeds supply). Getting 540 lbs NFDM/ month for 300 recipients; can handle 500 recipients. Milk prescribed by staff; weight charts must show gains to get home rations. Good post-partum FP clinic, hospital would like tie with food through long term provision of food for "last" child if parent promises not to have more. Hospital also runs nursing office at transmigrant's camp; uses chits to reach preschool children with milk. Observed in operation. Very poor kids. Clean, spotless, well managed. Also distributes milk for 10 MCH area clinics for 800 more kids.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Denpasar City, Bali Province

NAME OF PLACE VISITED (Project Title) WFP: Food Assistance to MCH Centers

DATE April 4, 1972 TYPE OF ENDEAVOR Maternal Child Health

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) WFP # 617

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWR

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Mr. I.G.N. Exawirja, USAID/FFP Staff; Dr. Suarna, Director, Denpasar City Health Development Center (& staff) Dr. Samendra, District Medical Officer, Tegal Ketjamatan (Sub-district)

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

In the Province of Bali there are a total of 233 GOI/MCH Centers, of these WFP provides NFDM and Whole Milk Powder to 50. The Tegal Center (one of two served by WFP in Denpasar City) has a permanent staff consisting of 1 doctor, 3 midwives, 1 nurse and 1 Family Planning Administrator.

First milk arrived in Sept.1971. This Center provides 25 mothers, 20 infants and 55 pre-school children with the following ration per day:

Infant (0-1) 40 gr. NFDM, 20 gr. whole milk: Pre-School child, (2 to 3 yrs) 40 gr. NFDM only; mothers/prenatal care, 40 gr. NFDM only.

The selected MCH Centers are presumably those designated as the most needy, with education in nutrition, family planning and medical assistance carried out.

No Voluntary agencies carry out Title II projects in Bali Province.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Djakarta

NAME OF PLACE VISITED (Project Title) Primary School

DATE March 28, 1972 TYPE OF ENDEAVOR CARE School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWA RAE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Glen Lash, CARE/Djakarta administrative officer; Tom Brennan, USAID/Djakarta/FFP; assorted school teachers and head mastress

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

Middle-to-upper-middle class kids, mostly offspring of Ministry of Finance workers. 470 kids in A.M. session. Avg. tuition is 400 rupiah/month. Children also assessed 100 rupiah/month to pay for warehouse-school transport, cooking oil, sugar for milk. No records of kid's contributions kept. Teachers prepare milk, CSM made into cakes, or buns by mothers - each mother handles maybe 50 rations 2-3 times a year. Hard to see great need here - Kids look very healthy, clean alert.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Djakarta

NAME OF PLACE VISITED (Project Title) Primary School

DATE March 28, 1972 TYPE OF ENDEAVOR CARE School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Glen Lash, CARE/Djakarta administrative Officer,: Tom Brennan, USAID/Djakarta/FFP; assorted school children and headmaster

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions, and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

School billed as "slum" school. Located in run down crowded area; privately run. Kids look much the same as in CARE school visited earlier, healthy, well dressed. Same system for food in effect. Tuition about the same. Headmaster says kids come from homes by canal (pretty poor? - hard to say). Interviewed two boys but with large group of visitors kids too nervous to say much.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Sukohardjo Kabupaten (Ketjamatan Sukohardjo)

NAME OF PLACE VISITED (Project Title) Kindergarten School Teladan

DATE April 4, 1972 TYPE OF ENDEAVOR CARE school feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT PAG

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Kandjoen Prawiradiredja, CARE Field Observer; S. Budikusmo, Bupati; Mrs. Sriwiratmi, School Principal

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

CARE/Central Java operates in four food deficient kabupatens: Karanganjar, Bojolali, Sragen, and Sukohardjo -- USAID staff say however that these are not the poorest food deficit areas such as Wonogiri, Demak, Pati, Rembang, etc. This kindergarten is in one of three ketjamatan of 12 in the kabupaten which does produce enough food for its people. School run by Women's Association (PERTIWI). Children well dressed, healthy, Fees 20 rupiahs per month, in addition to tuition of 50 rupiahs/month. Observed feeding according to specs. 51 children enrolled. Food service setup very good, tables, chairs, plates, etc.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Sukohardjo Kabupaten (Ketjamatan Sukohardjo)

NAME OF PLACE VISITED (Project Title) Primary School, S.D. I, Djotis

DATE April 4, 1972 TYPE OF ENDEAVOR CARE School Feeding Program

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT RAG

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Kandoen Prawiradiredja, CARE Field Chairman; S. Budikusmo, Bupati; Mrs. Hartuti, Acting Principal

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

304 pupils, in same food-sufficient ketjamatan as kindergarten. Candy/cookies at feeding site for sale. School claims and recors verify food fees of 30 rupiahs per month; but inquiries with pupils of classes II, III, IV and V got unanimous response of 40 rupiahs. Profit to staff, 3,040 rupiah/month. At 40 these children are paying twice what better-off kids at kindergarten pay. Food setup pretty primitive; out door fire, cast off pots, etc. But food apparently does get served. Kids look okey, program cannot take credit for this here (it just started).

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Sukohardjo kabupaten

NAME OF PLACE VISITED (Project Title) Primary schools, S.D. Gentan I and II

DATE April 4, 1972 TYPE OF ENDEAVOR CARE School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT RDE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Kandoen Prawiradiredja, CARE field observer; S. Budikusno, bupati; S.I. Karoso and Sjamsuddin, principals; Karjo Suwirjo, Lurah

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

396 kids, in two schools located in one combined plant on simultaneous schedule (AM only). Locale is in a food-deficit ketjamatan. Most children farmer's kids. Badly dressed, look fairly healthy but skinny. Program just started, saw first use here of CSM. No advice provided on preparation, school boy mixed with water to make a paste in bowls. Not terribly appetizing compared to other CSM dishes seen, but kids ate it willingly enough. Very primitive kitchen, fairly good eating space. No food fee; support organized instead by local lurah. School people well organized on handling of food but request help in figuring out what to do with CSM.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION West Java Province

NAME OF PLACE VISITED (Project Title) Ketapang Elementary School, Bandung

DATE April 6, 1972 TYPE OF ENDEAVOR CARE School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT Java

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Mr. Tanner, CARE Rep. in Bandung; Mr. Basuki Sukanto, CARE staff/Bandung; Mr. T. Suharna, Principal of Ketapang I-II Elementary School; Tom Brennan, A/FFPO, USAID/Djakarta

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

In grades 1 through 6 there are 400 children for morning classes and 60 for afternoon. Program operates on a contractual basis between CARE and the Provincial Govt. of West Java. In West Java CARE operates school feeding in 5 districts and reach an estimated 300,000 school children. CARE plans for FY73 to increase this number in West Java by more than 600,000 reaching out to 2-3 new districts not now served. The provincial govt. reimburses the district governments for the costs incurred for the internal transportation, handling and warehousing of the Title II foods in the CARE program. NFDM and CSM are the Title II foods served once/day in this school. The milk being sweetened with sugar and the bulgur served warm but dry. Preference in this rural school was for CSM over milk. Children contribute 50 rupiah/month with 40% of that sum going to the welfare of the teachers.
Ration: [illegible] per child/day: 30 gm. NFDM and [illegible] gm. CSM.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Kabupaten Demak

NAME OF PLACE VISITED (Project Title) Gadjah school, mothercraft

DATE April 6, 1972 TYPE OF ENDEAVOR CRS school feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT ee

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Brother Servatius, CRS representative Semarang; Joseph Patioran, CRS end-use checker (has son named for Marshall Green-!); Victor Pandjaitan, USAID/Djakarta.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

CRS in area works through Jajasan Kerta Rahardja (govt wives' organization). Severe flooding in January- 7,000 of 29,000 people left homeless. CRS rep. discouraged, thinks a hopeless area, nevertheless for humanitarian reasons he does what he can.

Eleven schools at Gadjah, 2,473 children getting milk, selected by Tjamat on need basis. Supervision directly by CRS; well managed. CC interviewed on local radio/T.V. Kids at two schools - one relatively well off, one very poor, primitive setup. Also visited Mohammediah orphanage. 80 kids, get milk and bulgur twice a week. Has own fish pond, rice paddy, chickens, garden. Kids clean, healthy.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Djakarta City

NAME OF PLACE VISITED (Project Title) Bunda Hati Kudus Catholic School

DATE April 14, 1972 TYPE OF ENDEAVOR CRS School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Sister Sylvestra, Senior Admins. Staff B.H.K. Catholic School; Ralph Schwab, Asst. Director, CRS/Djakarta; Armando Sonaggere, Auditor CRS/N.Y.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

Opening in Oct. 1971 this Private Catholic School (grades K-12) has a total enrollment of 2000 children. Feeding began in Feb. 1972 and only those selected neediest in the first 3 grades and kindergarten are served a glass of milk each day. At present, a total of 200 receive about 20 grams of NFDM as a daily drink in 3 shifts/day. No sugar is added, and though the normal CRS ration is 35 gr./day, Sister Carmina has found it necessary to thin the milk and serve less at a serving, since the children are not fond of a richer NFDM mixture. (Note: CRS is adjusting their overall rations to 25 gr./day for next years program in school feeding). The mothers of the children receiving milk are given some nutritional education by the Sisters involved. The average fee charged is 20 rp./month. 50-70 of the children receive the NFDM free of charge. Tuition at the school is Rp.750/month - Average 100 rp. Some free of charge. Entrance approved by testing. Kindergarten in morning and afternoon. 3rd, 4th & 7th grades in afternoon (1:00 to 5:30) all other grades in the morning. The charges for the Title II milk help defray a portion of the expenses incurred for the offloading, godown rental, clearing agent costs, handling-loading, trucking, etc. by the Social Action Committee of the Catholic Diocese. Costs are higher for [illegible] in Djakarta area. Total costs estimated at 900-600 rp./each [illegible], from port to school. (Note: CRS and CWS [illegible] and storing; these Title II [illegible]).

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION West Java Province

NAME OF PLACE VISITED (Project Title) CRS: "Santo Jusup" Jr. High School, Bandung

DATE April 6, 1972 TYPE OF ENDEAVOR Secondary School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWR

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Ron Schuster, CRS/Djakarta; Mr. Sutikno, CRS/Bandung; Tom Brennan, A/FFPO, USAID/Djakarta; Mr. Selamat, Principal, "Santo Jusup" Jr. High School, Bandung

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This is a private Catholic sponsored school enrolling 275 students ranging in ages from 13 to 20. We observed that prior to July 1971 the school received from CRS, bulgur, CSM, WSB and NFDM but since that date only NFDM was received. Tuition is 400 rupiah and 25 rp. for NFDM/month. The 13 teaching staff also received milk and the head of the school openly admitted that often they traded milk in the market for sugar needed to make the remaining NFDM more palatable to the students and teachers. Needless to say, this school has been removed from the CRS School Feeding lists upon return to Djakarta by Mr. Ron Schuster of CRS. As these CRS schools are discovered from earlier years programs suffering from loose management they are phased out. It is estimated that only 2000 students above the elementary age are still involved in Title II school feeding.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Karangasem Kabupaten, Denpasar City of Bali Province

NAME OF PLACE VISITED (Project Title) Padat Karya - Food for Work Karangasem

DATE April 3, 1972 TYPE OF ENDEAVOR Road Construction and Irrigation projects

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JVa

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Mr. I.G.N. Exawiria, USAID/FFP Staff; Mr. Suhadi, Chief, Manpower Provincial Office, Bali; Mr. I. Komang Suryasa, Gov. Affairs Division, Office of the Bupati (Karangasem District Head)

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

The Volcanic eruption of Mt. Agung on the Eastern Tip of Bali in 1963 devasted many villages. The resultant flow of lava and ash burried fields and houses, destroying roads and irrigation systems. The Govt to Govt FFW program under (Padat Karya) first implemented in FY69-70 rehabilitated 5 irrigation canals (24 Km) and opened 3 roads totalling 37 Km. In FY70-71 2 roads (7.5 Km) and 5 irrigation canals (11 Km) were completed. In July 1971 additional bulgur supplied to reconstruct one road (5 Km) and two irrigation canals (4.5 Km) were completed in Dec. 1971. At present construction of one 7.5 Km road in Karangasem District is scheduled to get underway in mid-April 1972. The results of Title II food inputs into this area are impressive for new roads have been cut through rough jungle terrain, older roads destroyed by volcanic eruption rebuilt, and irrigation systems renewed and expanded. These projects have enhanced the possibility of more rapid development and resettlement of this area.

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Kabupaten Wonogiri

NAME OF PLACE VISITED (Project Title) Watudjaran Canal and branches

DATE April 3, 1972 TYPE OF ENDEAVOR Padat Karya

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT CC RAE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Sumartono, Sector M, Dept of Manpower; Koentjoro, Dept of Manpower, Solo; R. Sanimo, Bupati of Wonogiri (plus his staff); Victor Pandjaitan, USAID/Djakarta

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

A poor kabupaten: many people, few jobs, arid land. Major staple cassava. PKI strong here. Great interest in irrigation: more and better food, more jobs for people. USAID records indicate some 3,000,000 mandays of food for work here during FY 69-72, sustained by 6,000 MT of bulgur. No other self-help on the area.

The area surrounding the village of Wiro Walikan contains several FFW activities making up one unified irrigation system. One canal used 91.5 MT of bulgur: 45,750 mandays, about 2100 workers. Dam construction and canal building to irrigate about 600 ha. Farmers claim 400% increase in annual yields, going from cassava to rice/soybeans/peanuts. R.D. Siban, Chief Agricultural Officer of the kabupaten, says before dry land produced 700 kg unhusked rice per ha/year, new rice now about 4 months old, looks as if they may get 3,000 kg/ha. (using miracle rice).

The Wiro dam in same area took 123 MT in 1969, 181 MT in 1970-71, is now complete. Professional design, a showcase project (Ambassador has visited). Canals about 75% complete; about 315 men and women on the job, digging, tamping, building aquaduct.

Cowles in area in 1966; extremely impressed with project and with progress made in this region.

460

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Kabupaten Wonogiri

NAME OF PLACE VISITED (Project Title) Nawangan Dam

DATE April 3, 1972 TYPE OF ENDEAVOR Padat Karya

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT CE MAE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Sumartono, Sector M, Dept. of Manpower; Koentjoro, Dept of Manpower, Solo; R. Sanimo, Bupati of Wonogiri (and staff); Victor Pandjaitan, USAID/Djakarta

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

Large dam (16 meters high) begun in 1969, jointly by Manpower and Public Works under Provincial direction. Dam cost 10 million rupiah; self help contributes tamping, stone facing, and canal construction. About 600 workers per day, slated to irrigate 1200 ha. of rice fields. Much activity is evidence on canal work.

Mr. Martokumaso, Chief, Public Works, of the kabupaten says self-help allowed a 30% reduction in cost of this dam.

461

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PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Pati Residency: Desas Bulumanis and Sekardjalak

NAME OF PLACE VISITED (Project Title) Kali Suwatu and Kali Banban flood control projects

DATE April 6, 1972 TYPE OF ENDEAVOR Padat Karya

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT RBE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Subrata Yudabrata, Resident, Pati; Sumartono, Sector M, Dept. Manpower; Suhirpan, Manpower Officer/Pati; Sugeng, Dept. Public Works; Sarwono, Correspondent, Daily Sinar Harapan

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

Severe flooding in area in past. Two desas of 4,700 people affected. Rice wiped out, homes lost, roads and railroad link cut. Plan is double canal and dyking with irrigation spinoffs. Dykes two meters thick planted with grass; two canals, one 5 Km and one 4,7 Km, right out to the sea. About 500 workers per day, about 90% complete.

Resident very enthusiastic about this. Cowles indicates this sort of project has been tried in the past and has not worked. USAID should visit during next flood season and see how it comes out.

462

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Garut Kabupaten, West Java Province

NAME OF PLACE VISITED (Project Title) Tijhurip Village - Garut Road Construction

DATE April 7, 1972 TYPE OF ENDEAVOR Padat Karya- Food for Work

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT Jwa

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Mr. Bahrum, Dep.Chief, Dept.of Manpower Sub-Resort Office, Garut; Mr. Somadin, supervisor of bulgur distribution, Dept of Manpower; Mr. Romdon Suherma , Chief, Tijhurip Village (& staff); Tom Brennan, A/FFPO, USAID/Djakarta; I.G.N. Exawirja, FFP Staff USAID/Djakarta

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This project located 55 Km. south of Garut City started in July 1971 with 6.3 Km of mountain road completed in the rough by December 1971 using 415.8 MT bulgur for 211,760 mandays required. Phase II will begin in April 1972 to extend the road another 6.8 Km with 411.8 MT of bulgur allocated. During this second phase, the Dept. of Manpower will provide the cash wage supplement of 35 rp./recipient/manday plus the 2 Kg. of bulgur allocated. The road, though rough at present, is impressive and cuts through mountainous rain forest growth. Much additional work on side drainage improvement will be the responsibility of the Padat Karya. Upon completion of the road 6 isolated villages with a total estimated population of more than 10,000 people will benefit from easier access to Garut City markets for their forest and agricultural products. The Governor of West Java has allocated 2 million rupiah for construction of bridges and culverts for this road. Surfacing of the road, if any, will be the responsibility of the Department of Public Works.

(16)

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Sukohardjo Kabupaten

NAME OF PLACE VISITED (Project Title) CWS Village Development Projects

DATE April 4, 1972 TYPE OF ENDEAVOR MCH, Food for Work

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT CC

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Dr. Gunawan Nugroho, CWS/Solo; Sangkojo, CWS Project Manager; Soetrisno, Village Lurah

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

26 village with 86,000 people, teaches girls mothercraft and nutrition, boys agriculture. Projects come from bottom up. Dr. Nugroho calls this social preparation which he considers as important as the project. Villagers must want and ask for project. Started with small clinic in Solo. Clean simple, no 480 food. Birthing cost from 1000-2000 rupiahs for 5-day stay. Has an interesting health insurance plan. People pay 5 rp. per month and are covered for everything. They make money on this scheme. Hunger endema virtually wiped out. Small family planning clinic. Open every Wednesday. 8-10 acceptors per month. Dr. does not like Family Planning. Thinks answer is transmigration, wants to move entire villages and plant vacated areas in trees.
Food for Work: all small irrigation projects, very good cost benefit ratio. Pay workers 6 kilos bulgur per day. Says none is sold. Inland freight costs 1100 rp. per ton from Semarang to Solo & 600 rp. from Solo to project. CWS pays. No govt. support. CWS lends money to villages for other costs of the project. As they are village projects believe villagers will maintain. A good show.

APPENDIX B

PERSONS CONTACTED FOR INTERVIEWS WITH THE STUDY TEAM

APPENDIX B

PERSONS CONTACTED FOR INTERVIEWS WITH THE STUDY TEAM

(Note: This list does not include names of those interviewed in the course of field inspections; see Appendix A.)

Official U. S. Personnel

Francis J. Galbraith, Ambassador
Lewis M. Purnell, Deputy Chief of Mission
Colonel George C. Benson, Defense Attache
Richard M. Cashin, Director, USAID
Jerome M. Kuhl, Agricultural Attache
H. Louise Ramey, Deputy Director, USAID
William H. Carter, Controller, USAID
Richard H. Herr, Assistant Program Officer, USAID
John E. Roberts, Intern, Program Office
Thomas O. Brennan, Acting Food for Peace Officer
I. G. N. Exawirja, Food for Peace Auditor
Victor Pandjaitan, Food for Peace Auditor
Mark A. Vahey, USAID/AG

Government of Indonesia Personnel

Dr. Mohammed Safli, Minister, Department of Manpower
General Dandi, Deputy Minister, Department of Public Works
Dr. Mohammed Sisman, Deputy Minister, Department of Trade
Mr. Benny Mochtan, Chief, International Cooperation Bureau, Cabinet Secretariat
Mr. Tatang Mahmud, M. A., Director General for Manpower Development and Utilization, Department of Manpower
Dr. W. P. Bapitupulu, Pemimpin Projek Padat Karya, Department of Manpower
Mr. Sumartono, Sektor M (Padat Karya) Secretary
Dr. Elia Surjawinata, Chief, Manpower Provincial Office, West Java Province
Mr. Moh. Mussa Wangsadiputra, Chief, Manpower Placement Inspection, West Java Province
Mr. M. Suhadi, Chief, Manpower Provincial Office, Bali
Mr. Sumarto, Deputy Chief, Manpower Provincial Office, Central Java
Mr. Hamim Musa, staff Padat Karya office, Department of Manpower, Djakarta
Dr. Sujitno, staff Padat Karya office, Department of Manpower, Djakarta

Voluntary Agency Personnel

Mr. Christof J. Scheiffele, Chief of CARE Mission
Mr. Rudy Ramp, Deputy Chief of CARE Mission
Mr. Glen Lash, Deputy Chief of CARE Mission
Mr. Robert McCollum, CARE Field Representative/Semarang
Miss Matthia E. Marley, Director, CRS
Mr. Ralph T. Schwab, Program Assistant, CRS
Mr. Ron Schuster, Program Assistant, CRS
Father Vranken, CRS/South Sumatra Representative
Peter J. Purdy, Secretary, CWS/Indonesia

Others

Samuel Keeny, Population Council/Taiwan
Madame Djuwari, President, IPPA/Indonesia (International Planned Parenthood Association)

PART EIGHT
CEYLON

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: CEYLON

Submitted to the

United States Agency for International Development
Washington, D. C.

May 5, 1972

Checchi and Company
815 Connecticut Avenue, N. W.
Washington, D. C. 20006

461

NOTE

After this report was prepared, the Ceylonese Government officially changed the name of the nation to The Republic of Sri Lanka.

TABLE OF CONTENTS

		Page
Abstract and Summary of Major Findings		i
Section I	Introduction: Background and Setting for the Title II Study	1
	A. Purpose and Nature of the Ceylon Country Report	1
	B. The Development Setting in Ceylon	4
	C. Overall Scope and Nature of Title II in Ceylon	5
	D. Summary	9
Section II	Goals and Objectives of the PL 480 Title II Program in Ceylon	11
	A. USAID Goals	11
	B. Government of Ceylon Goals	14
	C. CARE Goals	15
	D. A Concluding Note	15
Section III	Title II Operations in Ceylon	19
	A. Mother-Child Health (MCH)	19
	B. School Feeding	22
	C. Other CARE Projects in Ceylon	28
	D. Conclusions and Observations	28
Section IV	Some Issues for the Global Study of Title II Which are Related to the Ceylonese Program	31
	A. Overall Policy Considerations	31
	B. Operational Considerations	34
	C. A Note on WFP	35
Appendix A	Field Reports on Title II Activities Visited by the Team	A-1
Appendix B	Persons Interviewed by the PL 480 Team	B-1

ABSTRACT AND SUMMARY OF MAJOR FINDINGS

This report provides a description of the PL 480 Title II program in Ceylon, valued at roughly $3 million in planned commodity values alone during FY 72. Title II in Ceylon is handled entirely through the voluntary agency services of CARE, and includes a large school feeding program, a commodity support project for Ceylonese MCH, and small other child and institutional operations.

Our major findings include:

- The present MCH program is a good one. It might be possible to expand it somewhat in order to allow coverage of more MCH centers and satellites. CARE's present expansion plans, however, are related to a proposal to develop local capacities for a Ceylon Weaning Food (CWF). We do not feel that the CWF proposition is a viable one as it currently stands, and would suggest, as a short-run alternative, the use of Title II WSB in order to reach CARE's intended target group of 450,000 toddlers.

- The present school feeding program seems to be a product of historical inertia; it is a carryover from earlier days of Title II when commodities were more freely available and programming standards somewhat looser. By present standards it cannot be justified. However, the political difficulties that abrupt withdrawal would cause for the government of Ceylon suggest a strategy of seeking alternative sources of support for Ceylonese school feeding, either within the GOC or from other food donors. We would recommend against any change in this program back to buns, as the advantages of added nutritional value for the school feeding ration do not seem justified in view of probable costs and Ceylonese studies of population sectors of greatest nutritional needs.

Section IV of this report contains a large number of observations on the implications of the Ceylonese Title II program for our parent worldwide review of Food for Peace.

CHECCHI AND COMPANY
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WASHINGTON, D.C. 20006

TELEPHONE
(202) 298-8630

CABLE ADDRESS
"CHECCHI"

May 5, 1972

Mr. Roy E. James
AID Representative
Embassy of the United States of America
44 Galle Road
Colombo 3, Ceylon

Dear Mr. James:

Checchi and Company is pleased to provide you with the attached report pursuant to the activities of the joint Checchi-AID/W team which has been reviewing the PL 480 Title II program in Ceylon. The report attempts to provide an analysis of this program as it is viewed by Washington, by USAID staff in Colombo, by voluntary agency personnel, and by host government representatives. Summary descriptive materials are included so that you may obtain a feeling for the accuracy and scope of our work in the field. Further, a discussion is provided which deals with some policy issues that seem germane to Title II in Ceylon and which may be taken up at greater length in our final report on the worldwide Title II program.

At all times, we have tried to emphasize that this review is in no way an audit, nor is it a really comprehensive evaluation of the Ceylonese Title II program as such. Rather, we have treated activities here as one of several case studies which, in combination, will form a basis for a global analysis of Food for Peace. We trust that you will find this report to be in keeping with this set of limitations and within the range of our special perspective.

We wish to express our appreciation for the excellent cooperation which we have received from you and other embassy staff, from numerous Ceylonese officials, and from CARE personnel. This was vital to our work and greatly appreciated by the team. The Checchi portion of that team consisted of Mr. Richard A. Ellis and me. Representing AID/W on the team was Mr. Harold Birnbaum, Evaluation Officer, PPC/EA. Checchi acknowledges a special debt to Mr. Birnbaum and hopes that he will continue to lend his advice and counsel to this project in the months to come.

It is our wish that this brief report may be of some usefulness to USAID/Colombo as well as a helpful input to the general evaluation of PL 480 at the Washington level. We urge that you advise us of any new developments which may arise in Ceylon which affect the program, and to pass on to us any comments and suggestions which you may have about this report.

Again, our thanks for the cooperation of you and your staff.

Yours truly,

Jack W. Anderson

Jack W. Anderson
Team Leader

EVALUATION OF THE PL 480 TITLE II PROGRAM

COUNTRY REPORT: CEYLON

SECTION I

INTRODUCTION:
BACKGROUND AND SETTING FOR THE TITLE II STUDY

SECTION I

INTRODUCTION: BACKGROUND AND SETTING FOR THE TITLE II STUDY

A. Purpose and Nature of the Ceylon Country Report

The scope of work for AID's worldwide study of Title II begins with a succinct statement of purpose:

> ...to help AID determine whether best attainable results are being achieved with the use of Title II foods; and if not, why not, and what changes should be made to improve performance.

As the contractor for this assignment, Checchi and Company is conducting a global review of the Title II program, concentrating its attention on a sample of eight countries selected by AID on the basis of geographic spread, variety of cooperating sponsors and project activities, and magnitude of U. S. food inputs. While the field work is taking place, a coordinated Checchi home office team is pulling together information on other country programs and on a number of special issues related to Title II.

1. Purpose of the Ceylon Country Report

Country reports for this study are necessarily qualified and tentative documents. We are preoccupied not with Ceylon alone but with eight national programs plus data on many other countries. The main purpose of the Ceylon report is to provide information of a descriptive and analytical nature useful in the preparation of the global review of Title II. For this reason, the reader will find that we have included much material here which is well known to AID personnel in Colombo and Washington, because every opportunity should be taken to check the accuracy of the team's impressions.

There are other purposes of the country report. This is not an action document, if by that term one denotes a hard-and-fast order for change. Authority over the work of the USAID mission to Ceylon rests not with Checchi and Company but with AID/W. It is clear, however, that both AID/W and USAID/Colombo staff may be interested in obtaining the views of the team on specific, immediate issues. Our ability to provide sound advice on such matters varies:

- On some types of issues, such as those raising questions about relationships with PL 480 Title I (the sales program), we cannot claim competance;

- On others, such as the World Food Program, our area of responsibility has been strictly limited by our contract.

Where we may perhaps be of greatest usefulness is with those questions which can be approached comparatively, drawing on experience in other countries. It is the intention of Checchi and of AID/W that this report be as responsive as possible to the immediate concerns of USAID/Colombo, subject only to reasonable limits of our own competence and of contractual caveats. It should be noted that we have formally invited all concerned parties in Washington and in Colombo to bring their interests to the attention of the team.

2. Organization of the Country Report

The Table of Contents, provides a detailed guide to this report. An abstract and summary of our major findings follows the Table of Contents. The remainder of Section I, below, is devoted to a brief description of the developmental setting in Ceylon, for the benefit of readers not familiar with the situation here, and to an overall description of the scale and nature of Title II in Ceylon.

Section II takes up the goals of the program, and variations in those goals as they are perceived by different parties: USAID/Colombo, the GOC (Government of Ceylon), CARE, and others. Section III reviews each major project component (school feeding, MCH, etc), covering planning, management, coordination with other concerns of the embassy, and impact.[1] Treatment is provided of both policy and other national issues and of specific workaday operations at the "activity" level. This term is used, as are others in this report (see Exhibit I on the next page) in order to avoid confusion introduced by the use of more familiar but less precise labels. Section III concludes with a discussion of some particular program issues which may be of immediate interest to USAID/Colombo and to AID/W.

---

[1] AID/W records indicate a bilateral Title II (CARE) food-for-work component in Ceylon, reaching 11,000 recipients in FY 71. As far as we can tell this component does not exist now nor has it existed in the recent past. The World Food Program does operate food-for-work here.

Exhibit I

DEFINITION OF MAJOR TERMS USED IN THE CEYLON REPORT

COUNTRY PROGRAM	The total effort of a USAID mission, in coordination with host government or other cooperators, to achieve AID/country objectives.
SECTOR	A major program division made up of interrelated areas of concern (e.g., population/health).
PROGRAM	A specific, identifiable operation such as PL 480 Title II.
PROJECT	Any of several types of endeavors (in general, the categories under "priorities" in the M.O.'s) within a program, such as MCH or school feeding.
SUBPROJECT	A specific voluntary agency component, such as CARE school feeding. Synonymous with "project" in Ceylon because here CARE is the only voluntary agency; usage of the term retained for consistency with other country reports in this series.
ACTIVITY	A specific endeavor within a subproject, carried out in some particular place.
COUNTERPART	Any local institution working in cooperation with USAID or with a voluntary agency.
OPERATOR	The person, usually identified with a counterpart, who bears day-to-day responsibility for an activity.
GOAL	A statement(s) setting forth the long-range, abstract ends of programs, projects, activities, etc. Usually very broad in concept and thus difficult to measure in any precise manner.
PURPOSE	Statements of the practical aims of projects and activities, stated in terms of tangible benchmarks which can be subjected to measurement.

In Section IV, we treat several questions which are raised by the Ceylon program but which suggest final resolution at a later date when the study moves to the global, comparative level. Appendix A summarizes our field observations of individual Title II activities, and Appendix B lists the names of those who assisted us in interviews and meetings.

B. The Development Setting in Ceylon [1]

Ceylon is unique among Title II recipient nations visited by this team. With a population of about 12.8 million, its per capita GNP of around $156 US (at FY 59 rates) is not fully indicative of existing standards of living, for the entire population is provided with subsidized food (rice, fish, sugar), textiles, housing, transportation, health services, and education through the college level. Eighty percent of the citizenry is literate. There is both high unemployment and a severe shortage of unskilled labor.

Ceylon's economic situation is unenviable. A long-term decline in world markets for rubber and tea has been accomplished by an increasingly heavy use of imports for consumption. The distorted internal price system contributes to this trend; low agricultural prices, for example, provide a disincentive for local production, and almost half of all imports are now for food. At this writing, the GOC has just moved to consider a price rationalization for some 21 basic commodities. There are other signs that the current government has begun to attempt some of the really difficult but necessary economic reforms, but even these moves could be swamped by further declines in GOC terms of trade.

Nutritionally Ceylon seems not unlike many other developing countries. Overall food intake seems adequate (although one could question GOC dependence on commodities such as wheat which cannot be locally produced). Yet within this average of general sufficiency there exist pockets where food deficiencies do exist. More than ten years of nutritional research has established the widespread prevalence of serious anemia in pregnant mothers and undernourishment in preschool children. Data from the Ceylon Medical Research Institute (MRI) indicate almost endemic mild malnutrition, although very little really serious malnutrition of the third-degree level, in children aged nine months to three years. Older, primary-school children do not appear to present these kinds of problems.

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[1] See IBRD reports on Ceylon of March 25, 1971 and April 4, 1972; UNDP programme proposals of 29 February 1972; Area Handbook for Ceylon (Washington: USGPO, 1971).

In a nutshell, Ceylon seems to have assumed the responsibilities of a modern welfare state without possessing the economic wherewithal to support this decision. To keep its programs going the country has borrowed heavily. Some observers of the Ceylonese scene feel that in this context foreign aid may have been counterproductive, insofar as it can be said to delay what would seem to be an inevitable day of reckoning.

C. Overall Scope and Nature of Title II in Ceylon

Despite Ceylon's relatively small size, its Title II program is very large, both in terms of its proportionate coverage of the population of the country--it reaches roughly one out of every seven persons in Ceylon--and in terms of its absolute consumption of U. S. commodities in comparison with other nations receiving Title II assistance, even those with very large populations. The actual CCC dollar value of the foods sent to Ceylon during FY 72 is about $3 million, not counting ocean transportation and excluding U. S. contributions to the World Food Program. By way of comparison, Indonesia (the previous country visited by this team) receives about $9 million in commodities and has a population of over 120 million.

At the same time, Ceylonese Title II recipients receive an average ration with one of the lowest values of any in the world--less than one dollar per year per person, according to a Checchi home office analysis of data in the 1970 PL 480 Annual Report. On the basis of these numbers alone, then, it is clear that:

- Country-wide coverage is unusually wide;

- Per capita impact is unusually low;

--which suggests, we think that at least from a Ceylonese point of view, the underlying rationale of the program is likely to be political, rather than economic or developmental. This suspicion is further confirmed by the historical record; the Ceylon program has existed in more or less this same pattern for many years, with relatively little change other than a trend to a reduction over the years in the per capita ration values accompanied by small increases in the size of the population served.

Exhibit II on the following page breaks down the FY 72 Title II program in Ceylon by type of project (no division by voluntary agency is required because CARE handles the entire program). CCC dollar

Exhibit II

PLANNED SCALE OF THE CEYLON TITLE II PROGRAM, FY 72: CCC COMMODITY VALUES, AND TOTAL RECIPIENT-DAYS, BY PROJECT TYPE

Type of Project	CCC Dollar Value of U. S. Commodities [a]	Total Planned Recipient-Days [b]
Mother-Child Health	$ 860,407.60	35,141,105 [c]
School Feeding	2,060,549.50	360,000,000 [d]
Other Child Feeding	99,426.40	4,059,165 [e]
Institutional Inmates	52,135.80	1,615,125 [f]
Health Cases	9,009.20	1,231,875 [g]
Totals [h]	$3,081,528.50	402,047,270

Notes:

[a] Estimates take account of size and composition of rations. Ocean transportation is excluded. Commodity prices are taken from AIDTO A-1314 estimated prices as of March 31, 1971, and are approximately 111 percent of dollar costs given by Voluntary Agency Title II Program Analyses, prepared by Washington and presumably using later and more accurate prices; earlier estimates were used to permit project-by-project breakdown while the team was in the field.

[b] Number of persons fed, times the number of feeding days which the rations attempt to cover. All rations are intended to be supplementary. Slippages from targeted figures are ignored (see text).

[c] 96,277 mothers and children for 365 days.

[d] 2,000,000 primary school children for 180 days.

[e] 11,121 children for 365 days.

[f] 4,425 cases for 365 days.

[g] 3,375 cases for 365 days.

[h] Excludes U. S. Title II inputs to the World Food Program.

values of the commodities are given (excluding ocean transportation, which varies from country to country--we are interested here in the basic food support which is budgeted to this country, from an AID/W standpoint). The Exhibit also provides the total planned number of "recipient-days" of feeding in each project. This figure weights each endeavor to allow for variations among Title II projects in the amount of the year which is programmed for actual feeding, and permits a better comparison between school feeding, which does not operate all the time, and the other operations, which do. All of these figures are planned targets, and do not allow for slippages or shortfalls in any project. Such shortfalls have had noticable effects in Ceylon, as the following paragraphs show.

1. Mother-Child Health

CARE provides rations for about 100,000 mothers and preschool children. A phase-over from NFDM to WSB was programmed during FY 72, but the AER request for FY 73 calls only for milk. Rations are distributed to Ceylonese MCH operations which are sited in health clinics run throughout the country by the Ministry of Health. CARE's role is mainly distributive; the nutrition education and medical service aspects of this program are determined and carried out by the Ceylonese, working through a staff of public health midwives. CARE estimates that there are around 4,000 MCH centers and satellite clinics in the country, of which it serves perhaps 1,500. CARE's outlook for this project centers on a current proposal it has for development of a Ceylon Weaning Food (CWF), based on a soya blend.

2. School Feeding

This is the mainstay of Title II in Ceylon, accounting for over 90 percent of all recipients and over two-thirds of the commodity value. The following figures provide some feeling for the extent of coverage: of an estimated 2,819,000 Ceylonese children aged 5-12 years,[1] 2,447,270 are enrolled in school. When some 100-150 thousand students in private schools are taken into account, CARE's target of 2,000,000 pupils comes very close to encompassing almost every primary school child in the nation.

[1] Tables dealing with a similar breakdown in AID/AG's audit of 1970 are misleading, since they include children aged 13-16 in the base.

Substantial shortfalls in this program for several years have resulted because CARE's ration, a biscuit of about 20 calories in food energy content, could not be produced locally in the required numbers; planned five-biscuit rations were cut to a three-biscuit level, and call-forwards on commodities cut nearly in half from planned levels.

As in MCH, coverage of the school feeding project has remained rather steady over the years. However, there have been some major shifts in the composition of the ration. During the mid-60's, a milk-and-bun snack was used, with buns prepared in some 2,000 local bakeries. Extremely severe management and control problems existed with this operation, and by the late 60's CARE had switched to a biscuit operation utilizing just a few modern producers and a pre-packaged commodity. CARE's own 1972 Program Plan conceded, however, that this ration had a "negligible nutrition value." At this writing, CARE and the GOC have proposed a return to buns with a claimed improvement in nutrient value 6.7 times that of the biscuit ration. This would push dollar costs of Title II commodities for Ceylon to well over $6.6 million (at FY 72 prices) by FY 76. AID personnel in both Washington and Colombo are most dubious about these plans. Much of Section III of this report will be devoted to analysis of their merits and of the lessons which seem to be inherent for Title II in the Ceylonese experience with this type of programming.

3. Other Child Feeding

About 11,000 other children receive food support through CARE in the form of a small supplementary ration (formerly NFDM, now WSB). For the most part these are orphans and children in homes for the mentally or physically handicapped.

4. Institutional Inmates and Health Cases

A small number of Ceylonese receive Title II supplementary rations (flour and WSB) in these low-priority categories. These include persons in homes for the aged, tubercular patients, and estate dwellers.

5. Family Planning

CARE's FY 73 Program Plan indicates that the agency has a third major program modification in development, in addition to the child weaning proposal and the biscuit-to-bun switch. This would involve the supply of WSB to about 5,000 beneficiaries monthly in collaboration with the Family Planning Association of Ceylon.

D. Summary

Taking our study purposes into consideration and reviewing the general Ceylon Title II situation as given above, three special concerns of the team have emerged:

- What role can be identified for Title II in a nation like Ceylon which has not only made social welfare goals its number one, if not only, priority, but which has also seemingly pushed its pursuit of those goals far beyond the limits of its own economic resources?

- What does the Ceylonese experience with school feeding tell us about using Title II to support very large-scale, long-lived basic social programs?

- Does the fact that there is no AID Mission in Ceylon--there is, of course, AID representation in the embassy--make a difference for Title II?

In addition, a specific concern of AID/W and local AID personnel has been brought to the attention of the team: given the past history of the very large school feeding project here, and the current proposal to undertake a major ration expansion, what should AID's posture on this project be? Should the expansion be approved? Should we retain the status quo? Or should school feeding be phased out altogether?

Most of the remainder of this report is devoted to a treatment of the question stated above.

SECTION II

GOALS AND OBJECTIVES OF THE PL 480 TITLE II PROGRAM IN CEYLON

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The purpose of PL 480 is clear: Section 2 of the Act states that "The Congress hereby declares it to be the policy of the United States to...combat hunger and malnutrition and to encourage economic development in the developing countries." Under Title II, "The President is authorized to determine requirements and furnish agricultural commodities...to combat malnutrition, especially in children; to promote economic and community development in friendly developing areas; and for needy persons and non-profit school lunch and preschool feeding programs outside the United States."

As administered by AID/W, M.O. 1571.1 Food for Peace: Guidelines FY 73 provides an unambiguous statement of program priorities:

- Improving nutrition and health for preschool children, pregnant and nursing mothers, and the primary school-age child.

- Programs designed to promote economic and community development, such as those utilizing needy and otherwise idle or unemployed people on activities which will increase local food production and improve distribution of food, as well as programs related to overall health, education, and family planning.

A. USAID Goals

The USAID/Colombo rationale for the present Ceylon Title II program is presented in the Program Design Summary Logical Framework (Exhibit III on the following page). The higher order goal identified in the upper left hand cell of this matrix is, at this writing, a very "iffy" proposition. It is doubtful that any of the three principals (USAID, the GOC, and CARE) see the Ceylon Title II objectives in more than the "interim purpose" terms specified in the Exhibit. However, it is presumed that a program based on a very explicit and convincing nutritional rationale could be grafted onto the present one, replacing the present emphasis on school feeding. Such a program would better serve the "longer-range purpose" and "goal" statements in the framework.

Exhibit III

AID PROGRAM DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title: Evaluation of PL 480 Title II Program-CEYLON

Date Prepared: May 1, 1972

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader [illegible] to which this project contributes: [illegible] of the current [illegible] and [illegible] consistent with policy directives. Longer Range: Elimination of targetted pockets of malnutrition.	Measures of Goal Achievement 1. Program levels. 2. Nutrition data on individual recipients.	1. Program Documents 2. Nutrition Records and studies.	Assumptions for achieving goal targets: 1. That the U.S. policy objective will continue relatively unchanged. 2. That the Title II program will be re-oriented toward more attainable goals of both GOC and U.S.
Project Purpose: Interim: Title II commodities provided for a mixture of projects and at a level which is politically acceptable to the GOC & U.S. Longer Range: GOC providing increasing support to selective nutrition improvement programs to which Title II can contribute transitional support.	Conditions that will indicate purpose has been achieved: End of Project status: Project planning data projections and records of support to projects proposed and accepted for Title II.	Annual Plans and AER's MRI, MOH, Min.Fin., Min. Planning Records.	Assumption of achieving purpose: 1. That political and economic factors will permit the phase-down of school feeding programs inputs. 2. Objective studies will identify nutrition deficient groups and GOC will find budget resources to support corrective programs which will also meet Title II criteria.
Outputs: 1. School children fed a daily supplement of biscuits. 2. [illegible] fed with milk. 3. Health cases & Institutions [illegible] Title II food. 4. [illegible] receiving Title II commodities.	Magnitude of Outputs: Recipients 1970: 2.0M, .090M, .004M, .014M 1971: 2.0M, .090M, .004M, .014M 1972: 2.0M, .090M, .004M, .014M 1973: 2.0M, .090M, .004M, .014M (1, 2, 3, 4)	FFP Program summaries AER's	Assumptions for providing outputs: 1. Bun program will be reviewed prior to expansion beyond the demonstration level. 2. Title II input will not rise above present level and should phase-down.
Inputs: 1. PL 480 commodities and O.T. 2. GOC Budget & Institutional support 3. CARE management 4. AID Surveillance.	Implementation Target (Type and Quantity) 1. 2,429,000 2. Education / Health: Rs. 1.45 / .05; $ .10 / .03; Total 1.55 / .08 3. 3-U.S. 21-Ceylonese: Rs. 1.50; $ .13; Total 1.63 4. ½ manyear - Ceylon; plus some audit and review--India, AID/W	1. AER's 2. GOC Budget documents 3. CARE/Ceylon records 4. Staffing pattern	Assumptions for providing inputs:

At that point, careful weighing of AID's priorities would still be needed to confirm the validity of continuing Title II allocations in the light of worldwide requirements.

The program carried out by CARE does further AID's goal of maintaining its current level of interest in Ceylon while showing a low profile. Within the present magnitude of the Title II program, USAID's position reflects the recommendation of the 1971 AID/AG audit, to wit:

> USAID/Ceylon should ask CARE/Ceylon to (1) develop, in collaboration with the GOC, if possible, an overall school feeding plan which, while giving full consideration to the Government of Ceylon's resources and priorities, will provide for progressively increasing local support and the eventual complete takeover by the Government of Ceylon and (2) include a summary of this plan in the FY 73 Program Plans.

The AID Representative, in a letter to CARE of January 20, 1972, stated that there is an "element of urgency" with respect to this recommendation. In the acutal program submission, transmitted by airgram on March 22, AID/Colombo notes that "CARE/Ceylon's response to (the auditor's recommendation) is contained in the attached submission ...The request was made and followed up on several occasions.' There is no plan or summary of a plan in the submission. There are passing references to the biscuit-to-bun project as one "supporting the GOC in the phase-in of a nutritionally valid feeding program" and one sentence which might possibly refer to GOC takeover: "It is anticipated that the Ministry of Education program could reach the state of self-sufficiency." USAID's position continues to be that there should be an immediate or early agreement outlining a takeover of phase-over to the GOC of CARE's low impact, high cost school feeding project. Unless a carefully targeted group of pre-schoolers and MCH recipients can be identified as the nutritionally needy recipients of a replacement project, this phase-over would leave CARE's residual program at a much lower level, but one that would be reasonably consistent with those in similar small nations where CARE continues to operate (e.g., Sierra Leone, Panama).

On the other hand, a high-priority, well-rationalized program such as MCH, gradually phased in at a rate which would keep the total Title II effort at or below its present size, would not be inconsistent with current policies guiding the USAID/Colombo program. This could possibly define a quid pro quo for a GOC phase-over of school feeding,

if that government comes to feel that it can handle the project itself or can find other sponsorship. This could also lessen the mission's apprehensions regarding phasing down of Title II at this time (TOAID A-151, 22 March 1972).

B. Government of Ceylon Goals

Any discussion of GOC goals must begin with a recognition of the high priority it accords to food subsidization as a major part of its social welfare program. Food is the largest single item in the GOC budget and constitutes almost half of all imports. As a consequence, it is not surprising to find nutritional survey findings over the past ten years which show that overall caloric intake meets Ceylonese requirements, a fact noted in the most recent IBRD report on the economic situation here.

Historically, Ceylon has had to fill the gap between consumption and its domestic food production with earnings from exports of other agricultural products like rubber, tea, and coconut. In recent years, as many factors combined to reduce production and to worsen GOC terms of trade, the government's ability to continue to meet its people's food needs at subsidized prices has been drastically reduced.

Although Title II PL 480 contributions here are, on a per capita basis, very large as AID programs go, they represent only a very small fraction of the GOC's total food subsidy effort. Of these Title II contributions, the school feeding project accounts for about two-thirds of these U.S. commodities and has become a routine resource allocation. Despite the program's negligible nutritional value, it continues to be given strong support by the GOC. An effort to discontinue school feeding in Ceylon years ago is purported to have contributed to the electoral defeat of the incumbent government, with "bun demonstrations" decrying the official display of indifference to the interests of needy Ceylonese school children. It is this sort of political factor which, in combination with the deepening crisis in the GOC's ability to carry on with its subsidies, makes it essential to carefully consider how and when it would be feasible to phase over the school feeding project to the Ceylonese. Beyond this point, it seems obvious that any new Title II proposals or other expansions of current efforts must be based on a clear understanding that the GOC will ultimately have to find the resources to carry on alone; such understandings would most convincingly be expressed in specific, detailed program plans which carry yearly targets and which are agreed upon at the outset.

411

C. CARE Goals

CARE's program objectives for its feeding activities are set forth in formal statements issued by its New York headquarters:

- To improve the health and nutrition of the most vulnerable sectors of the population;

- To serve as a nutrition education tool to encourage the production and consumption of foods of high nutritional value, particularly protein and protection foods;

- To stimulate overall increases of food production so that the host governments may eventually carry on food nutrition programs with their own resources;

- To promote the development of community participation, organization, and leadership, and the strengthening of institutions that are concerned with encouraging and continuing self-help; and

- To serve as an instrument to make host governments aware of the importance of nutrition and to encourage governments to establish formal nutritional goals and plans to achieve them.[1]

Such goals are entirely consistent with AID/W and USAID/Colombo formulations. The CARE program in Ceylon relates partially to the first goal through its work in MCH.

D. A Concluding Note

In previous countries visited by this team, one of two kinds of relationships have characterized AID-host government outlooks on Title II. In some places governments have been relatively indifferent to the nutritional or developmental possibilities of a food program, but AID Food for Peace people have nevertheless carried out modest Title II efforts of some benefit to recipients. In other countries it is clear that

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[1] See statement, "CARE Feeding Programs," distributed by CARE/NY (mineo). Also: "CARE Overseas Program Review," "Overview of CARE Programming Goals and Strategy," etc., all available from the same source.

491

governments were quite interested in food aid and showed a clear capability for making good use of that aid; in these locations Title II has been relatively large in scale and has obtained a good degree of backing on the part of AID mission people whose major interests would ordinarily not lead them to be particularly enthusiastic about such a program. In Ceylon the situation follows neither pattern; the GOC is indeed interested in the aid, but USAID/Colombo is quite skeptical about the program and is resistant--with good reason, we judge--to any suggestion of expansion. In short this is the first country we have visited where there were really marked differences in outlook on Title II between the recipient government and senior AID and embassy staff (that is, those other than Food for Peace Officers).

CARE's position is somewhat ambiguous. Its international programming rationale is attractive but that rationale does not seem to have been applied here. Most of its commodities have gone to a program of admittedly low nutritional value; there are, to be sure, present propositions to beef up school feeding but only at very high costs and to the benefit of a recipient group that does not seem especially needy. Little or no nutrition education is taking place; after 15 years no increases in food production can be credited to CARE; and so on. The record, on the whole, suggests rather that CARE has been primarily oriented to a program palatable to the interests of whatever government happens to be in power. Thus although CARE's pro forma goals would seem to match those of AID, on a de facto basis they are more in line with those of the GOC.

Our discussion above has stressed MCH as the most immediate Title II programming alternative for Ceylon, because the existing efforts provide at least a basis for further operations. There may be another alternative, however, one not discussed so far because it is not presently a part of bilateral Title II in this country: food for work. The World Food Program has operated food-supported self-help in Ceylon even though one might assume, with the GOC providing such extensive food subsidies to its people, that this sort of operation would be impossible here. Perhaps WFP's experience should be scrutinized carefully to see if food for work might be considered as an alternative for CARE. In theory, at least, self-help should not be inconsistent with socialist principles and might be an attractive program possibility from the GOC's point of view. Steadily increasing constraints on Ceylon's food subsidy capabilities seem certain to come--for example, citizens must already pay for their flour, the subsidy coming in the form of price controls--and this would suggest that worker acceptability of food-supported self-help might be adequate. And it seems evident to the team that numerous opportunities exist here for labor-intensive

development projects. We would not want to overstate this suggestion; all we are suggesting is that the idea may be worth some consideration as another alternative to the present Title II program mix.

SECTION III

TITLE II OPERATIONS IN CEYLON

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TITLE II OPERATIONS IN CEYLON

In this part of the country report, we will provide a description of each of the several Title II project types in Ceylon--MCH, school feeding, and others. Our main purpose is descriptive, not analytical, and USAID/Colombo readers will be familiar with most of these materials. Our emphasis is on the school feeding project, by far the largest component of Title II here. The section concludes with some brief comments on some operational questions of immediate concern which have been raised by AID/W and USAID/Colombo.

A. Mother-Child Health (MCH)

Nutritional studies in Ceylon for many years have pinpointed pregnant women, infants and young children as the key target groups for food assistance. Poverty is considered as the basic factor here, but dietary conditions prevalent throughout Ceylon may also be involved (protein malnutrition, iron deficiencies and lack of essential vitamins). Current figures from the Ceylonese Medical Research Institute (MRI) estimates that of children aged nine months to three years, some 70 percent may suffer from first degree (mild) malnutrition, 20 percent from second degree malnutrition, and about three percent from third degree malnutrition. In addition, 12-15 percent of Ceylonese children up to five years of age suffer from Viamin A deficiency, and anemia in pregnant and lactating mothers is widespread.

Since the early 60's, the GOC has attempted to meet these problems by an extensive network of MCH services which are available throughout the island. About 4,000 clinics provide an extensive range of assistance, including inoculations, vitamin supplements, medical examinations, midwife services and delivery facilities, and some rudimentary nutrition education. At 16 polyclinics, a pilot test is now underway of a somewhat more extensive program of preventive nutritional health care, using weight charts as educational devices, careful records for participants, and other more sophisticated MCH programming devices, in an effort directed by MRI staff.

1. CARE's Input to Ceylonese MCH

The Title II role in this GOC program is fairly small. CARE provides NFDM to about a third of the clinics (an effort is underway to

switch to WSB, although none has been programmed in the 1973 AER). The milk is prescribed after medical examination to especially needy mothers and children--in FY 72, to roughly 100,000 recipients. This system of screening helps insure high impact and allows relatively small supplies of commodities to serve as a useful resource for MCH centers serving a much larger population than is implied by the recipient figures alone. Rations are distributed every two weeks, and since this takes place in a context of total health care, Ceylonese control is quite good and includes built-in checks to keep the milk going to those who need it the most. In a situation like Ceylon's, where the government takes a strong initiative in MCH general programming, this Title II strategy seems very sensible. Unlike MCH in other countries, where government interest and involvement may be minimal, the need here is mainly for commodity support and not so much for technical assistance. The relatively simple CARE project responds to this need, and according to Dr. V. B. de Mel, chief nutritionist for the MRI, the milk assistance has helped rid the island of most of its serious (third degree) malnutrition cases.

Clinics visited by the team appear to be well coordinated with a staff of trained paramedical personnel, doctors in attendance, and midwives available to serve the needs of pregnant women. A typical Ante Natal Clinic (ANC) may be open on Tuesdays, Wednesday, and Fridays, serving children two days a week and mothers one day a week. Examination by doctors is required for prescription of vitamins, medicine, or milk, and careful health records are maintained. CARE's own surveillance system uses a well-designed checklist to insure proper storage and utilization of the milk. CARE has also provided the MRI with some support for its work through donations of laboratory research equipment.

2. The Weaning Food Proposal

CARE is now proposing to institute, with Title II support, a major project to develop an MCH commodity to be known as CWS (Ceylon Weaning Food). This would consist of 99.61677 percent WSB or WSB/NFDM mix plus a vitamin/mineral fortification to be added locally. The plant for this operation would be erected right away at an estimated capital cost of about $39,000 and would handle the fortification and packaging operations. The commodity would be both distributed through GOC MCH outlets and sold through commercial outlets operated by the Ceylonese Milk Board. A profit margin would be plowed back into the plant to underwrite expansion and eventual local production of WSB using Ceylonese soybeans, Ceylonese milk, and GOC wheat stocks. The initial target group for CWF is 450,000 preschool children.

USAID/Colombo reaction to this proposition has been politely skeptical. There is no reason to believe that the local soybean or milk production capabilities can be achieved at any time in the near future. Despite extensive technical assistance on the part of the U. S., the Danes, and others, milk production in Ceylon is not even sufficient to sustain existing plants, erected with the help of foreign assistance, in their operations. Soybean production has been discussed in Ceylon for years without any show of results (just now a small experimental project is finally getting underway). On the basis of this record AID personnel in Ceylon suspect that it could be years before the capabilities called for in the CARE proposal come to pass--and in the meantime the CWF operation would require support through imports. If CARE could present some solid evidence of ability to produce these raw materials, its proposal could be taken more seriously. As it stands, however, the creation of the CWF plant does not seem to be a necessary step; the needs of the specified target group can be met more directly by simply ordering fortified WSB through Title II.

CARE's rationale for the proposal is that it is directly responsive to AID's interest in Title II projects with built-in phase-over capabilities. It seems to us that the proposal as it currently stands is a misapplication of this principle. The scenario, as CARE outlines it, is:

- Creation of the CWF plant;
- Use of Title II WSB as a resource for this plant;
- Development of Ceylonese soya/milk capacities; and
- Phase-over to local production.

The team is of the opinion that this scheme places CARE's cart before its horse. A more sensible rationale would be:

- Use of fortified Title II WSB for the target group;
- Development of Ceylonese soya/milk capabilities;
- Creation of the CWF plant; and
- Phase-over to local production.

The second approach allows the needs of recipients to be addressed, provides for the same potential phase-over, and defers the need for GOC capital investment which, on the basis of the historical record, would

be wholly premature at this time. It can be argued, of course, that demand must precede supply: that a weaning food plant must exist in order to encourage soya production. While we agree with the theory, in Ceylon two considerations force us to assume that offsetting factors are at work. First, we doubt that the entire onus for soya production demand can realistically be placed on the plant, which would not make all that much of a market by itself. Second, numerous other cases can be cited in this country where plant capabilities have utterly failed to stimulate production: we are not dealing with anything remotely resembling a market economy here. The principle of encouraging local production of blended foods is highly laudable, and worldwide we would strongly endorse it. But the practical difficulties of doing this at this time in Ceylon seem insurmountable.

B. School Feeding

School feeding in Ceylon dates back to 1933, when pupils got a full meal. Increasing costs of foodstuffs forced a gradual cutback to a bun ration. As mentioned earlier, a proposal to eliminate the school snack is supposed to have contributed to the defeat of an incumbent administration. Another historical event of some significance was the institution of wartime rationing, which some observers of the Ceylon scene feel to be a direct predecessor of the present GOC food subsidy efforts.

CARE began its support of Ceylon school feeding in 1956 with a bun-and-milk ration. Even though Title II inputs were substantial, GOC costs also continued to be substantial; for example, in 1960 they reached Rs. 10,800,000. A WHO nutritional survey in 1961 commented on the project as follows: "...all children do not take advantage of this scheme. This may be partly due to parental prejudice and partly due to the fact that the children find the milk indigestible (possibly due to unhygenic preparation and lack of drinking cups) and the buns, which are often prepared under unhygenic conditions, unpalatable."

Criticisms of this sort were echoed repeatedly over the next several years. The bun project utilized a network of some 2,000 local bakeries, and CARE itself has characterized it as "a logistical nightmare." During this period the milk ration was dropped but bun production difficulties were unabated. Finally, after more than ten years of dismal experience with buns, CARE moved to alter the operation to a tightly managed biscuit-based project with all production centered in a few modern private factories, use of a pre-packaged commodity with a long shelf life, and tight administration by CARE of all logistic and distributional aspects of the program. By 1969 this approach had been phased in.

It is generally conceded here that one of the attractions of the original bun project was its ability to generate employment for the numerous Ceylonese involved in production and distribution in so many places around the island. The Bandaranaike Government, which returned to power in 1970, is also committed to state-operated enterprises in preference to support of private businesses. In September, 1970, CARE was asked by the Office of the Prime Minister through the Department of Education to "assist in combatting malnutrition by raising the nutritional value of our programs" (CARE background paper on shift to a bun programme, undated but probably issued in early 1971). CARE says that it then commissioned an "in-depth, comparative study" which contrasted the value of the three-biscuit ration--a five biscuit ration was programmed but productive capacities never permitted this level of distribution--with an MRI Recommended Daily Dietary Allowance for Ceylonese children. CARE says of this study, "To an agency whose 'raison d'etre' is child nutrition...the results of this study were alarming..."[1] In other words, the nutritional value of the biscuit was negligible.

Thus the present situation is as follows: the biscuit operation is still the basis of CARE school feeding here. That is, Title II in Ceylon spends a great deal of money to provide a more or less worthless ration to a target group (primary school children) without any particularly well-defined nutritional need. Simultaneously CARE and the GOC are pressing for a return to buns, and have instituted a pilot test of a new bun operation.

1. The Biscuit Operation

The Title II commodities used in biscuit production include flour, NFDM, WSB, and oil. The GPC adds some sugar and flavoring. These commodities are shipped to two factories in the Colombo area where biscuits are produced, packaged, and boxed. Biscuit prices are FOB the factory and have just been raised with GOC agreement from 42.5 Ceylonese cents per pound to 52.5 cents. The GOC then ships the biscuits to 29 food distribution centers around the island, and from these points they are sent to the schools. Distribution to the children is simplicity itself because no preparation or other special arrangements are needed; the biscuits (which resemble a cross between a cracker and a dry cookie) are simply taken out of their packages and given to the pupils.

[1] This statement strikes the team as most disingenious. We find it very difficult to believe that CARE needed a study to "discover" these facts about the biscuit, which are patently obvious to anyone who inspects AER data on commodity amounts and recipient levels.

CARE provides four field inspectors who spend about three weeks a month visiting schools; again, a well-designed checklist is used to insure complete surveillance. CARE says that it is able to visit about half of the more than 8,000 schools it serves each year. This would require each field inspector to hit between eight and nine schools a day--a figure high enough to invite mild incredulity. However, the nature of the program is such that no really major program supervision is needed at the school level. AID audits over the years have generally felt that CARE's supervision is adequate, and the team feels that the biscuit project is, on the whole, exceptionally well controlled and managed as far as its logistic aspects are concerned.

At slightly more than one billion biscuits per year, the team estimates that Title II has now supported the production of enough of these to reach roughly one-half of the way, if laid in proverbial end-to-end fashion, to the moon. What total costs are involved? Exact figures are not available, but a reasonable estimate of FY 72 school feeding costs, allowing for actual call forwards at the three-biscuit level (not the planned five-biscuit level), is--

- U. S. Commodities + O/T	$1,781,720
- GOC Ministry of Education Costs:	
Payments to Biscuit Factories	928,570
Other Costs	516,800
- Inland Transport and Storage Costs	529,410
	$3,754,500

In FY 73 these costs will increase by at least $218,000 due to the price increase at the factories--an increase absorbed by the GOC. Figures included in CARE program plans suggest a greater GOC contribution than this, but those are MOE requested support levels, and are far higher than actual budgeted disbursements in the past several years. Note that U. S. costs are drastically reduced from the "planned" levels of Exhibit II (page 6, above), despite the inclusion here of ocean transportation. This is the practical effect of shortfalls in school feeding caused by the inability of the factories to produce at the hypothetical five-biscuit level. The FY 73 program plan faces up to this reality and is predicated on three biscuits.

2. Biscuits Versus Buns

The rationales for the switch back to buns include all of the following:

- The current office-holders in the GOC favor buns; this is a long-standing political issue here. The political reasons center on employment creation and preference for state enterprise.

- The nutritional value of the bun ration is estimated by CARE to be 670 percent of the three-biscuit ration.

- CARE says that program costs (U. S. commodity values only) would only increase 2.5 times, suggesting a major cost-benefit increase.

As we shall see below, the first two assertions are correct. The third is not. CARE also lists a large number of other advantages for the change: increased GOC financial inputs and managerial responsibility, decentralized responsibility in rural areas, the creation of development and training facilities, the labor-intensive character of the bun program, placement of the focus of program responsibility on the Ministry of Education, creation of a national infrastructure facilitating eventual phase-in of total GOC responsibility for the program, inability of biscuit manufacturers to meet the five-biscuit ration, and possible export production interests of the manufacturers which could further cut into CARE needs. Some of these assertions are arguable, others are recitations of known defects in the present program. We will concentrate our attention on the three major points listed above.

With respect to GOC preferences: on the basis of the team's limited knowledge, it seems that this is the major factor leading to the proposal to go back to buns. The Bandaranaike Government's preferences here are well known. If a good Title II project can be designed around those preferences, we would be inclined to go along with them. However, the available evidence suggests that this simply cannot be done with the finite resources which are available to the GOC and AID.

With respect to nutritional value: there is absolutely no question that the postulated bun is a more nutritious product. The exact increase is entirely a matter of defining a formula for the calculation of overall nutritional value. CARE's particular formula was based on simply averaging the percent increases in calories, grams of protein, and other

nutrients, but on a component-by-component basis the postulated increase of 670 percent seems quite reasonable. Some key components:

	Three-biscuit Ration	One-bun Ration	Percent Increase
Food Energy: calories	60.0	314	523
Protein: grams	1.5	13	867
Carbohydrates: grams	8.9	48	539
Vitamin A: IU's	82.5	944	1,144
Iron: milligrams	0.3	5	1,667

Statistically, it is somewhat inappropriate to select, as CARE does, this particular percentage calculation as a measure of improvement. The biscuit has so little nutrient value that almost anything is a substantial improvement when that is taken as the reference point. A better comparison is with the MRI's standard for daily requirements of a ten-year-old child. By these standards the bun still looks like a substantial improvement:

Percent of Ceylonese MDR Supplied By:

	Three Biscuits	One Bun
Food Energy: calories	3	15
Protein: grams	4	32
Carbohydrates: grams	4	19
Vitamin A: IU's	4	47
Iron: milligrams	2	25

Whatever standard of judgement is used, it seems apparent enough that the bun does indeed constitute a better snack. We would note at this juncture that Ceylonese nutritional research does not suggest, however, that primary school children here are the neediest target for such a snack. It should also be noted that on the basis of past experience, there is reason to believe that buns actually produced in this program could fall far short of CARE's quality and hygenic standards.

With respect to the cost increases: CARE's claim is based not on the three-biscuit ration (which they do use in establishing nutrient improvements) but on the 1972 AER requests which were based on a hypothetical five-biscuit ration. Rather than base calculations on these AER

estimates, we have simply applied FY 72 prices to the ingredients which go into three biscuits and one bun. On this basis the biscuits consume $.00295 of commodities and the bun requires $.01968--a cost increase considerably greater than CARE's estimated 2.5 times, and at 667 percent almost identical to the claimed nutritional improvement. We therefore do not conclude that there is improvement in cost-benefit ratios, as was implied by CARE in its background paper and in its program rationale submitted to AID/W.

A cautionary note: really adequate cost-benefit analyses--which we have not attempted here--would not approach this problem as CARE did. Their argument assumes that a 670 percent increase in nutrient value is, ipso facto, a 670 percent increase in recipient benefits. This does not automatically follow. Benefits could increase more--if better nutrition leads to better productivity. More likely, benefits would not increase nearly as much, if world nutritional research is to be taken seriously, because that research suggests that school age children's nutritional problems are rooted in prior dietary intake and cannot really be improved across the board to the degree CARE implies.

AID staff in Colombo noted that CARE and the GOC have made very little effort to see if a bun or a biscuit of improved nutritional value could be produced in a centralized factory, thus avoiding some of the most serious pitfalls of local bun bakery operations. CARE says that it has checked out a possible bun factory installation and found that it would be prohibitively expensive. However, no hard data was supplied to support this assertion, data which must be supplied because it can also be argued that the decentralized plan currently proposed would be prohibitively expensive. Another fundamental weakness in the bun plan is its assumption that ultimately 200 bakers could serve 8,000 schools through a bicycle-based delivery system. At an average of 40 schools per bakery, this seems logistically impossible to this team. CARE has noted that no hard-and-fast plans exist for 200 bakeries, but this strikes us as moot; clearly, they have encouraged the GOC to plan for a bun operation. We could see this logistical difficulty leading to a later modification of the present proposal in the direction of more bakeries yet--and hence to the same problems experienced during the early 1960's.

On the basis of the foregoing, it would seem that the bun proposal is best characterized as an expensive response to a GOC request. Given the fact that primary school children are not characterized across the board as an especially nutritionally deficient group, it is very difficult to see any reason why this proposal should be approved. There is, of course, another solution to the weaknesses of the biscuit program: to provide a more nutritious snack, possibly a bun, to fewer children.

At no time has CARE suggested this approach. Probably it would place the GOC in an impossible position politically, although from a pure Title II perspective it would make a great deal more sense.

C. Other CARE Projects in Ceylon

These are quite small and will receive only passing comment here. The Other Child Feeding program serves 11,000 orphans and handicapped children. It seems to fit AID guidelines and consumes only very small amounts of Title II food. The institutional and health projects are smaller yet. We see no particular reason to object to such efforts even though they are explicitly low in priority; a moderate degree of such assistance is easily justified by the humanitarian origins of the Food for Peace program and serves as a demonstration, albeit small, of U. S. goodwill efforts.

Reference was made above to a CARE proposal in development for a family planning activity using Title II food. The details of this proposal are not yet available but it could be of some interest to AID/W. Ceylonese MCH centers are just beginning to attempt to deal with family planning; there are hopes for increased GOC support for such efforts in the months to come.

D. Conclusions and Observations

The existing MCH program seems fine. It supplies a commodity of some value to people who have a proven need for it. If any CARE program were to be slated for expansion, this is the one we would lean toward, since increased support might allow CARE to cover more of the GOC's total of about 4,000 MCH centers and satellite stations.

The school feeding program as it currently stands seems to be a product of historical inertia. When CARE originally took it over in 1956, PL 480 standards were much different; the U. S. was interested in large-scale programs and commodity availabilities were not nearly so stringent as they are today. By today's standards we doubt that such a program, were it to be proposed anew, would be approved by AID/W. However, the commitment has been made and it is obviously difficult in the extreme to pull away from it. Of an almost infinite range of future possibilities, the following might seem to require attention in the near future:

- Expansion along the lines proposed by CARE and the GOC;

- Reduction in the number of recipients, to allow use of buns for those children with known nutritional needs;

- Continuation of the present operation without change;

- Phase-over to support by other food donors;

- Phase-over to Title I support;

- Phase-over to the GOC without further outside support; and

- Phase-out.

Of these alternatives, we would flatly recommend against expansion to a bun proposal. The improvement in nutrient value is not worth its cost, when the needs of other Ceylonese target groups--to say nothing of other Title II recipient groups in other nations--are considered. Concentrating school recipients in the poorest areas is an attractive alternative, but as was noted above, this is probably politically impossible. Complete phase-out is impossible for the GOC (by phase-out we mean the cessation of all school feeding in Ceylon). We seem to be left, then, with a likely scenario which includes continuation of the program as a biscuit effort. This has at least the virtue of providing the needed show of GOC interest in the welfare of school children without costing all parties really outrageous amounts. By Title II standards, however, even this effort cannot be justified, so while the present operation continues we would urge that every conceivable attempt be made to find alternative donors and to explore, via the recommendation of the 1971 audit, the GOC's real capabilities for assuming responsibility for this program (with the possible assistance of Title I commodities). In the event that any of these alternatives allow a reduction in Title II support to school feeding, alternative nutritional programs (or possibly food for work) can be explored as approaches for the maintenance of the present levels of U. S. commitment to Ceylon.

Our harsh appraisal of school feeding here should not be interpreted to mean that no school feeding program in Ceylon would be worthwhile. To the contrary, the team has seen many poor children in schools serving seriously deprived neighborhoods, children who would undoubtedly benefit by the proposed bun. The trouble is that CARE and the GOC seem unwilling to consider a program which would be focussed on such schools.

A bun project along the lines envisioned by CARE could be established to serve about 15-20 percent of Ceylonese primary school children for costs no greater than the existing biscuit operation--but this approach has not been proposed to AID.

A careful review of recent AER submissions suggests a possible interim programming stance. A CARE-operated biscuit-and-bun mixed effort, with the buns targeted to schools where special nutritional needs can be shown, could supply biscuits to about 85 percent of the existing recipients and buns to the rest, for total costs not exceeding approved (five-biscuit level) AER's for FY 72 and before. Our rationale here is that, with a bun which costs roughly 6.7 times the three-biscuit ration, about 15 percent of the present population could be reached with this bun without increasing costs; the remaining 85 percent could continue with an FY 73 type program, biscuits only, at .85 of FY 73 costs; and the two costs combined would about equal approved five-biscuit commitments for prior years. This approach would only make sense if it were tied tightly to a phase-over or phase-out plan with real teeth and no strings.

We do not feel that the weaning food proposal is a viable one as it is presently conceived. CARE could request fortified WSB to meet the needs of the CWF target group--the 450,000 young children--as an alternative approach. Should CARE elect this approach, we would caution against any attempt to reach the entire target group at once. A phase-in in annual stages of around 100,000 recipients each year will permit more adequate review of progress and will avoid the danger of premature commitments.

SECTION IV

SOME ISSUES FOR THE GLOBAL STUDY OF TITLE II WHICH ARE RELATED TO THE CEYLONESE PROGRAM

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Many of the questions which the team has considered in its stay in Ceylon cannot be satisfactorily resolved in this country report. Experience here may be suggestive of possible policy changes in Title II, but we cannot draw firm conclusions about AID/W practices from one country alone.

In order to insure attention to a number of particular items of interest to Checchi and AID/W, a list of some hypotheses about the Title II program was drawn up, based on the experience obtained in this study in four earlier country visits. We have selected several of these hypotheses for discussion below, basing our choice on the relevance of the question to the Ceylon situation. In the following discussion, the term "USAID" refers to any USAID presence in any country, not necesarily to the AID representatives in Ceylon.

A. Overall Policy Considerations

Three of the hypotheses listed by Checchi and AID/W raise the question of country selection: are there particular kinds of developing nations which seem to be best suited for Title II? The three hypotheses, in their original wording, are:

- Hypothesis: Title II commodities should be regarded as a "special budgeted resource" to be generally integrated with the AID mission's broad priorities and strategies where practical, but also applicable to activities unrelated to development plans and to places where valid developmental, humanitarian, and political purposes may be served even if there is no USAID.

- Hypothesis: Title II was conceived as a people-to-people effort directed at the most disadvantaged peoples of the world, and any strategy for allocating the resource should allow for well justified uses of the commodities which will preserve this spirit.

- Hypothesis: Title II should be regarded as a long-term commitment of the U. S. Government, in partnership with the voluntary agencies.

Examining the Ceylonese case in the light of these propositions is no simple matter. The most essential factors seem to be these. First, Ceylon's economic strength is poor and getting worse. Second, it is a major operating policy of the GOC to provide for the social welfare of its people, through the subsidies and services noted in Section I-B. Third, Title II programs have operated in Ceylon for a long period of time without much evidence of any increasing GOC ability or interest in taking over these programs.

In a fundamental way, the Ceylon situation simply does not fit the pattern of assumptions which Americans have in mind for the Food for Peace program. Most Title II programming is predicated on either sheer shortages of food, on a lack of host government interest or ability to set up and provide adequate nutritional services (especially for children), or on sufficient local interest in food as a form of wage to permit use of Title II as a development resource through food for work activities. None of these conditions apply in Ceylon, with the possible exception of shortages of particularly nutritious foods for highly specific sectors of the population--namely, mothers and preschool children.

There could be a possible economic rationale for a program like Title II in Ceylon, if it could be shown that we are supporting the preservation of Ceylonese foreign exchange by donating Title II food. It is not clear that this is actually the case, however. When we inquired as to what might happen if Title II support were to cease for school feeding, it was suggested that the gap would probably be filled by another donor, possibly the WFP. Title II could also be viewed simply as a political gesture of support for the GOC, but in view of the other drawbacks with the program here, it does not seem to be a particular desirable vehicle for this type of support.

The second hypothesis emphasizes the need for Title II to be directed to the most disadvantaged sectors of the population. If this is taken seriously, it would seem to follow that the program ought to be considered a transitional supplement to host government resources which would be continually re-alloted as needs shift and as initial Title II efforts begin to show some results. No evidence of such program re-thinking is present in Ceylon, and probably this has much to do with the team's generally negative review here. Also, the "people-to-people" rationale suggests the generation of grass-roots political goodwill for the United States. In Ceylon there seems to be understanding that somehow American people help provide the food--it was suggested that Ceylonese think all of the support is generated by individual contributions to CARE--but little evidence of understanding of the support the program gets from the U. S. Government.

The Ceylon program has been a long-term partnership with CARE. On the whole, there does not seem to be much evidence of any major benfit to Ceylon as a result of this. Far from phasing over to the GOC, CARE's latest proposals envision major increases in U. S. inputs to this country despite over 15 years of continuous efforts.

If it could be shown that Title II plays some sort of demonstration purpose in Ceylon, leading GOC efforts to improve the quality of its services to its people, then perhaps a program could make some sense in the context of a nation wholly committed to cradle-to-grave social welfare efforts. But this role is not being played. Our Title II program here is almost entirely oriented to the mechanics of food distribution, to the logistics of Food for Peace. This is true even in the MCH part of the program (which in other countries is a major vehicle for voluntary agency leadership in programming and nutrition education work).

A large number of other hypothesis related to these issues of country selection have been posed by AID/W. Without reviewing them all, we might comment briefly on a few of the more interesting ones for Ceylon. It has been suggested that Title II go to countries with severe child nutrition problems. Compared to some other recipient nations, Ceylon's child nutrition situation is not all that critical. Further, it is clear that there is little that the program could do in its present form to further recognition of the usefulness of child nutrition services in Ceylon; host government awareness of these services and their benefits is already quite pronounced.

It has been suggested that Title II might generate new developmental needs or new forms of dollar aid. This does not seem to be the case here. CARE has made requests from time to time for support of such items as bakery or warehouse construction, but such efforts would seem to more properly be the responsibility of the GOC.

Another hypothesis argues that child feeding programs should have the greatest Title II priority, because they would have the most direct linkages to other developmental aims, would do more to institutionalize programs, and would increase awareness of nutritional problems. None of these assertions seems to apply to Ceylon.

Finally, it was suggested that AID/W guidelines should become more flexible in order to allow missions and volags to make a maximal use of their knowledge of a country's needs and their own experience in local operations when program plans are developed. In Ceylon, however, the guidelines do not seem to have been taken seriously enough.

B. Operational Considerations

Two other issues posed by Checchi and AID/W are of special interest in the Ceylon context: program phase-out problems, and questions relating to the role of Food for Peace Officers in Title II.

1. Phase-down of Title II

- Hypothesis: Planning for the phase-down of Title II efforts should take account of domestic production of key nutritional foods; the balance between effective domestic demand and the country's needs for foreign exchange; trends in institutional capacity and budgetary resources of the host institutions, public and private, and population control. It should be recognized that the formulae which govern phase-down of other forms of aid do not always apply to food aid.

The Ceylon experience shows that the above statement is not entirely adequate. Domestic production of key nutritional foods is not adequate but the GOC makes up the difference through imports; further, in the Ceylon context domestic production may be moot because it is not at all certain that the largest part of the program (school feeding) really serves any special nutritional need. The institutional capacity for phase-over is certainly present. Budgetary resources are evidently also available; despite the perilous economic situation here, the GOC spends a great deal of money on school feeding and has just willingly acceded to a price increase by the biscuit manufacturers from 42.5 to 52.5 Ceylonese cents per pound. Changes in the program have been based more on political than on nutritional grounds. For example, the government's interest in the current biscuit-to-bun proposition is rooted both in the number of employment positions this move would create and in the preference of the party now in office for public over private enterprise.

In all, the Ceylon case demonstrates that large-scale school feeding projects can acquire a great deal of inertia and can be rather difficult to phase out, down or over even when many of the criteria listed above are met. We would not wish this to be misinterpreted as support for the harsh project closure stances AID has sometimes taken elsewhere; phase-out of aid should be programmed and reasonable efforts made to locate other sponsors or insure an amicable parting of the ways.

2. Food for Peace Program Management

- Hypothesis: In countries where there is no FFPO, a regional or Washington-based FFPO should provide regular coverage.

The AID staff in Colombo is well on top of the Title II program; by the standards of FFP operations in other countries visited by this team, management of Title II is up to par. Indeed, probably few Food for Peace programs anywhere receive the regular attention of an FS-1! Both the AID Representative and the Assistant AID Representative spent about a quarter of their time on Title II.

The team is somewhat favorably disposed toward the idea of regional FFPO operations, but not for only the reasons advanced in the hypothesis. The typical Title II program is rather small in scale; indeed, the Ceylonese program is among the largest 20 Title II efforts in the world (in all there are approximately 80 recipient nations). Thus it is usually difficult to rationally allocate the full-time effort of a good man to supervision of this program, a program which is distinctly unlike other types of AID efforts and which demands a much different type of approach to management and supervision. Our notions here are tentative; before coming to firm conclusions we would want to confer with the members of the other Checchi/AID field team.

C. A Note on WFP

Our discussions with Vas Dev, the Ceylon representative for the World Food Program, confirms a trend this team has been observing in several countries and also noticed by AID/W. There seems to be growing evidence that WFP is following a pattern not unlike that formerly experienced by Title II. Many of the problems which WFP now seems to be undergoing were characteristic of early Food for Peace endeavors. WFP representatives are now talking about a need for a general tightening of their program. A greater scarcity of commodities is foreseen for the future, and in combination with unabated demands for donated food, WFP people appear to be anticipating toughened standards for project approval and management.

APPENDIX A

FIELD REPORTS ON TITLE II ACTIVITIES VISITED BY THE TEAM

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FIELD REPORTS ON TITLE II ACTIVITIES VISITED BY THE TEAM

The following reports summarize our field observations on Title II activities in Ceylon which have been inspected by the team during the course of our stay. Not all details of these projects are given here. Separately transmitted notes and working papers transmitted to AID/W with this report will provide additional information.

Because of security restrictions on travel throughout Ceylon during the team's stay, field work had to be confined to the Colombo area. It is our understanding that if anything this has contributed to a bias in favor of the better-run activities, as GOC support for Tamils in the north or estate dwellers may not be as good as the backing programs get in the capital city. Given the negative flavor of the report, this bias does not seem to present any problems.

The reports follow the same order used elsewhere in this report: MCH first, followed by school feeding and other programs.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Modera MCH Clinic

DATE April 26, 1972 TYPE OF ENDEAVOR MCH Clinic.

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWC -

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Leo Pastore, CARE Director/Ceylon; Staff and workers at Clinic.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

A government run clinic, financed by the Ministry of Health (MOH). Open 3 days/week to serve pre-natal mothers on Wed. 9:30-11:00 and on Tues. and Fridays to Mothers and Children 8:00-11:00.

In addition to the CARE Title II NFDM (20 oz. every 2 weeks) each mother and child receives regular medical services, vaccinations, vitamins and drugs free of charge. This year the GOC is starting to charge .25 Rs. per prescription. Note: The recipients do not receive the NFDM until authorized and cleared by the medical staff.

At the time of visit - 170 had been in for medical services, with a total of 62 mothers receiving the milk ration. Records are kept at the Clinic, for the children weight charts are maintained.

CARE serves a total of 1270 MCH Clinics throughout Ceylon.

515

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION [illegible]

NAME OF PLACE VISITED (Project Title) [illegible]

DATE [illegible] 1972 TYPE OF ENDEAVOR [illegible]

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible], RDE

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED

[illegible] Mrs. Perera, Public health Nurse.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible] by CARE to mothers & children [illegible] services provided. [illegible] services [illegible] attendance [illegible] services [illegible] 200 [illegible] 550 / month. [illegible] a small [illegible] recognition. [illegible] medical [illegible] country-wide MCH system [illegible] [illegible] (?)

A-3

514

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Kollupitiya Maternal Child Clinic

DATE [illegible] TYPE OF ENDEAVOR MCH Clinic [illegible]

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible]

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED

Health Officer in charge: Mrs. M. George, Public Health Nurse.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible] NFDM provided to mothers and children attending clinic. Many children were waiting for doctor at time of visit. Records of monthly records this clinic [illegible] to [illegible] mothers, so most-needed children and [illegible] children. Poor neighborhood. Health [illegible] on family planning, just starting in most clinics. [illegible] records - doctors prescribe vitamins and/or milk. [illegible] with followups on just [illegible] [illegible].

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Maliban Biscuit Bakery

DATE April 26, 1972 TYPE OF ENDEAVOR School Feeding – Biscuit Mfg.

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT Jwa -

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Leo Pastore, CARE Director/Ceylon; Mr. Emil Steinbrecher, Ass't CARE Director/Ceylon; Mr. Senevaratne, Sec. to Managing Director; Maliban Biscuit Co. Colombo, Ceylon -

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

2,000,000 School children throughout Ceylon receive 3 biscuits per day (15 gms.). This provides an estimated 60 calories and 1.5 grams of protein for each recipient/day. On the basis of minimum daily requirements of 2100 calories/day for a 10 yr. old child and 41 grams protein for the same group, the biscuits provide only 2.9% of caloric needs and 3.6% of protein needs.

Maliban is one of two bakeries supplying the biscuits for the entire School feeding program. Cost of production has gone up to .52½ Rs./lb. paid to the factory by the MOE. Total biscuit production by 2 factories est. 13 million lbs./year. 40 people at the plant work directly on the CARE/Title II biscuit project. Shelf-life 4-5 months. 6 distributions per year. Costs of distribution to Regional Directors of Education by the Ministry of Planning. MOE pays for production. Food Dept. for logistics.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Dehiwala Public School

DATE April 26, 1972 TYPE OF ENDEAVOR Pilot Bun Baking/CARE

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWA

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Emil Steinkraus, CARE/Ceylon
Leo Pastore, CARE Director/Ceylon
Mr. Goonewardene, Headmaster of Dehiwala Public School

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

The Pilot bun bakery began operation 2 weeks before this visit. It produces 8000 buns/day in 2 shifts employing 15 people. 14 schools are served from this bakery with buns being carried in metal bins on bicycles (each bin holds 400 buns). Purpose of this Pilot project is to determine feasibility of increasing nutritive value of so-called school feeding from biscuit to a more nutritious bun. At present only 2 bakeries set up with the MOE having title to each. The program is run by the P.T.A. with the school headmaster ex officio Chairman. The bun is estimated to provide 18 gms. protein and 320 calories. It contains Title II WSB, NFDM, flour and oil. The present cost to make the bun is about .03 Rs/pcs. MOE bears the costs of making the bun, including the wood priced at 140 Rs./truckload, which lasts for 8 days of baking. CARE ~~estimates the cost of this prototype bakery at 60,000 Rs. with money~~ coming from CARE Container Sales.

519

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION [illegible], Ceylon

NAME OF PLACE VISITED (Project Title) St. [illegible] Elementary School

DATE [illegible] 3, 1972. TYPE OF ENDEAVOR CARE/School [illegible]

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible]; H.B.

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED

[illegible], CARE [illegible]

[illegible], Principal of School

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible] school with 700 students - [illegible] middle class [illegible] - [illegible] - 3 biscuits available [illegible] for each child. No other food provided by CARE.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION [illegible] (Kalutara District)

NAME OF PLACE VISITED (Project Title) JINARAJA V. ELEMENTARY School

DATE [illegible] TYPE OF ENDEAVOR CARE School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible]

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED [illegible]

[illegible] Principal, [illegible] Stakeholders

[illegible] Parents: Mrs. WICKRAMARATNE

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity, effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible] grades 1-5, [illegible] 86. [illegible] from 7:30-1:30 (no [illegible]). No [illegible], [illegible] - [illegible]. The [illegible]

(Children [illegible] meals and [illegible] nourished [illegible] available for learning. [illegible] [illegible] on the school [illegible].

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION [illegible]

NAME OF PLACE VISITED (Project Title) [illegible]

DATE [illegible] TYPE OF ENDEAVOR [illegible]

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible]

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED [illegible] Asst Director [illegible]

[illegible] Mr. A. Oorlappu.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible]

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PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION [illegible]

NAME OF PLACE VISITED (Project Title) [illegible]

DATE [illegible] TYPE OF ENDEAVOR CARE School [illegible]

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT [illegible], H.B.

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED

[illegible] CARE/[illegible]

[illegible], President of [illegible]

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

[illegible] with an estimated 1000 [illegible] CARE [illegible] [illegible] provided by the GOC [illegible]. [illegible] with an estimated 80% [illegible] of food, CARE, while 40% [illegible] [illegible] the [illegible] in carrying out the [illegible].

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Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Zahira College.

DATE May 4, 1972 TYPE OF ENDEAVOR CARE/School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWA; BE.; H.B.

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Leo Pastora, CARE Director Ceylon; Emil [illegible], CARE/Ceylon; Mr. E.C. AHLIP, Principal, Zahira "College".

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This formerly Muslim operated school has 1,400 students grades 1-10 - all boys - Classes run in 2 sessions. All students receive the usual 3 CARE biscuits/day ration. No other Govt. rations received. The school has been on the biscuit program since 1968. Prior to that was on the all-purpose bun program.

The average teacher in a Government run school receives 220 Rp./month. (5.5 Rupees/1.00 U.S.)

Here also a severe problem of teachers absenteeism constant, according to Principal Ahlip.

Checchi & Co.
Washington, D.C.

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Siri Sangjutta Maha Vidyalaya

DATE May 4, 1972 TYPE OF ENDEAVOR CARE/School Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records)

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT J.W.; R.E.; H.B.

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED Leo Pastora, CARE Director/Ceylon; Emil Steinkrauss CARE/Ceylon; Mr. W.S.N. DAYANANDA, Principal of School visited.

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity; effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This school has approx 819 children in 2 shifts from grades 1-10. All children receive the 3 CARE biscuits per day. There are no other rations provided. An extremely poor school — physical plant a virtual wreck. An estimated 30% absenteeism of teachers constantly plaguing the effort for viable operation of the school. (Co-ed)

Receiving biscuits since 1968 - prior to that date received buns through CARE.

325

PL 480/TITLE II EVALUATION STUDY

FIELD INSPECTION REPORTING FORM: COUNTRY STUDIES

LOCATION Colombo, Ceylon

NAME OF PLACE VISITED (Project Title) Mutual Creche (Day Care Center)

DATE April 26, 1972 TYPE OF ENDEAVOR CARE - Institutional Feeding

USAID OR OTHER IDENTIFYING NO. (for cross-reference w/AID records) _____

INITIALS OF TEAM MEMBERS INVOLVED IN THIS VISIT JWA

NAMES, TITLES, ETC., OF PERSONS INTERVIEWED

Leo Pastore, CARE Director/Colombo; Emil Steinkraus, CARE/Colombo
Staff of Day Care Center

COMMENTARY (to the extent possible, attempt to check into purpose of the activity; historical experience and changes in the activity; amount and type of PL 480 commodities used; amount and type of other resources, including human resources; completion status; current problems with the activity effect of removal of Title II support; number and type of recipients; basic patterns and mechanisms of program operation; ration composition and fit of ration to local dietary habits and conditions; and "control group" inquiries (what about localities which don't have similar programs). This is a partial list, including here to provide a few usable reminders.

This GOC supported Day Care Center receives grant support from the Dept. of Social Services. Typical of other Centers it provides a haven for the children of poor families while the parents work. The attendance varies, but on day of visit 68 children received CARE/Title II NFDM as a drink twice/day with 5oz. in early morn and 5oz. at midday. The Center operates daily from 7:30 A.M. to 4:30 and provides a bath and clean uniform for each child. Other food at this Center includes meat, greens, rice. The Center receives 10 Rp./day for each child from the GOC and this sum must cover all expenses. Due to severe budget cuts, the Center operates with a staff of 4, cut from the original 8. Some nursery school education is provided. Outside donations are practically nil in this Center.

526

APPENDIX B

PERSONS INTERVIEWED BY THE PL 480 TEAM

APPENDIX B

PERSONS INTERVIEWED BY THE PL 480 TEAM

N.B.: Persons seen during the course of field visits are excluded here. See Appendix A.

U. S. Embassy Personnel

Peter J. Peterson, Charge d'Affaires
Roy E. James, AID Representative
Herbert G. Wing, Chief, Political-Economic Section
Michael H. Snyder, Assistant AID Representative

Government of Ceylon Personnel

Mr. Nihal Kappagoda, Director, Division of External Resources, Ministry of Planning and Employment
Mr. Velayrtham, Assistant to the Director, Division of External Resources, Ministry of Planning and Employment
Mr. C. E. H. Ameresekere, Food Commissioner, Food Department, Ministry of Foreign and Internal Trade
Dr. Paskaralingham, Senior Assistant Secretary, Ministry of Education
Mr. Kulatunga, Assistant Secretary, Ministry of Education
Dr. Herath, Assistant Director, Maternal Child Care, Ministry of Health
Dr. (Mrs.) B. V. de Mel, Head Nutritionist, Medical Research Institute, Ministry of Health
Mr. Goonewardene, Headmaster of Dehiwala Public School (pilot bun bakery), Colombo

CARE Personnel

Leo Pastore, CARE Director/Colombo
Emil Steinkrauss, Assistant CARE Director/Colombo

Others

Mr. Seneveratne, Secretary to the Managing Director, Malaban Biscuit Factory, Colombo
Mr. Vas Dev, Ceylon Representative, World Food Program

527

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AID 1020-28 (2-7)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

Life of Project:
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number: Targeted Nutrition Program for Children Age 6 Months to 10 Years

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes:	**Measures of Goal Achievement:**		**Assumptions for achieving goal targets:**
To improve the life of the average citizen of the Philippines at the national level. This is the primary goal. A secondary goal is to assist the urban poor in improvement of their immediate food and health needs. This project relates by improving the immediate quality of life for the most poorly nourished children of these families. Hopefully, it will also give some more permanent benefit in terms of physical and mental development to the recipients.	The generation of pre-school and school age children living 1973 to 1976 will, in 1976, have significantly fewer members whose weights fall in the ranges defined as severely or moderately malnourished.	Supplemental feeding for a definite period of time as envisioned in this project will significantly improve the quality of life of the recipients.	Verification of life improvement would require difficult research. Such research would have world wide implications and probably should be considered for central funding.
Project Purpose:	**Conditions that will indicate purpose has been achieved: End of project status:**		**Assumptions for achieving purpose:**
1. To demonstrate by 1976 the achievement of successful supplemental feeding of: a.) 1.1 million of the most poorly nourished pre-school age children living 1973 to 1976. b.) 3,000,000 less well nourished elementary school age children living 1973 to 1976. 2. Develop a nationwide awareness and concern about the need for a better diet. 3. Encourage the development of a locally supported system and resources to conduct supplemental feeding with a minimum of outside assistance. 4. To give each year supplemental feeding to 100,000 pregnant women and lactating mothers.	1. Successful supplemental feeding will by 1976 increase the percentage of Filipino pre-school children in the white or green zone from 75% to 85%, or the percentage of Filipino children in the yellow and red zones will be reduced by about 1/2 (see assumption column for description of red and yellow zones). 2. An institutionalized, school feeding program capable of handling 1,500,000 children per year will be in place, and supported in significant measure with Philippine resources. 3. The percent of Filipino school age children out of the red zone will increase from 75% to 83%, or the percent in the red zone will be reduced from 25% to 17%. 4. Fifty percent of primary school teachers will have observed the positive effects of better nutrition on their pupils. 5. A strong awareness of nutritional requirements for proper growth will exist among at least 30% of reproduction-age women.	1. For Pre-Schoolers: 80% of recipients will require 2 years feeding. 20% of recipients will require 3 years feeding. 2. For School Children: 500 calorie and 17 gms protein per day allotment for three school years will bring 70% of recipients out of the red zone. 3. A way will be found to get the required geographic dispersion to reach pre-schoolers. 4. Weight vs. age charts have been developed based on International Standards. Children falling into the white or green zones of these charts are viewed as receiving adequate nutrition while those in the red and yellow zones are assumed to be receiving inadequate diets. The red and yellow occupants are targets for supplemental feeding. It is assumed that a Filipino child weighing 76% of International Standards (the border between white and yellow) is at least reasonably well nourished. 5. A child given supplemental feeding for a definite period of time and then dropped is better off for having been fed. MCH is the most critical target for improving nutrition.	1. Recipient charts on weight response to feeding. 2. Periodic field surveys spot checks of weight charts. 3. Research into a child's nutritional response to supplemental feeding.

AID 1020-20 (2-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Purpose	**Conditions that will indicate purpose has been achieved: End of project status.**	6. AID will be able to persuade the Volags and Dept. of Education to target supplementing feeding on nutritionally most needy children. 7. Philippine Government will accept the stated purposes and local sources will provide the required increased input at completion of this project. Phase down of US grant commodities can occur only if RP food supply increases	**Assumptions for achieving purpose:**
Outputs: 1. Operational MCH demonstration and food distribution centers. 2. Operational school based supplemental feeding program 3. Development of specific processed foods for use as potential replacements for U.S. commodities 4. Research reports on recipient response to supplemental feeding. 5. Nutrition Office of Department of Health better staffed and with extensive field experience in applied nutrition programs.	**Magnitude of Outputs:** 1. 3,000 centers distributing food to 1.0 million preschoolers, and 100,000 mothers weekly. 2. 1,000 schools feeding 2.0 million students each school day 3. Not specified 4. Empirical results based on sample of at least 5,000 recipients. 5. Staff of ___ nutritionists ___ food researchers	1. Approximately 70% of RP population lives within 4 km of a city or poblacion and that 3,000 centers (average 2 per poblacion city) can reach this 70%. 2. Programs in 1,000 schools will be adequate to reach required number of children 3. GOP will provide required support for nutrition office.	**Assumptions for achieving outputs:** 1. Volag reports. 2. GOP reports. 3. Field survey.
Inputs **USAID** FFP / Nutrition Direct Hire or Contract: 4 / 1 man years Local: 4* / 8 man years Dollar Input: 50M* / 0.8M** Peso Support: 0 / 1.2M **GOP** Personnel: 90 man/years Budget: ₱ 1.0M	**Implementation Target (Type and Quantity)** Not Applicable	1. This level of effort is the maximum the Volags can sustain. 2. GOP will assume an increasing portion of program budget with a goal of at least 40% by 1976.	**Assumptions for providing inputs:** Normal accounting reports.

*Food

**Includes cost of contract personnel, training, and commodities.

Note: Dollar and local costs of direct hire personnel are not listed.

APPENDIX D

FOOD FOR WORK GUIDELINES

United States Agency for International Development (USAID)
and National Economic Council, Republic of the Philippines (NEC)

FOOD FOR PEACE PROGRAM
U. S. VOLUNTARY AGENCY-ASSISTED FOOD FOR WORK (SELF-HELP) PROJECTS

GUIDING PRINCIPLES AND PROCEDURES

BACKGROUND

Under existing agreements between the governments of the Republic of the Philippines and the United States of America, U. S. FOOD FOR PEACE commodities DONATED BY THE PEOPLE OF THE UNITED STATES OF AMERICA, are made available to the Philippines in support of community and economic development work projects in rural and urban areas. Food is given to needy people as an incentive for them to volunteer labor and locally available construction materials to undertake needed self-help projects. Priority is given to these projects which help expand local food production.

This information sheets explains that procedure.

PROJECT TYPES

Food for Work (Self-Help) projects include, but are not limited to, the following:

A. Economic Development Work Projects (Priority A)

(1) Water production and control – including construction, repair or expansion of water supply and irrigation systems, dams, reservoirs, wells, ponds, creeks, springs, drainage ditches, dikes, canals.

(2) Roads, small bridges, wharves or piers, fences – construction, repair or expansion.

(3) Land improvement through clearance, drainage, bench terracing, reforestation, levelling and cultivation

(4) Commodity warehouses or distribution centers – construction, repair or renovation.

(5) Resettlement and land reform activities.

B. Community Development Work Projects (Priority B)

(1) Building for schools, community centers, bath or health centers, privies or sanitation facilities, emergency shelters, child feeding centers, and recreational areas – construction, repair or renovation.

(2) Clearance of debris in disaster or slum areas.

(3) Streets – construction, repair or expansion in villages or towns.

C. Education Development Projects (Priority C)

(1) Literacy classes.

(2) Vocational training and retraining courses, particularly in agriculture, fishing, and handicrafts designed to meet local needs.

(3) Training of the handicapped.

(4) Other education and training projects designed to improve the self-help capabilities of individual participants resulting in needed community improvements.

D. Health and Sanitation Development Projects (Priority D)

(1) Instruction and training in family planning, nutrition, child care, personal hygiene, home sanitation, family health, environmental sanitation, food handling.

(2) Control of rodents and insects.

(3) Disease control or eradication.

HOW TO DEVELOP A "SELF-HELP" PROJECT

1. Survey the local needs: Does the community need a public school building or additional classroom? Does the barrio road need improvement? Is a new road needed to an existing barrio/municipal/provincial/national road? What other economic development activities can be undertaken? (See list of project types above.)

2. Work with any of the local government agencies (such as barrio council, municipal government, provincial, government, etc.) or civic organizations such as PTA, Rotary Club, Jaycees, and with a local representatives of one of the following U. S. Voluntary Agencies; Church World Services (CWS), Seventh-Day Adventist Welfare Service (SAWS), or Catholic Relief Services (CRS), in determining the needs of your area. (Generally, a Catholic priest, a Protestant pastor or minister, or an Aglipayan priest is a local representative of a U. S. Voluntary Agency.)

3. Arrange for the capital funds, if any, needed for the self-help project. (FOR EXAMPLE; Will the municipal council provide the funds to purchase any building materials necessary to construct classrooms for a public school?) EVIDENCE OF ANY NECESSARY FINANCIAL SUPPORT MUST BE CERTIFIED TO ON THE PROJECT PROPOSAL FORM.

537

APPLICATION FOR ASSISTANCE–THE "PROJECT PROPOSAL"

The application for FOOD FOR PEACE assistance on a self-help project must be made in the form of a Project Proposal (Form No. FFP/P-6), one blank copy of which is attached. The other copies of the Project Proposal form can be made by the applicant, using the attached blank as a guide.

1. The Project Proposal must be submitted in quadruplicate to the Central Office of the selected U. S. Voluntary Agency (VolAg). This submission should take place at least two months before the proposed start of work on the self-help project. Following are the addressed of the U. S. Voluntary Agencies;

CATHOLIC RELIEF SERVICES
2655 F. B. Harrison, Pasay City
or P. O. Box 1160, Manila

CHURCH WORLD SERVICE
941 Epifanio de los Santos Avenue, Q.C.
or P. O. Box 1767, Manila

SEVENTH-DAY ADVENTIST WELFARE SERVICE
2059 Donada Street, Pasay City
or P. O. Box 401, Manila

Applicants should seek the help of a U. S. Voluntary Agency local representative and, if necessary, representatives of PACD or other technical agencies (APC, NIA, ISU, etc.), in their localities in filling out and submitting the Project Proposal to the Central Office of the U. S. Voluntary Agency.

2. The U. S. Voluntary Agency will screen and check the Project Proposal. If it is found to be incomplete, the applicant will be requested to send in whatever information is still needed.

3. Project proposals will be jointly reviewed by NEC/VolAgency/USAID and approved or disapproved. The action taken by the Joint Review Committee will be the basis for shipping or other appropriate action by the U. S. Voluntary Agency. Project Proposals must be approved before work starts so that volunteer workers will be eligible to receive food.

DISTRIBUTION OF FOOD TO THE VOLUNTEER WORKERS

FOOD FOR PEACE commodities usually consists of wheat flour, bulgur wheat, rolled oats, cornmeal, and some others. The types of food distributed on a particular project will depend upon availability at that time. Normally, more than one type of food commodity is made available to a work project.

Food is distributed to the volunteer workers by the local consignee of the particular U. S. Voluntary Agency selected to service the work project on a weekly frequency or at whatever internal may be convenient to the U. S. Voluntary Agency's local consignee. The usual quantity distributed is approximately five pounds of food for each worker for each eight-hour work day.

Food which has been received for a specific, approved work project must not be used for any other project without prior approval of the U. S. Voluntary Agency that supplied the food.

RECORD-KEEPING FOR PROJECT

The consignee must maintain for each project a FOOD RECEIPT AND DISTRIBUTION RECORD (Form No. FFP/P-3) and a WORKERS FOOD DISTRIBUTION RECORD (Form No. FFP/P-4), sample copies of which are attached.

The person responsible for the daily supervision of workers on the project must initial, at the end of each 8-hour work day, an INDIVIDUAL WORK CARD (Form FFP/P-5, sample copy attached) for each worker. This card is kept by the worker and, at each food distribution time, is shown to the person in charge of the distribution as proof of the number of days worked in order to determine how much food should be given to the worker. When the Project is completed, the card must be turned over to the consignee for filling with other records of the project.

****

Attachments: a/s

USAID/FFP; 7/71

534

FOOD FOR PEACE PROGRAM

U.S. VOLUNTARY AGENCY-ASSISTED "SELF-HELP" WORK PROJECT

PROJECT PROPOSAL

TYPE OF PROJECT:

PROJECT DESCRIPTION & SPECIFICATIONS:

SCHEDULE OF WORK:

(Work) (Men) (Days)

LOCATION OF PROJECT:

Date this Project Proposal Submitted to Manila:

Philippine Agencies Involved (1)	Estimated Starting and Completion Dates (2)	Responsibility for Daily Supervision of Workers (2)	Peso Value of Contributions, Cash and Other (4)	Ave. No. of Workers each 8-Hour Day (5)	No. of 8-Hour Work Days Needed for Project (6)	Man-Days Required (7)	Amount of Food Required (in POUNDS) (8)
	Start *Complete*		BARRIO ₱ _____ Bo. Treasurer's Signature MUNICIPAL ₱ _____ Mun. Treasurer's Signature OTHER ₱ _____ Signature Title				

I CERTIFY that I have reviewed the engineering plans and estimates of costs, including the man-days of work required as indicated under column (7) above

Name and Title. *(Print)* _____

Signature _____

U. S. VolAg Recommendation: Approval [ ] Disapproval [ ]

Signature: _____

NEC Recommendation: Approval [ ] Disapproval [ ]

Signature: _____

USAID Recommendation: Approval [ ] Disapproval [ ]

Signature: _____

(See Reverse)

I CERTIFY that the project described above is needed by our community. The local people have pledged to contribute their labor during its construction, and to maintain the project after completion. I shall take charge of organizing the people to work on this project.

Name and Title *(Print)* _____

Signature _____

I CERTIFY that I am a CONSIGNEE of _____ (state whether SAWS, CWS, or CRS), a U.S. VOLUNTARY AGENCY, and accept the *responsibility for storage and distribution* of the FOOD FOR PEACE commodities to be used for this "self-help" work project.

Name and Address: *(Print)* _____

Signature. _____

Form No. FFP/P-6

● SEE INSTRUCTIONS ON BACK OF THIS PAGE ●

USAID/FFP: 9/68

INSTRUCTIONS

a. **Type of Project:** State the type of the project - such as Economic Development Work Project or other (see Guiding Principles and Procedures).

b. **Project Description & Specifications:** State a specific description of the project - such as "road construction and digging of ditch - road, 5 kilometers long, 15 meters wide and ditch, 1 meter wide, ½ meter deep, 5 kilometers long on both sides of road." Also state a careful estimate of the number of persons who will benefit from the results of this work project, and in the case of irrigation projects, the estimated number of hectares which will be serviced.

c. **Schedule of work:** Give work breakdown, the number of men involved in each work phase, and the estimated number of days the particular work phase will be completed.

d. **Location of Project:** State the exact location of the work project - name of barrio, municipality, province.

e. **Philippine Agencies Involved:** State the Philippine government and or private agencies cooperating in the project - such as Barrio Council, Muncipal Council, PTA, A[illegible].

f. **Estimated Starting and Completion Dates:** State carefully the estimated starting and completion dates, keeping in mind that the FOOD FOR PEACE commodities might not be received at the work project distribution point until as much as two months after you submit this Project Proposal to Manila.

g. **Responsibility for Daily Supervision of Workers:** State the name of the agency, and the name of the official who will be directly responsible for supervising the workers on the project.

h. **Peso Value of Contributions:** Identify the sources of any building materials and cash contributions, and the corresponding total value in pesos. Do not include the estimated cost of labor. Each notation of a contribution must be signed by the treasurer concerned.

i. **Average Number of Workers:** State the expected number of workers to be employed on the project each 8-hour work day.

j. **Number of 8-hour Work Days Needed for Project:** State an accurate estimate of how many 8-hour work days.

k. **Man-days Required:** State the number of man-days of work needed. This amount is determined by multiplying the average number of workers employed daily (column No. 5) by the number of days needed to complete the project (column No. 6).

l. **Amount of Food Required:** State the amount of food needed (in POUNDS). This amount is determined by multiplying the column No. 7 figure by 5.

m. **Number of Copies:** FIVE copies of this form must be completed. Four for the U.S. Voluntary Agency (U.S. VolAg) and one to be kept by the person who will be in charge of the project.

NOTE: Use blank space on back of form for any additional informational detail.

ONE KILO – 2.2 POUNDS
ONE POUND – .4545 KILO

Form No. FFP/P-6

USAID/FFP:9/68

D-4

5-26