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CLASSIFICATION PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE  P.L. 480 TITLE II PROGRAM	2. PROJECT NUMBER 511-0523	3. MISSION/AID/W OFFICE USAID/Bolivia
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>31-11</u>  <input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY <u>NA</u>	B. Final Obligation Expected FY <u>NA</u>	C. Final Input Delivery FY <u>NA</u>	A. Total \$ <u>NA</u>	B. U.S. \$ <u>NA</u>	From (month/yr.) <u>4/79</u>	To (month/yr.) <u>12/80</u>
					Date of Evaluation Review	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>Given the approach taken in carrying out this evaluation, the standard PES format has not been utilized. All pertinent PES information has, however, been included.</p> <p>The HHA Division is responsible for verifying that all recommendations for immediate action described on pages 63 through 70 of the attached report are completed by divisions by the dates indicated therein.</p>	L.R. Hougen	(See attached report)

<p>8. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <p><input type="checkbox"/> Project Paper      <input type="checkbox"/> Implementation Plan e.g., CPI Network      <input checked="" type="checkbox"/> Other (Specify) <u>AID Handbook 9</u></p> <p><input type="checkbox"/> Financial Plan      <input type="checkbox"/> PIO/T      <input checked="" type="checkbox"/> Other (Specify) <u>Interinstitutional agreements</u></p> <p><input type="checkbox"/> Logical Framework      <input type="checkbox"/> PIO/C</p> <p><input type="checkbox"/> Project Agreement      <input type="checkbox"/> PIO/P</p>	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input type="checkbox"/> Continue Project Without Change</p> <p>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p>
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<p>11. PROJECT OFFICER AND MOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Name and Title)</p> <p>HHA: LR Hougen <u>hch</u>      CRS: Eduardo Bracamonte</p> <p>FFP: Arnulfo Peñaloza <u>Arnulfo Peñaloza</u>      CARITAS: P. L. Blanco</p> <p>HHA: John Holley <u>John Holley</u></p> <p>DP: HR Handler <u>HR Handler</u></p> <p>DP: Sonia Aranibar <u>Sonia Aranibar</u></p>	<p>12. Mission/AID/W Office Director Approval</p> <p>Signature <u>[Signature]</u></p> <p>Typed Name <u>Henry H. Bassford</u> Acting Director</p> <p>Date <u>9-28-81</u></p>
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FOOD FOR PEACE  
IMPROVING NUTRITION AND PROVIDING  
INCENTIVES FOR DEVELOPMENT

EVALUATION OF THE  
P.L. 480, TITLE II PROGRAM  
IN BOLIVIA

Cooperating Sponsors

Catholic Relief Services

CARE

Government to Government

Implementing Groups

CARITAS Boliviana

Junta Nacional de Acción  
Social

National Community  
Development Services

Health and Humanitarian  
Assistance Division

USAID/BOLIVIA

December 30, 1980

## PREFACE

The P.L. 480, Title II program has been in operation in Bolivia for over two decades. Thousands of Bolivians have benefitted from the program, yet the program has great potential to do far more than it has done in the past. In the early years, the Title II program was characterized simply as a food distribution program. While undoubtedly the food improved the immediate nutritional status of the recipient, there was no emphasis on assisting the people who gathered to receive food to engage in development activities.

As demonstrated in this evaluation, the situation is changing and Title II foods are beginning to play a double role. In the Mother-Child category of beneficiaries, Mothers' Clubs still receive food, but many of the clubs are turning into centers for development where courses in literacy, home-making skills, and preservation of health are taught. Some clubs have now evolved into consumer cooperatives, or centers of small-scale cottage industry, or sources of community development leadership.

In the Food for Work program, food commodities are used as incentives to grow more food or to build farm-to-market roads which, in turn, stimulate more agriculture production. Foods in the School Lunch program are used to better the nutritional status of students, and serve as an incentive to increase attendance.

The five-year period --1976 to 1981-- have been years of new achievement in the Title II program:

- The Government has increased its support to the program by paying the salaries of about 100 persons responsible for implementing the program.

- The Ministry of Planning established and funded the Department of Food and Nutrition which is developing and implementing national nutrition policy and programs.
- The Programa Nacional de Alimentación Complementaria (PRONAC) was instituted as part of the Department of Food and Nutrition. PRONAC has brought together all major food donors, including the World Food Program and AID, to better coordinate programs in the future. This entity will play an even more important role as it moves to establish a more efficient food distribution system in the country.
- Implementing groups are employing more persons as promoters and outreach workers, thus improving the quality of the programs.

Unlike other countries receiving Title II commodities, Bolivia has not yet begun a program to blend donated foods with locally produced foods, as a stimulus to greater agricultural production. This effort, plus the need to improve the logistical and developmental quality of the program are the challenges for the near future.

The USAID Mission would like to thank CRS/CARITAS for their cooperation and assistance in this evaluation effort. Our particular thanks go to Mr. Adhemar Pinaya, CARITAS National Executive Secretary, and the CARITAS Regional Directors for their collaboration. The Mission also recognizes the efforts of Mr. Arnulfo Peñaloza, Head of the Food for Peace Office, USAID; and Mr. Fótimo Reyes for their leadership in the area of complementary foods. To Dr. Jean Audrey Wight, Nutrition Advisor, USAID, a special thanks is due for her foresight and guidance in supporting the establishment of PRONAC, the first Bolivian Government agency to coordinate and set policy for the use of complementary foods. Appreciation is also extended to Mr. John M. Holley, Health Advisor, for coordinating the documentation of the evaluation; and to the Mission staff, especially Ms. Sonia Aranibar, for participating in the evaluation.

Dr. Lee R. Hougen  
Chief, Health and Humanitarian  
Assistance Division  
USAID/Bolivia

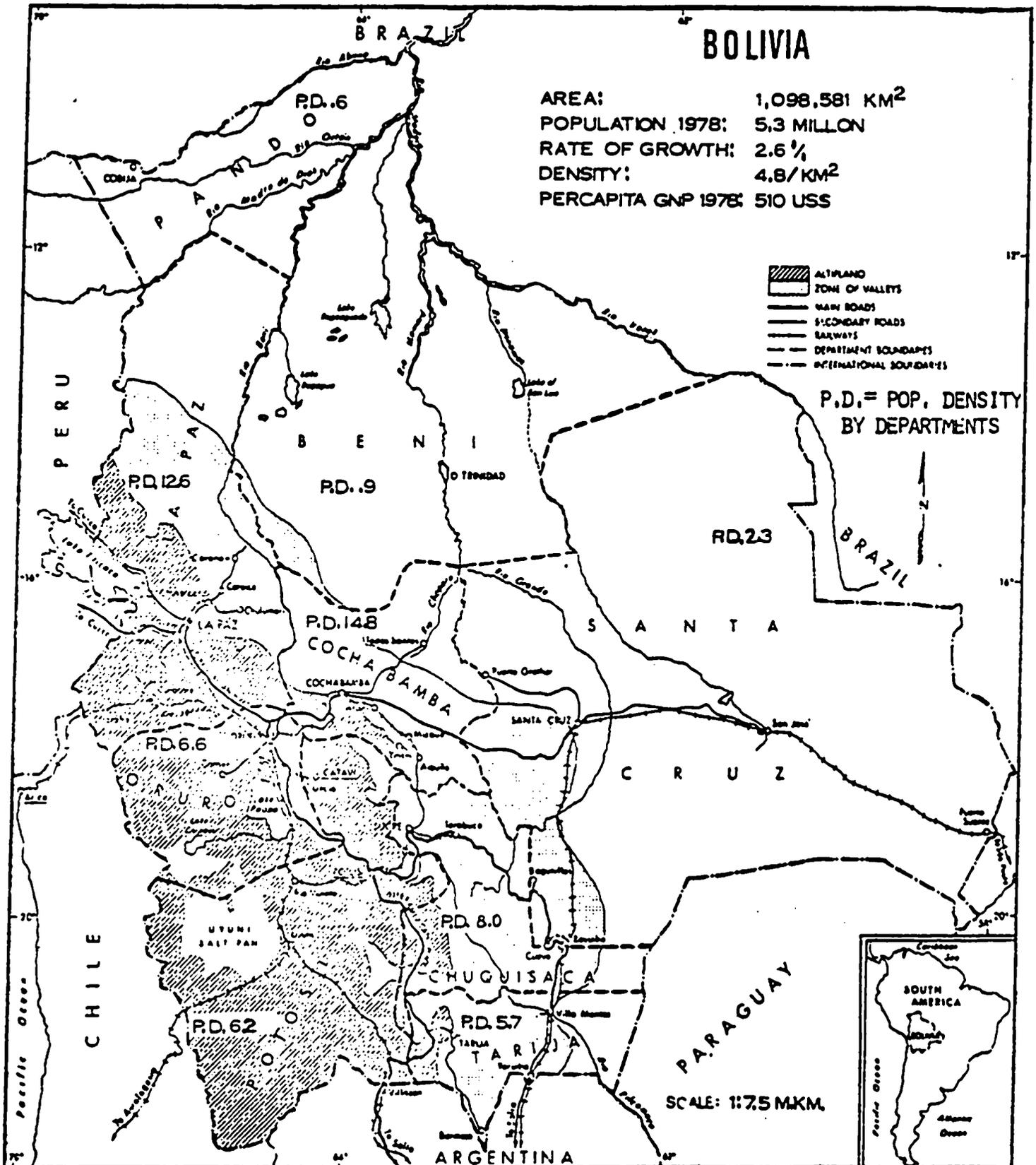


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## P.L. 480, TITLE II PROGRAM EVALUATION

### I. INTRODUCTION

#### General Objectives of the Food for Peace Program (Public Law 480, Title II)

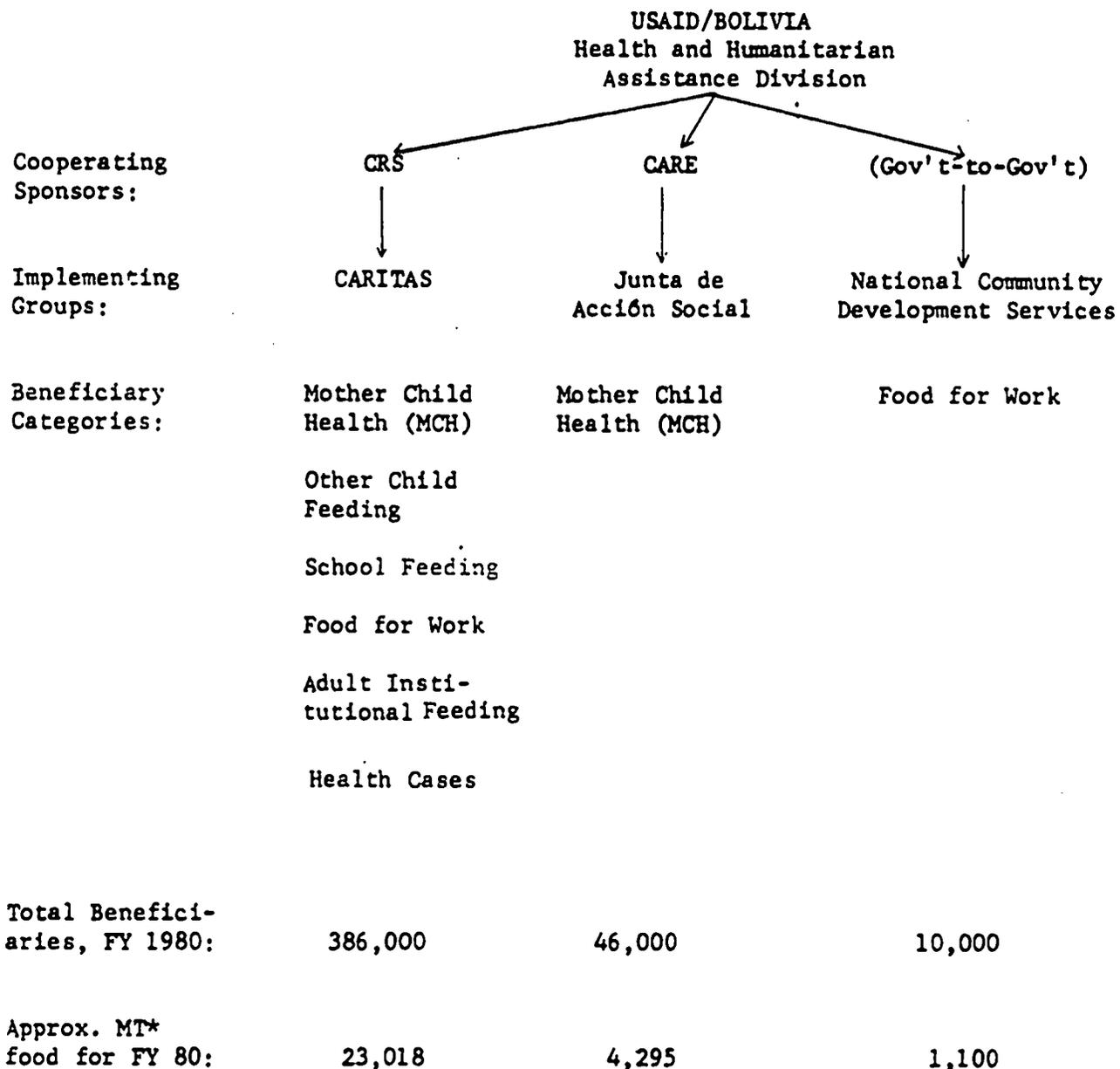
The Agricultural Trade Development and Assistance Act of 1954, as amended, is the statutory basis for the Food for Peace Program (FFP). Its purpose is to combat hunger and malnutrition, and encourage economic development in developing countries. Specifically, this assistance should "be directed toward community and other self-help activities designed to alleviate the causes of the need for such assistance..."

Generally, the program emphasizes Maternal Child Health, including pre-school-age child feeding, food-for-work proposals, and primary school feeding in that order. Commodities are also used to supplement institutional programs, subsidize educational programs, and provide disaster relief.

#### The Title II Program in Bolivia

The Title II program in Bolivia has been operating since 1955. During this time approximately 152,430 Metric Tons (MT) of different food commodities have been distributed, improving the nutritional status of recipients and triggering numerous developmental efforts ranging from road construction to literacy training. The most permanent Cooperating Sponsor involved in the program during the past years has been Catholic Relief Services (CRS) which is responsible for supervising commodity distribution and program development through CARITAS Boliviana. In the last 4 years, CARE joined the program as a Cooperating Sponsor working with the Junta Nacional de Acción Social as the implementing group. The Mission is also engaged in a Government to Government program with the National Community Development Service (NCDS). The following diagram shows the inter-relationships of the participating organizations at

the time of this evaluation (December 1980).




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\* Metric Tons.

Despite the combined years of experience in Title II programs among the Cooperating Sponsors, implementing groups, and the Mission, the program has

not lived up to the Mission's expectations as an instrument for development.

With the possibility of diminished Title II commodities and the Mission's desire to see commodities used as an incentive in community-based development efforts, the time has come to switch the focus of the program from being primarily a food subsidy to a developmental program which retains, but goes beyond its nutritional improvement goal.

On the administrative side, the Cooperating Sponsors have not exhibited the kind of management competence that the Mission expects from them. The lack of management control and program oversight comes in the form of late and incomplete required reporting, misuse of commodities by certain implementing groups, irregular field supervision, and little assistance to implementing groups in improving the content of their programs.

This evaluation is part of a series of steps the Mission is taking, in conjunction with Cooperating Sponsors, to strengthen the Title II program.

## II. EVALUATION PURPOSE AND METHODOLOGY

This evaluation was initiated and carried out to fulfill USAID/Bolivia's annual evaluation requirements. To this end it attempts to verify the performance of the program with reference to the established program guidelines. It should be noted, however, that an audit was conducted in April, 1980, focusing on the administrative aspects of the program. Consequently, in a deliberate effort to avoid duplication, relatively little emphasis has been placed on those areas covered in the audit, and which are presently being addressed.

To the contrary, rather than simply attempt to fulfill the Mission requirement for evaluation, this effort was deliberately focused on the content of the program; that is, how the foods are being used to promote better nutrition, foment development, and how the various existing programs could be improved to increase their potential as mechanisms for development. In addition to specific concrete recommendations, the evaluation team purposely sought out models of apparently successful program components which might be implemented in other regions. Those programs are described in some detail in order to take advantage of the opportunity the evaluation offers to disseminate those ideas to the involved field personnel. To facilitate this dissemination, the presentation of the evaluation is organized so that Sections I-V might be widely circulated, while the particularly sensitive area of administration remains an internal document; that is, to have limited distribution.

### Evaluation Methodology

The most immediate point of reference for evaluative comparisons are the program norms as expressed in the Food for Peace Manual (AID Handbook No. 9). Those norms are presented as an introduction to each program type in Section III.

Also useful as a point of reference is the Evaluation Report of the Title II Program in Bolivia submitted by Robert R. Nathan Associates, Inc., in March 1978. While there was no intent to treat the present effort as a follow-up, a number of points common to both are brought out, and the reader is urged to refer to that report for a fuller understanding of the program.

As a means of gathering the information necessary to establish the comparisons and fulfill the other evaluation objectives as expressed above, an evaluation team of seven persons was formed, composed of three subgroups. A one-day session was held in La Paz, during which representatives of Catholic Relief Services (CRS), CARITAS, CARE, the National Community Development Service (NCDS), and the World Food Program (WFP) of the United Nations made presentations to the team, explaining the history, goals, and present scope of their programs. The various programs and their relationships were also discussed by the group.

Following this orientation, the entire team visited the CARITAS regional office of Oruro, selected for its relatively good organization and proximity to La Paz. There the team members received additional orientation to the organization of the overall program and the various types of activities actually carried out. Field visits were also included.

Emanating from the Oruro visit was the development of two question guides, one for use in the various regional offices, and one for use in the field visits. Those guides are presented in Annex II, and served to facilitate the subsequent investigations.

The team split into subgroups which spent approximately two weeks visiting six selected regions (two each) chosen for the size, diversity, and representation

of program types. The time factor precluded more extensive visits and coverage of all of the regions. A list of the subgroups and their itineraries is included in Annex I.

In general, the subgroups of two to three persons each spent approximately one day in each of the selected regional CARITAS offices, and two to four days visiting program sites. The program sites were selected semi-randomly, in the sense that visits usually corresponded with work previously scheduled by CARITAS staff, scheduled meetings of Mothers' Clubs, and sites which were of close proximity to other sites to be visited. A cross-section of all of the various types of project in each region were visited, as well as the "show pieces". The visits were, therefore, representative with two exceptions. First, given the time constraints, few visits were made to isolated and distant areas in each region. A bias in this evaluation, therefore, exists for programs within a two-hour radius of the regional centers where the evaluators were temporarily based.

The second exception is that the vast majority of projects visited were those directed by CARITAS, to the exclusion of the CARE/Junta and NCDS projects. There were several reasons for this bias. First, the CARITAS program is disproportionately large in comparison to the other programs, and contains a full range of program categories and beneficiaries. It has a long and well developed history and a relatively strong infrastructure. Furthermore, the CARE/Junta program is phasing out in December 1980, and the NCDS program is very small and consists solely of food-for-work projects. Follow-up investigation of the NCDS program will be carried out as part of the regular inspection procedure.

### III. SUBPROGRAMS

According to Food for Peace Regulations, the general order of priorities for the various subprograms, by order, are:

Maternal Child Health (MCH)  
 Other Child Feeding Programs  
 Food for Work  
 Primary School Feeding  
 Adult Institutions Feeding  
 Health Cases

In the following sections, this report will attempt to describe each of those subprograms as they actually exist in Bolivia and make recommendations related specifically to each. In general, the evaluation team did not attempt to analyze and recommend radical departures from what already exists, simply improve on the current programs.

#### A. Maternal Child Health (MCH)

##### 1. Program Norms

##### a. Objectives

The overall goal is to improve the nutritional status of low income women of child-bearing age and their young children, particularly preschool children.

Beyond this broad objective, specific program goals are flexible, and may include the education of mothers in nutrition and child care, the development of self sustaining MCH programs, integration of MCH services into other existing health and social services, and the advancement of women.

##### b. Beneficiaries

The target groups are high-risk women of child bearing age and their children under the age of six with emphasis on children up to the age of three. Emphasis

is also given to groups in terms of poverty and/or nutritional status.

## 2. The Findings

The general modality of MCH programs in Bolivia is through Mothers' Clubs. A great variety of clubs exist, but the basic idea is to utilize the foods as a drawing card to bring groups of mothers together to achieve other development goals through their organization. There are 151,211 beneficiaries in this category divided into approximately 1,309 clubs.

### a. Beneficiaries

In general, the clubs were found to be quite strict on limiting receipt of rations to eligible women. In an effort to limit the number of rations in a given community and focus on the most vulnerable groups, women without children are usually excluded from Mothers' Clubs. In exceptional cases, young girls of child-bearing age, but without children, may participate in other club activities, but not receive rations. In many more cases, women no longer having children under the age of six and thus ineligible for rations, continue participating in club activities without rations. Food is distributed as a dry, uncooked ration.

It is, however, very doubtful that the food rations reach the primary target groups with full force, as the food is prepared in the home and distributed among family members. Local custom, in fact, often dictates that the first to be fed is the father rather than the mother or young children. It is felt that commodities designated as weaning foods, such as CSM and WSB, reach their target population with greater frequency.

In general, the focus is on rural areas, particularly those with poor food cultivation, and the poorer urban areas. In this sense, the emphasis is cer-

tainly on target.

b. Organization

It is useful to distinguish between several types of programs, first between urban and rural programs; and secondly according to the program sponsor. CARITAS acts as implementer and distributes food to a series of its own clubs, mostly rural. CARITAS also distributes food to clubs which are part of the CARITAS network, but who receive instruction and program content by the regional offices of the Ministry of Health (Unidades Sanitarias). The CARE/Junta system of Mothers' Centers operates independently, and is basically an urban program. Finally, a number of the clubs are being subsumed by the World Food Program system; however, this program is not being considered in this evaluation.

The concept of Mothers' Clubs began in 1955 with the organization of groups of lactating mothers for the sole purpose of receiving supplementary food. This was found to be less than satisfactory as no development objectives were included in the program. The foods, however, were distributed in prepared form thus increasing the potential of reaching the target population. The program remained basically a means for food distribution through 1970, but since that time changes have begun to take place, particularly in the last couple of years when more attention has been paid to the activities of the clubs.

c. Meetings

As a general requirement, clubs are required to meet, and do meet four times per month. The clubs have their officers, such as President, Secretary, Treasurer, etc., who are duly elected each year, and manage the meetings.

Normally one meeting per month is utilized for the distribution of food which is stored at some convenient location, frequently in the meeting place itself.

The food is obtained by the club from the nearest regional or subregional distribution point. As a requirement, mothers must attend all meetings to receive rations, although exceptions are granted, and some clubs are very lax, having no other purpose than being a food distribution center.

Meetings may include lectures by outside speakers, or scheduled activities and/or classes presented by club members. Several of the outside speakers gave the same presentation to the same clubs over and over and it was obvious the club members were quite bored.

In some of the clubs visited the prevailing pattern was to meet only twice a month, or where more frequent meetings were held, the topics would often revolve around community issues rather than those directly pertinent to the Mothers' Clubs themselves.

d. Activities

It is fair to say that in general, those clubs managed by CARITAS directly place more stress on developmental activities than those managed by the Ministry of Health. Activities vary within a finite range, but in the CARITAS clubs the basic pattern seems to begin with lessons in:

- sewing
- weaving
- needlepoint
- and cooking, particularly in  
utilization of donated food stuffs

and occasional lectures by nutritionists, nurses, or religious personnel in hygiene, health education, or other related topics.

Once the group achieves some strength in terms of size and stability, other

programs may be added. Among others the evaluators saw:

- literacy programs
- cooperatives, either selling basic necessities or for purchasing household goods and utensils
- health programs of various modalities ranging from occasional well-baby clinics to a full range of health services

It is important to note that the majority of the Mothers' Clubs sponsored by the Ministry of Health did not extend vaccination services or preventive health services to all their members to the degree one would expect. In fact, the children of members in clubs sponsored by the Nutrition Division of the Ministry of Health often had no more access to health services than those clubs that are not sponsored by the MOH.

e. Promotional Activities

The decision to undertake one or more of the above listed activities is essentially left to the mothers themselves, but frequently promoted and assisted by change agents. Change agents are normally people from outside the community possessing some knowledge or skill, and interested in fomenting development within the club and the community. They range from teachers and nurses living and working in the community; to priests and nuns associating with the community; to promotional agents of CARITAS or other organizations working directly with the communities. In the absence of outside agents, the mothers possessing particular skills would teach those skills to others, but in general, those programs having active outside participation can be considered to be more successful in terms of utilizing their association to achieve

development objectives.

On the other hand, the clubs that were supported by the Ministry of Health's Division of Nutrition were very limited in their contribution. Typically, a nutritionist or auxiliary nurse is assigned to coordinate the activities of the club. While the women may attend four weekly sessions, often only two sessions are dedicated to instruction of some sort and two sessions to food distribution or club bookkeeping, thus 50% of all meetings is dedicated to basically non-productive activities. Where a dynamic and interested Ministry employee happened to be stationed, the program could be every bit as vital as those assisted by other groups, but this seemed to be the exception, limiting those clubs managed by the Unidades Sanitarias basically to food distribution centers and little else.

Likewise, a problem with utilizing government employees (e.g. nurses, teachers, nutritionists) as the driving force for the creation and motivation of Mothers' Clubs is their geographical instability. Even when dedicated, they are usually shifted frequently, leaving a gap if the clubs are dependent upon their participation. For this reason, CARITAS in Cochabamba deliberately attempts to avoid entering into programs dependent upon one of these persons.

Obviously, because of the dispersion of population in the rural areas, the clubs are of necessity relatively small and thus relatively weak from the point of view of capital accumulation. Clubs which are either geographically isolated from each other or from the source of promotion particularly suffer in this regard, primarily because outside promotion is no longer cost-effective. For this reason, the strongest and most dynamic rural groups appeared to be those relatively clustered, and stimulated by some central

authority, usually the parochial team. As an additional means of stimulating ideas and pooling resources, attempts at creating a clustering of rural clubs have commenced in Cochabamba and La Paz and provide the seeds for significant long-range development potential.

Urban clubs have the distinct advantage of size: with more members they can achieve greater capital accumulation, and hence offer more activities. They also have the advantage of access to other resources and the availability of different sources of help and supervision.

While urban clubs undoubtedly serve a strong need among the urban and semi-urban populations, these groups are probably not as poor as the poorest communities of the rural areas. Nevertheless, because of the difficulties of promotion and supervision, certain MCH programs such as the one in Potosí have focused on urban areas, primarily due to ease of access. The presence of such clubs in urban areas, however, does little to stem the stream of migration to the cities.

f. Monthly Fees

Contribution patterns vary significantly from club to club and region to region. The normal monthly fee per mother is usually \$b15.00 or 20.00 (\$US.60 or .80). Of this amount, \$b3.00 is contributed to CARITAS to defray operating expenses; in addition, \$b1.50 to 3.30 is paid to the Unidad Sanitaria by those clubs in the Ministry system, although in general there seem to be little direct justification for this charge in terms of services rendered; and the rest is used by the club to cover expenses, principally the transportation of food from the CARITAS warehouse to the village and for savings.

Variations from this basic pattern included higher fees to encourage additional

capital accumulation; a policy in Cochabamba to allow clubs to set their own fees in addition to the basic charges, according to what they felt they could afford; and the inclusion of various surcharges by CARITAS in Potosí in an effort to finance additional services from that office.

g. Utilization of Funds

The purpose of capital accumulation is to provide funds which can be utilized to purchase items or promote activities benefiting the club as a whole. Frequently, clubs purchase pieces of equipment that the members can use (e.g., sewing machines), although some clubs purchase land and a building for the club itself. Innovations are, however, limited only by the imaginations of the mothers themselves and those who assist them in their development.

Where outside assistance is readily available from CARITAS or other groups guiding the program content, generally funds are utilized toward developmental ends. In a number of cases, however, it was noted that the accumulation of considerable sums, in the range of \$b 30-40,000 exists. Those clubs were generally ignorant of the potential uses of funds and/or of the manner of gaining access to them.

Most of the CARITAS clubs have their own bank accounts and are allowed to withdraw funds for any use deemed appropriate. There have been cases in the past of misuse of funds such as the utilization of funds to make private loans. As a means of establishing a check, some CARITAS offices as well as some banks now require the approval of the local CARITAS office for the withdrawal of funds. The purpose is not to scrutinize the economic viability of the intended use, but simply to censor potential blatant misuse.

The Unidades Sanitarias have also required that the withdrawal of funds be

authorized by their respective offices of nutrition. In at least three cases, (La Paz, Cochabamba, and Tarija) there were known abuses. Funds were withdrawn from all of the accounts in La Paz by the Unidad Sanitaria without permission of the clubs presumably to buy dollars as a hedge against devaluation. Likewise, funds were frozen in Cochabamba until very recently. In Tarija the funds of 13 clubs were all put into one large joint account of the Ministry of Health.

The Cochabamba CARITAS office also has a program where the entire membership fee is given to the CARITAS program which in turn provides a range of promotional and health services for club members. In this case, the club is not left with the responsibility of organizing promotional programs for themselves.

Under the system of CARE/Junta, the funds collected are all remitted to the central Junta, which in turn pays for certain expenses such as transport, and subsidizes certain activities. Under this system, the mothers themselves have no control whatsoever over the use of their own savings. The Junta's food program is in the process of disbanding, and it appears that clubs belonging to this system may never see their savings again. In one large center this amounted to nearly \$b 500,000 (\$US 20,000). It should be stressed that in both the cases of the Unidades Sanitarias and the Junta, the money involved represents the sole savings of thousands of very poor families. CARE is in the process of requesting an accounting of these funds and hopefully these funds will be restored to the clubs, less any authorized expense the clubs should pay.

It should be noted that the evaluators heard some comments from various program sponsors arguing the inability of the clubs to manage their own funds. In light of the history, and with the objective of increased self-responsibility

the clubs should certainly be given control over their own resources, perhaps with training and orientation from the corresponding club sponsor.

As a point of information, the Title II regulations stipulate that USAID must be informed and give its approval to the establishment and use of beneficiary fees.

h. Delivery of Food

In general, the Mothers' Clubs are required to arrange their own transportation for food. Part of the money collected each month goes toward paying this cost. At times, a truck will be available in the community and in other instances, CARITAS will provide transport at a small fee where it has access to a truck.

3. Noteworthy Programs

During the field visits the evaluators observed four successful MCH programs which seem to provide valuable lessons for present and future programs.

a. Tiraque

The first was a relatively small program in Tiraque, consisting at present of 25 Mothers' Clubs, located in a poor and rather isolated area above Cochabamba on the road to Santa Cruz. The driving force behind the organization and stimulation of these clubs is a nucleus or extension team of five Church affiliated persons, including a priest, two nuns (one of which is also a nurse), and two foreign volunteers.

The focus of this program is to achieve highly integrated community development involving not only the mothers, but as confidence is built up, the fathers as well. As in other programs, the food acts as a stimulus for bringing the people together, but in order to avoid creating simple food distribution

centers, the policy is not to provide food rations until a club has been actively meeting for at least three months, sometimes as long as eight.

With guidance of the extension team, the various clubs have embarked on a series of innovative ways to use and increase their capital. In some cases the clubs have purchased land, planted potatoes, and with the earnings and additional savings are moving toward truly ambitious community projects such as the provision of potable water and electrification. It should be noted that the husbands are involved with these projects making it truly a community effort.

A similar project is the creation of a herd of sheep. Each mother will donate one lamb to the initial herd. Responsibilities for caring for the herd will be shared after the lambs reach maturity. The wool will then be used by the mothers to weave their own clothes and other garments to sell.

Some minimum health services are provided. The nurse carries out one well-baby clinic per month in each community, and those communities nearest to Tiraque itself have access to the local doctor who has been incorporated as an ex-officio team member.

A center has been created in Tiraque where several members from each club come once or twice a week to learn particular skills such as sewing; they in turn teach those skills to others in their villages. At present, in order to raise money for the center they are asked to pay \$b 10.00 per visit, but the people are poor and attendance is allowed even without payment.

An association among the clubs has also been developed. Once a month the presidents of all the clubs meet to discuss progress and problems. Ideas are

exchanged in this way and friendly competition created. When problems are found in a particular village, a commission of the mothers from this association travels to the village to sort things out.

A further useful innovation is the presence of a strong extension team from CARITAS itself. This team supports the Church team by holding village promotional gatherings once a week in one of the villages. At these gatherings, food provided through one of the education programs is prepared by the team nutritionist and the mothers. The entire community is invited to attend, and talks, discussions, and lessons in food preparation are carried out (in Quechua) by the team leader, a nurse, and an agronomist. Follow-up services and reference to other regional resources are also often arranged.

b. Patacamaya

The 150 Mothers' Clubs assisted by CARITAS in the four southern provinces of the Department of La Paz form one element of a highly organized development effort, established and run through the diocese of the Catholic Church centered in Patacamaya. The overall program includes not only the Mothers' Clubs which teach basic homemaking skills, but a Federation of Consumer Cooperatives with more than 3,000 members, education programs focusing on development of practical technical skills, and technical assistance in agriculture.

One unique feature of the Mothers' Club component is the utilization of community volunteers as the primary extension/change agents. Each club upon entry elects two members to travel to Patacamaya to receive training in promotional activities. The promoters are by definition single which allows them some flexibility to travel and participate in both the initial two week course and a two week follow-up course six months later. The courses deal with the promotion of

women, nutrition, health, and other related topics, and the promoters return to the community with a planned set of lectures to be given at their club.

The village promotor is supported by a paid "animador de promotores" or facilitator who is based in Patacamaya and visits the clubs. She, using local transport, has received special training and participates herself in the training of the village promoters.

Finally, the staff in Patacamaya is seen as the technical arm of promotion, and is responsible for planning, teaching, and trouble shooting. This technical staff as well as the "animador" are paid for by the Diocese.

With this support, the Mothers' Clubs embark on a planned evolution which commences with their organization, progressing to typical homemaking skills, and then forming a consumer cooperative. In the latter, they receive technical assistance and goods from a Cooperative Federation, with a board of directors composed of representatives from various club-run coops.

In summary, this system clearly demonstrates the possibility of utilizing community resources in developing and expanding a large number of clubs, supported by relatively few resources on the regional level.

The success of these clubs stems from the fact that they are part of a much larger developmental scheme which provides technical assistance by persons respected by the community. Furthermore, within the technical assistance team there is high degree of stability which appears essential to development work.

c. Fundación San Gabriel

A highly successful urban project has been developed and is managed by Fundación San Gabriel, a private group in the Villa Copacabana area of the city of La Paz. It is organized in a similar fashion to the rural Tiraque program where the Church team assists a number of Mothers' Clubs in their formation and particularly with the educational component covering such things as nutrition, cooperative formation, literacy, crafts, and homemaking skills. They also have a clinic staffed with nurses and doctors at the service of all their client groups.

It should be noted that the role of CARITAS in this and in the Patacamaya program is simply as the food distribution agent. All promotional and organizational activities are carried out by the various intermediary promotional teams.

d. Junta de Acción Social in Potosí

One important variation of an urban program was visited in Potosí where the Junta runs a multi-functional center. Eight groups, each of which could be considered a separate Mothers' Club, belong to the center, bringing the total membership to about 450. The advantage of such a large program is that with more members the possibility of capital formation is considerably larger, and hence the range of activities and services offered at the center is very broad.

The educational program stresses homemaking skills with each group scheduled for particular activities each day on a rotating basis. There are also regular literacy classes.

A major drawing card at the center is a very effective medical clinic. A general practitioner and pediatrician are on duty both mornings and afternoons and a dentist at least part time. Center members receive medical services free while non-members pay \$b 15.00 per consultation. The center has

also made arrangements for referrals to several of the specialists in the city with payment on a sliding scale according to the patient's ability to pay.

The center has no laboratory and very little medical equipment, but a pharmacy is functioning which sells drugs at a slight markup. Interestingly enough the seed capital for the pharmacy came from the center staff members donating their first two months salary to that end.

The center itself pays for two of the part-time doctors while the other two are paid by the central Junta. Approximately only 12 patients are seen per clinic session (AM and PM), the clinic could probably continue successfully with only two doctors paid by the center. The staff also includes a secretary, a social worker, and a kitchen staff.

Other features of the center are a day-care center, subsidized almost entirely by the central Junta, and warm-water showers.

It is clear that the center offers such a wide range of useful services that the majority of the members would continue to attend even without food which is an objective all such clubs should pursue. It should be noted that while this center has enjoyed some subsidies from the central Junta, it has the capacity to be self-sufficient and, in fact, has probably been financially hurt by its association with the Junta. It has remitted nearly \$b 500,000 in savings which they feel has not been returned to them in kind.

#### 4. Summary of the Qualities of Successful Mothers' Clubs

Several features of the above programs are common and are worth bringing out as organizational points worth stressing in other existing or future programs:

- a. In each club there is a strong promotional component, usually composed of people from outside the community and usually associated with the Church. The Church is an element of stability.
- b. Each promotional team is well-organized, with high concern for its client group, very dynamic, and knows how to coordinate other resources from the region. There was also continuity on the team.
- c. More often than not, the programs were designed to be integrated into larger development efforts, or used as a means to stimulate those efforts.
- d. Frequently, there existed some form of subsidy from the local parish in the form of staff and a training center.
- e. The actual Mothers' Club activities were usually broader in scope than simple homemaking skills.
- f. There was usually a clustering or an association among a number of clubs which added strength and stability to the program.

From another view, it is worth mentioning that among the better clubs seen, none was associated with the Ministry of Health and only one was able to stand alone, without outside help, at least in the form of program guidance.

##### 5. General Recommendations

- a. Future Mothers' Clubs should be primarily rural programs, focused in clustered groups, and where possible and feasible, organized and stimulated by a central development team.
- b. Existing urban clubs should attempt to consolidate where geographically feasible to take advantage of larger numbers of members, and hence more services. The 22 urban clubs managed by CARITAS in Potosí, for

example, could be consolidated into 5 stronger groups not to exceed 100 members. This would also facilitate promotion and distribution of food.

- c. Mothers' Clubs should wherever possible form part of a larger development strategy. Where no such strategy exists, the Mothers' Club might spearhead such a movement. The use of the Food-for-Work program in this effort should be expanded and encouraged to remunerate voluntary labor for nutrition and health education, and other development efforts.
- d. Mothers' Clubs in the process of formation should not receive food rations until they have been meeting actively for at least three months. All clubs which are simply food distribution programs should be removed from the program unless a serious effort is made to stress development issues as well.
- e. Visits by the various regional directors of CARITAS and other interested parochial groups should be made to the Patacamaya program to observe its organization and promotional system.
- f. The curricula for the promoters in the Patacamaya system should be published and distributed to the other Dioceses and the CARITAS regional offices for their use.
- g. Where possible, particularly where no strong Church-related organization exists, CARITAS should form its own regional promotional team, stressing multi-disciplinary skills. Technical assistance in the establishment of such a program might be provided by the team in Cochabamba.
- h. As a specific policy, programs should stress the achievement of self-sufficiency of the clubs as a goal. In this sense, the mothers themselves, following initial stimulation and organization, should be encouraged to take on more and more responsibility.

- i. Where possible local associations of clubs should be formed, stressing either organizational and management issues, economic development, or both. These associations should be responsible for monitoring and encouraging the progress of the individual clubs.

A national association of Mothers' Clubs is not encouraged at this time since it is unlikely to have representation of the local clubs and therefore may enter into agreements which are not to their advantage. All associations should be oriented in the philosophy and guidelines of the Title II program.

- j. The Mothers' Clubs should generally be responsible for managing their own finances with some technical assistance, particularly in the beginning. Funds generated by the clubs should enter into bank accounts for which club members are the sole signatories.
- k. Club sponsors should countersign withdrawals of funds simply as a means to avoid abuse by the club leaders themselves. In addition, CARITAS should encourage utilization of those funds for useful purposes to be determined by the club members themselves.
- l. Members of Mothers' Clubs should be given a course in the use of each of the Title II foods as the evaluation revealed that not all recipients had this knowledge.

## B. Primary School Feeding Program

### 1. Program Norms

#### a. Objective

The goal of this program is to improve the health, vigor, learning capacity, and nutritional status of primary school children. Introduction of nutrition education is to be encouraged. Emphasis is to be on meeting the needs of

the target groups enrolled (i.e., the undernourished and malnourished). A further objective is to assist in the establishment of school feeding as a permanent institution supported totally by indigenous resources. Particular planning emphasis should be given to a scheduled assumption of feeding responsibilities by the recipient country in conjunction with the country's nutritional plan and strategy, if defined.

b. Beneficiaries

Children enrolled in disadvantaged rural and urban primary schools.

2. The Findings

In terms of program size, primary school feeding considerably exceeds that of food-for-work, making it the second priority following the MCH programs. This is contrary to the global priorities as indicated in the FFP regulations. The suggested priorities place it after food-for-work as its contribution to development is more indirect.

A serendipitous result of this program in Bolivia has been the reduction in absenteeism along with increased vigor and interest to learn on behalf of the children. Particularly in the rural areas, many children leave home underfed and walk for miles to school. Without school lunches, students often went home for lunch and failed to return.

The program was usually initiated in the school as a breakfast consisting of a mid-morning snack of milk, frequently mixed with oatmeal and bread baked early in the week. It was found that the breakfast failed to achieve the desired objectives and the program changed to include school lunches, a more substantial meal utilizing other donated food stuffs and food which the children would bring from home.

During the evaluation, the evaluators saw schools serving both breakfast and lunch each day or an alternating program of breakfast and lunch on different days of the week. Obviously, to serve two meals a day is ideal and requires above average contributions of food by the community. This program was indeed an exception to the average seen.

On this current visit we found that as a general rule, some of the schools had reverted to school breakfasts for basically two reasons: 1) breakfast was easier to prepare and required less organization and work for the parents; and 2) the children failed to bring supplementary foods from home needed for a lunch (i.e., fresh meat and vegetables). Several of the commodities provided through Title II, particularly CSM, Bulgur, and WSB (pito) are not normally utilized for breakfasts. In those cases where only breakfast was being prepared, two things seemed to be happening with these commodities: they were accumulated in storage in the communities, or they were being distributed to take home. Neither case is acceptable.

Thus, in many cases, the program is not achieving its potential as a mechanism to enhance the nutritional status of the target group. Although the quality of the program differs from region to region, there is only minimal effort to establish the program on a permanent basis with provision of local foods. It is not tied to any developmental effort directed toward making the communities self-sufficient in the provision of food stuffs, and should this food supplement be withdrawn in the near future, virtually all of the programs would collapse immediately, with present and future children reverting to their former status of undernourishment and lower school attendance.

A few large middle-level schools perhaps could keep the program going from

the produce from their own gardens and contributions of food by the families. Again, these are exceptional cases.

Most school feeding programs are in the rural areas and many of those areas have very few staples. Without the supplements, they would have nothing resembling a balanced diet. It is probably fair to say that most school children in rural areas are undernourished and, in this sense, the program is fulfilling an important need. Because the food is prepared and consumed in the school, unlike the MCH programs, it is reaching the target population. In some cases; younger brothers and sisters come to the school to receive meals. Although this is not the norm, the target population is worthy, and these exceptions are freely granted.

a. Organization

All of the school feeding programs are managed by CARITAS with assistance from the Ministry of Education. Schools seek entrance to the program by presenting properly documented lists of recipients and signing a contract agreement with CARITAS.

There are presently some 4,800 schools with 164,000 recipients enrolled in the program, but these figures are misleading as they simply indicate the total number of schools and children who have received at least one delivery of food during the year. For reporting and statistical purposes, the number of food rations is a more accurate indicator. A high percentage of the schools do not participate during the full school year. Schools normally arrange their own transport and, for one reason or another, may not make regular pickups of rations from the CARITAS warehouse. In some cases it is because they must pay transport and the parents are unwilling to do so.

b. Preparation of Meals

Preparation of the meals is usually carried out by a group of parents on a rotating basis. Where the group is strong and well-organized this seems to work out well; in many cases, however, an absentee parent will mean the cancellation of the meal for that day. For this reason, cooks have been hired by a number of communities as a means of insuring continuity of the program and a reasonably constant quality standard in the meals. The cooks are paid by the parents.

Formerly, the teachers were highly involved in the program and in some cases still are; but in a large number of the cases there were complaints that the teachers were abusing the program by taking food for themselves. The extent of their present role today is generally one of control of inventory and distribution working in conjunction with groups of parents.

An original requirement for inclusion in the program was the existence of an adequate kitchen, oven, and utensils. While most schools seem to have some semblance of cooking facilities, there are no established norms for such facilities, and in many cases facilities are inadequate. The lack of sanitary conditions might be excused by the fact that they are no worse than those found in most rural homes. Nevertheless, the schools are public facilities providing food for large numbers of children and should maintain some minimum standards of hygiene if for no other reason than to set an example for the community.

A closely related causal factor to the non-use of the particular foods indicated above was the lack of knowledge as to their use and preparation. The evaluation found little evidence of organized efforts to teach those

persons preparing foods how to use them. Some recipe books exist, but are not widely distributed; where CARITAS employs a nutritionist, that person may go to a particular school to teach preparation if requested by the community. As a generalization, it is probably fair to say that knowledge of preparation techniques is highest in those communities having a functioning Mothers' Club.

c. Inspection

The overall deterioration of many of these programs could be diminished or alleviated by improved inspection procedures. The evaluators saw no evidence of regularly scheduled inspections. On the contrary, inspections are generally carried out according to two criteria: 1) those schools where problems are somehow reported; and 2) those schools reasonably accessible geographically. Given the number of schools, the lack of inspectors and the frequent absence of transport, probably no more than 30% of the schools are inspected by CARITAS personnel in a given year. Schools located in remote rural areas are rarely visited and consequently there is a tendency not to provide programs to those schools. Another contributing factor to their non-inclusion is the relatively high transport cost which the community must bear.

Inspections are generally carried out by any of the CARITAS staff who happen to be in the field. The larger regional offices have persons designated specifically to this task, while this function usually will be part of the Director or Executive Secretary's activities in the smaller offices.

Promotional personnel also carry out this task, but it is advisable to clearly separate the functions of inspection and promotion as they are not always compatible.

In no case did the evaluation team observe any attempt to increase inspections by utilizing non-CARITAS personnel.

d. School Gardens

One of the objectives of the program is to become self-sufficient and for this reason a former requirement for participation was the functioning of a school garden. Not only would food be produced but hopefully the children themselves would participate and learn agricultural techniques in the process.

At present very few of those gardens are functioning. There are numerous reasons given for this:

- The school year does not coincide with the agricultural cycle.
- The absence of fences to keep out livestock.
- The lack of water.
- The lack of interest and/or knowledge of agriculture on the part of the teacher(s).
- The lack of seeds and/or fertilizer.
- In the case of 1-3 grade primary schools, the children are very young for the task.

In some cases, the school rents the land to community members who farm it. The rental income is used for school expenses.

3. Noteworthy Programs

There are no regional programs which could be considered as models. There are, however, programs in specific schools which do meet the objectives. In general, the key to success appears to be a strong group of parents. Where this exists, pickups of commodities and preparation of commodities are regular and the possibility of obtaining contributions of food stuffs from

home for the school lunch program is greater.

One very highly organized urban program was observed in Cochabamba which served regular lunches mornings and afternoons for approximately 1,000 children. This program had its own cook, labeled cups for each classroom, and a well-organized distribution system. This program, however, is atypical as it is both large and urban, functions in a school managed by a highly professional staff and is subsidized by external funding.

One very interesting feature of that particular program was that its bread is baked by the Ciudad del Niño, another institution receiving Title II foods. The beneficiaries in the latter institution thus benefit doubly by learning and applying baking skills.

The Tarija CARITAS office is perhaps the most successful in the organization of school feeding programs. During the evaluation schools were visited at random in the mornings when school was in session and all were preparing some sort of meal. In almost all cases local foods were being added to Title II commodities. The Tarija CARITAS Executive Director attributes the success and interest to well organized groups of parents who actively direct the program. When schools fail to pick up their rations, the Director tries to find out why. Also, more routine school inspections are carried out in this region than in others which, in part, accounts for the success.

#### 4. General Recommendations

With an aim to increasing the development potential and the fulfillment of the school lunch objectives the following recommendations are made:

- a. Wherever possible school programs should form part of a larger development effort in the community. To this end, priority should

- be given to those communities with a functioning Mothers' Club, and/or other development activities taking place.
- b. The requirement of reestablishment of the school lunch should be stressed. Schools should be systematically inspected and advised that unless school lunches are established, the program will be terminated. A deadline should be established and follow-up visits made.
  - c. A requirement for the existence of the program in the community should be the school garden. Again, a deadline for establishment of the garden should be set and inspections made. Where deficiencies such as the lack of fences and/or water are present, CARITAS should attempt to link the community with the necessary technical assistance and, where necessary and feasible, provide food-for-work assistance as a high priority for overcoming those deficiencies.
  - d. Training should be provided to parental groups in the preparation and use of the commodities. Various training modules might be utilized depending upon the CARITAS resources available, ranging from visits to individual schools or joint sessions with participants from various schools. A requirement for program participation might be attendance at a training session by at least one active community member.
  - e. Training sessions should also be provided to teachers in cooperation with the Ministry of Education. This should take two forms: in-service education for existing teachers and inclusion of appropriate material for teacher training curriculum. Not only would this provide backup to the parents, but would augment the nutritional knowledge the parents could pass on to the children.
  - f. A training session should be held for the Ministry of Health nutritionists

in the preparation of Title II foods. These nutritionists could then take on much of the training mentioned above.

- g. Minimum hygienic standards for school food service should be established and enforced.
- h. Where feasible, intermediate sponsors (e.g. church representatives, environmental sanitation workers, extension agents of other institutions and agencies) should be incorporated into the program to be responsible for inspections, particularly in areas distant from the CARITAS office. The purpose of the inspections should not be simple policing but rather the encouragement of community development and better hygiene in food preparation.

### C. Food for Work Programs

#### 1. Program Norms

##### a. Objectives

The goal of food-for-work projects is the achievement of needed agricultural, economic and community improvements through provision of commodities that reduce both unemployment and underemployment of local workers. Priority should be given to projects which will contribute to increased or improved food supply in areas where the supply is inadequate. Projects should emphasize public rather than private benefit and be designed to alleviate the causes of the need for assistance.

##### b. Eligible Recipients

It is expected that persons who are in a low income status or who are otherwise economically needy are the principal group to engage in authorized activities. Persons may be selected for work programs from groups of unemployed or under-employed persons.

## 2. The Findings

### a. Organization

Approximately 17% of the project commodities for FY 80 in this program are handled by the National Community Development Service (NCDS) of the Ministry of Agriculture. Because storage facilities are limited to La Paz, projects are focused mainly in the Departments of La Paz, Oruro and Potosí.

Unfortunately, there was no opportunity for the evaluation team to visit NCDS projects and therefore comments are restricted to the Food-for-Work program managed by CRS/CARITAS.

The policy in most regions is to allow the communities to select their own priorities and projects. Consequently, the range of projects is quite broad. In contrast, the stated objective in Oruro is to give first priority to those projects directly or indirectly fomenting agricultural production. This seems to be a very good policy in that it attempts to utilize the food to enhance production of more food.

Two difficulties are, nevertheless, present in such a policy: first, the projects should be for the communal good, whereas, most agriculture in Bolivia is very much individual. And secondly, communal projects such as water systems and reforestation usually require technical assistance and inputs such as plants, seeds and/or materials which are difficult to obtain. The best combinations observed drew on other existing programs for technical assistance and/or materials.

In a case in Cochabamba, an agronomist was integrated into the promotional team and valuable technical assistance and linkages to other agencies was provided directly by CARITAS. This appears to be a very important step forward. The same team would like to include a construction expert to be able to more fully serve the communities and thus provide necessary technical

assistance to other Food-for-Work projects. This seems to be a very useful idea as well.

b. Inspection/Control

One of the obstacles to program expansion is the lack of personnel necessary to conduct the three required inspection visits. These visits are required, first to review the design of the project; the second visit reviews the mid point progress; and the third visit reviews the final completion. This requirement is necessary to assure proper use of commodities and the quality of the work, but takes considerable time and effort.

One advantage of combining Food-for-Work programs with other programs, such as Mothers' Clubs and school programs, is that several programs can be inspected simultaneously. In fact, most of the projects observed by the evaluators are so designed.

Another innovative method of extending the inspection link was the case of the Cochabamba office which provides an honorarium to an extension agent of another agency to inspect Food-for-Work projects. This works very successfully there.

In nearly all cases visited, community members were actively engaged in the work. The organization of the work schedule and the minimum work varies from region to region, but the evaluation team found fairly good compliance with the regulations established.

3. Summary

The Food-for-Work program is underutilized for development purposes in Bolivia. With certain adjustments it could supplant the primary school feeding program as the second priority among Title II-supported programs.

#### 4. General Recommendations

- a. A greater percentage of Title II commodities should be earmarked for Food-for-Work programs. The increase could be divided between CRS/CARITAS and NCDS, pending an evaluation of the NCDS projects.
- b. The priority should be given to projects directly or indirectly augmenting agricultural production.
- c. CARITAS regional offices should make a special effort to contact potential sources of technical assistance and materials, and attempt to link the programs with those agencies. A by-product of such a union would be shared responsibility for design and inspections.
- d. Food-for-Work projects should be encouraged in conjunction with other Title II programs to facilitate both development and ease of inspections.
- e. Arrangements should be made between CARITAS and NCDS to allow the latter to utilize storage space for commodities in those Departments where it is not presently receiving Title II foods. This might be done on a pilot basis as the program slowly expands.

#### D. Educational Development Projects

##### 1. Program Norms

Educational development projects are a sub-set of activities carried out under the Food-for-Work programs and are those which improve the self-help capability of individuals. For example, under the CARITAS Food-for-Work program, some 2000 persons per year receive community leadership training directed primarily at the women. The Government to Government program with the NCDS maintains four training centers for teaching community development skills. Such activities include, but are not limited to: literacy classes; vocational training and retraining courses; and training of the handicapped. Recipients

are persons of low-income status who are willing to participate in organized classes which meet regularly and receive guidance under the supervision of qualified instructors.

## 2. The Findings

The evaluation team saw only a few examples of the use of this category of project, but envisage great potential for its incorporation into the package of programs offered.

An extremely good use of foods for this purpose was observed in Cochabamba where the promotional team regularly visited communities with Mothers' Clubs and together with the mothers the nutritionist prepared a meal utilizing Title II foods. This was one method of importing nutritional knowledge and food preparation techniques while simultaneously attracting the husbands and other community members to the program. During the session discussions on health, agriculture, and other topics of interest would be given. This procedure in terms of the food is very cost effective.

Suggestions for other uses of this category include:

- Foods to be used in training Ministry of Health nutritionists, teachers, and parents in the preparation of Title II foods.
- Foods for use in on-going home economics classes held for low income people.
- Foods as a subsidy for low income persons from rural areas during training programs as nurse auxiliaries and promoters, agricultural extension agents and other people acquiring skills to be applied in rural areas.

Program promotion as an educational development project is becoming more

popular. Until recently, most programs focused primarily on food distribution, and ignored what is generally referred to as promotion, (the provision of inputs to enhance the quality of the programs in terms of meeting development objectives.) The Robert Nathan Associates evaluation in 1978, in fact, announced that the CARITAS programs were solely concerned with food distribution.

To the credit of CARITAS and other agencies, more and more stress is being put on promotion. Two very successful models are described in the section on Mothers' Clubs: CARITAS in Cochabamba, and the Patacamaya program in La Paz. Both programs provide useful models which can be adapted to other regions and programs.

#### E. Other Feeding Programs

##### 1. Program Norms

The institutions receiving food under the Food for Peace Program are divided in two groups: institutions for children and institutions for adults. The institutions serving children are covered under the title "Other Feeding Programs" with the following categories:

##### Other Child Feeding Program

- a) Pre-school feeding for children under six years attending nurseries, children centers, kindergartens, and similar day-care institutions where food is provided 25 days every month.
- b) Other types of child feeding programs for children 14 years old and under, in children's hospitals, boarding schools, orphanages and camps where food is provided 30 days every month.
- c) Other types of child feeding programs for children 6 to 14 years old receiving food 25 days every month in boarding institutions.

The main objectives of these programs are to reach undernourished children who may not be attending schools and are not receiving the benefit of mother and child feeding programs, and to motivate the host country to support and take responsibility for these types of activities. The priority under these programs is to feed the most malnourished and most needy children.

#### Adult Feeding Program

The adult feeding program is divided in the following categories:

- a) Institutions for adults including homes for aged, usually managed by the government or religious institutions where food is provided 30 days every month.
- b) Health cases providing food for outpatients through medical prescription, particularly patients requiring intense supplementation. In Bolivia, this activity is emphasized with tuberculosis patients.

#### 2. The Findings

The other child feeding program is managed exclusively by CARITAS and was programmed to benefit 15,000 children in 1980 or 4% of the total number of beneficiaries at the national level for all programs. The adult feeding programs are covering 7,000 beneficiaries or 1.9% of the national total. These programs hold a very low level of priority under the national program of Food for Peace.

The reduced scale of these programs facilitates an adequate management at the national level.

The evaluation team noted that this evaluation committee program, in general, is operating as programmed. The institutions visited were facing problems common to this type of institution, such as, the lack of a timely contribution

of operating funds by the government. All institutions which were visited belong to the Government of Bolivia, and are operated by the Junta Nacional de Acción Social. The government contributes \$b 21 per person per day for management, feeding and procurement of clothes for the beneficiaries. Most institutions receiving supplementary feeding are managed by religious groups.

In some cases, such as the Ciudad del Niño in Cochabamba, it was found that the combination of several FFP programs under the same management is advantageous and provides good results. This institution is the home of 200 male and female children and includes a well organized Mothers' Club operating on the premises, workshops and a hospital under construction assisted by the Food for Work program. The religious order managing the Ciudad del Niño is also operating a center for children in the Chapare region and a Mothers' Club and a rehabilitation center for children in another region. A weak point observed at the time of the visits was the lack of technical advice regarding social promotion. It appears that this is due to a lack of staff and insufficient financial resources in CARITAS. In general, the distribution of food to these institutions is carried out disregarding the analysis, approval, promotion and development activities which should be an integral part of the food program.

Another deficiency was observed in Tarija where the Dirección del Menor (DIRME) has a food distribution center, including non-Title II foods, clothes and supplies for all the institutions within the Department. The establishment is located within the premises of a home for girls, but is operated independently from the home. In this establishment Title II foods were collected from institutions with surpluses at the end of the month and were

distributed among low income persons outside of the institutions. This is a violation of the distribution system approved by CARITAS, considering that each institution should report to CARITAS any surplus at the end of the month in order to have the next delivery reduced accordingly.

### 3. Noteworthy Programs

#### a. Ciudad del Niño in Cochabamba

Title II foods are served at breakfast, lunch and supper to 200 male and female children between the ages of 1 and 17. The home is well managed by a foreign religious order which also operates a Mothers' Club on the premises. With assistance from the Food for Work program, several warehouses were built for operation of a bakery, a carpentry and a mechanical shop, all with donated equipment from West Germany. The bakery operates full time, producing bread for other institutions in Cochabamba, as well as for an outside market.

#### b. The Girls' Home in Tarija

120 girls between the ages of 7 and 18 reside in a girls' home sponsored by DIRME, but operated by the Adoratrices Missionaries. Title II foods are received for the preparation of the three main meals per day. The existing old building has been remodeled and is more than satisfactory as living quarters for the children. There is a staff of six, including three non-missionaries.

The evaluators found the premises clean and the children to have a full schedule of activities. The institution uses all the food it receives from CARITAS. Flour, rolled oats, and oil are the preferred products as they are used in teaching baking to the children. The children attend the various local schools in the afternoons and return to the home around 5 p.m. The mornings

are used for learning handicrafts and home-making skills. At night the children receive religious instruction, talks on health care, and see films on sports and current happenings.

c. Hospital Ferrocaja, Viacha, La Paz

The hospital is sponsored under the Railroad Workers Fund and is managed by the Misioneras Dominicanas de la Presentación, a Colombian religious order. The hospital has 75 beds. Title II foods are served for breakfast, lunch and supper, but cover only 40 (53%) of the total number of inpatients. The foods received through CARITAS are intended for patients requiring intense supplementation and particularly for those suffering from tuberculosis. The average number of patients in the tuberculosis pavillion is 20, with an average duration of treatment of three months.

The evaluation team noted the food is not stocked adequately and the bags are kept under the staircase lumped with other products. It was also found that there is a considerable surplus of pito. When asked about this, the woman in charge reported that this is due to the lack of information regarding its preparation and requested a listing of the calories and feeding contents of each product for medical purposes to facilitate preparation of special diets for the patients.

d. Home for Minors "Remedios Asin", Viacha, La Paz

This 34 year-old program is entirely managed by the Salvation Army. It has been receiving Title II food since the food program started in Bolivia. 45 children between the ages of 6 and 18 live at the home and are cared for by a staff of five.

The home is located in a donated building which is in need of repair. The

facility was clean and orderly, particularly the kitchen (gas operated stove) as was the warehouse where the foods donated by the Title II program are kept in covered plastic containers. Of all the products consumed, the milk and oats are preferred. The wife of the administrator is the person in charge of instructing the cook how to prepare meals. She stated that it would be convenient to have recipe booklets that explained the preparation of the Title II foods and the use of locally procured products in order to have some variation in the menus. She also stated that the children are consuming the entire volume received from CARITAS. Among the extra activities carried out in the home, are conferences regarding health care and sex education (with slides and films provided by the Salvation Army), religious teaching, music education, and carpentry. There is a well established workshop where the children are trained by a professional carpenter hired especially for this purpose. Future plans include opening the carpentry workshop for commercial activities.

All children attend school in Viacha and return to the home in the afternoon. The Government contributes \$b 21 per day for clothes, food, and schooling.

#### 4. General Recommendations

- a. Institutions should consider combining Title II programs when possible in order to obtain a multiplier effect. For example, institutions can apply for Food for Work projects to improve their facility, or they may care to operate a Mothers' Club which can take advantage of the institutions' instructional capability.
- b. Institutions should be provided recipe booklets including the various ways of preparing foods donated by the Title II program in combination with domestic products. To this end, it would be advisable to collect

the existing recipes from the various institutions in the different geographical zones of the country in order to produce a recipe book with national application. Recipe booklets should include a detailed description of the nutritional contents of the items donated by the Title II program, particularly for persons listed as beneficiaries under the "Health Cases".

- d. Increase periodic supervision of institutions by CARITAS in order to detect deficiencies and problems so as to solve them immediately.

#### IV. USE OF TITLE II COMMODITIES

The evaluation team considers use of Title II foods a topic of significant importance as the nutritional benefits obviously will not be adequate if the recipients either do not use the food, use them in a suboptimal manner, or do not like them.

In general, there exists a very good acceptance of the foods. Most recipients were aware of at least one way to utilize each commodity which presently includes white flour, bulgur, CSM, WSB, oatmeal, whole wheat, milk powder, and cooking oil.

The white flour, oil, and a portion of the milk are used to bake bread in the schools, and various breads and pastries in the Mothers' Clubs. Oatmeal and milk are utilized for school breakfasts and lunches. WSB is known locally as "pito", and is frequently put in small bags for children to eat raw as a snack or added to soups.

Whole wheat was substituted for oatmeal for much of 1980 due to a scarcity of the latter. Milling was often a problem, but many people discovered they could toast it like rice, and found it very acceptable. In the highlands, however, the cooking took considerable time and cost in fuel.

Due to the lack of familiarity, bulgur, CSM, and occasionally WSB, sometimes proved to be underutilized. Nevertheless, most groups knew at least one or two ways to prepare each. There is, however, relatively little variety in preparation methods, nor are the recipients always able to maximize the nutritional potential due to the lack of awareness of specific recipes and possible methods of combining ingredients.

To date, with some notable exceptions, very little training has been carried out in food preparation. In Cochabamba, the nutritionist carries out training both in the field and in the regional CARITAS office where seminars are regularly held. Some of the Mothers' Clubs offer classes in food preparation, led by nutritionists; nevertheless, this practice needs to be more common.

Each CARITAS regional office has made some attempt at preparing a recipe book, but distribution does not appear to be widespread. A country-wide recipe book covering CSM, WSB, and Bulgur was prepared in 1980 under a USAID contract, but the printed result is very fancy and does not encourage extensive distribution. As a result, Mothers' Clubs members do not have access to the recipes in the place where they work, their homes. Likewise, numerous other recipe books exist, but the recipes have not been tested enough to make sure they can be prepared successfully in Bolivia's diverse geography.

Several CARITAS offices do have recipes covering specific foods, and at least one makes a minimal charge to cover the costs of printing. This points out a general problem in the regional office -- the lack of funds for this type of promotional activity, and the probable duplication of effort between regional offices as there is a weak central coordination function.

### Recommendations

Most recommendations relating to food use and preparation have already been covered under the primary school feeding and educational programs. Basically, they refer to the training of people involved in food preparation and the utilization of educational projects to facilitate this process. In addition:

- a. All presently developed recipes should be collected and reviewed for

their case of use, expected results and food value. The Nutrition Division of the Ministry of Health and the Department of Food and Nutrition of the Ministry of Planning should be invited to participate.

b. CARITAS, NCDS, and USAID should coordinate efforts to put out at least one recipe book on a national level, printed as cheaply as possible, to facilitate distribution to all the ultimate users of Title II foods.

c. Recommendations as to the optimal blending of local flours with Title II ingredients should be made by USAID to maximize the nutritional value of bread. These recommendations should be included in the above recipe book.

## V. SPECIAL ISSUES

There are several specific issues which have particular relevance for the Title II program at this time. Our purpose here is not to deal with them directly, but to single them out as issues requiring much more study.

### A. Nutritional Impact

Obviously, the Title II program must be concerned with nutritional impact, but a scientific measurement at this point is too costly to undertake. Nutrition and acceptability studies have been performed in many developing countries with varied cultures.

These studies are routinely performed before new commodities are distributed overseas. Obviously, the factor that is most related to nutritional impact is food use by the beneficiary. Food use is determined largely by the acceptability of the individual food commodity, knowledge on its proper preparation, and having the necessary elements for its preparation (e.g., pots and pans, firewood for cooking)

To date, no major acceptability studies have been conducted in Bolivia. With exception of the prepared foods (e.g., CSM, WSB) the commodities arriving in Bolivia are known foods. However, the beneficiaries clearly need instruction in the use of the prepared foods to maximize their value.

There has been some questions as to the tolerance altiplano families have toward the consumption of milk when consumed alone as a beverage. The Mission will request the Department of Food and Nutrition of the Ministry of Planning to research this area.

Patterns of food use among family members is also a determinant in nutritional

impact. For example, in the Maternal Child category of beneficiaries, the mother and child under 6 years of age is the target group. Food sharing habits of the target population have shown that the Title II commodities are shared with all family members which, in the case of large families, dilutes the nutritional impact on the target population.

In conjunction with the Cooperating Sponsors, the Mission plans to implement in the near future a study of family consumption patterns of Title II foods.

#### Recommendation

Cooperating Sponsors, implementing groups and GOB entities should be encouraged to conduct simple studies to ascertain nutritional impact and food utilization patterns. Simple studies would look at the nutritional impact and other effects on members of Mothers' Clubs or school students. School attendance could be measured with and without food. Cooperating Sponsors are reminded that their own home and country offices have participated in similar programs and could share the results. PRONAC and INAN could participate in these studies.

#### B. Disaster Relief

Title II food assistance has been integrated into the Mission's Disaster Relief program in the following way. An Emergency Committee based in the capital of each Department meets once a disaster is reported in a Department. The Committee is chaired by the Prefect (Governor) and is composed of regional representatives of the Ministry of Health, Red Cross, church groups, the military and Civil Defense, and CARITAS. If the disaster involves property loss, road repairs and the like, the Committee can request Food for Work assistance from the nearest CARITAS office once a specific project has

been defined. Should commodities need to be shipped to a distant site, transportation is usually provided by the Prefect or the Civil Defense office of the Ministry of Defense.

In cases where families have lost their source of food, as in flooding, the Title II program has been able to assist with temporary food rations to the most needy. This assistance is usually complemented by Food for Work.

The Food for Work category of Title II assistance has been ideally suited to assist in disaster prevention, relief to actual disasters, and follow up.

In the case of flooding, villagers have built dikes as preventive measures.

The Mission is currently developing a procedure manual which documents more fully the steps to be taken to request food assistance for disaster relief.

ANNEX I

REGIONAL OFFICES VISITED DURING THE EVALUATION

<u>Evaluation Team Members</u>	<u>Dates</u>	<u>Regional Office</u>
All Members	Oct. 9/10, 1980	Oruro
Lee Hougen, USAID Sonia Aranibar, USAID Adhemar Pinaya, CARITAS	Oct. 14/17, 1980	La Paz
Arnulfo Peñaloza, USAID Eduardo Bracamonte, CRS	Oct. 14/16, 1980	Trinidad
John Holley, USAID Fotimo Reyes, USAID	Oct. 14/18, 1980	Potósi
Lee Hougen, USAID Adhemar Pinaya, CARITAS Sonia Aranibar, USAID Miguel Picard, CRS	Oct. 20/24, 1980	Tarija
Arnulfo Peñaloza, USAID Gerardo Arabe, USAID	Oct. 20/24, 1980	Santa Cruz
John Holley, USAID Fotimo Reyes, USAID	Oct. 20/24, 1980	Cochabamba

ANNEX II

SAMPLE DATA COLLECTION QUESTIONNAIRES

P.L. 480, Título II  
Evaluación del Programa, Octubre 1980  
Entrevistas a Nivel de Oficina Regional

Entidad: \_\_\_\_\_ Fecha: \_\_\_\_\_

Localidad: \_\_\_\_\_

Personas Entrevistadas: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Entrevistadores: \_\_\_\_\_

A. Objetivos y Metas

1. Objetivos y metas generales de la entidad regional:
2. Tiene esta oficina autonomía en establecer sus propios objetivos y metas?
3. Cómo varían los objetivos y metas de la oficina regional con los objetivos y metas de su oficina central? (Aquí queremos saber algo sobre el grado de autonomía que tiene la oficina regional).

B. Organización

1. Describa la organización (estructura) de la oficina, (Pedir organigrama o dibujar abajo).
2. Cuántos y cuáles programas maneja la oficina? (Enfocar primero los programas no relacionados con el Título II).

- a. Programas no relacionados con el Título II:
- b. Título II. (Pedir que llenen la Tabla A o anotar abajo).
- c. Cómo participa la oficina en la distribución de alimentos para emergencias (Disaster Relief)?
- d. Otras observaciones sobre los programas de la oficina.

C. Personal

- 1. Personal asignado a la oficina.

<u>Nombre</u>	<u>Título</u>	<u>Funciones</u>
---------------	---------------	------------------

- 2. Qué preparación formal ha recibido el personal en el manejo de alimentos y sobre los reglamentos del Título II?
- 3. Cuáles actividades del personal están apoyadas con manuales de procedimientos?
- 4. Recibe el personal suficiente apoyo de servicios de transporte y viáticos para cumplir con su trabajo? Qué problemas hay; recomendaciones para mejorar esto?
- 5. Cuáles son las áreas de adiestramiento más necesitadas por el personal?
- 6. En qué áreas de trabajo se necesita más personal y por qué?

D. Programación

- 1. Explique el proceso de programación que se usa para áreas de trabajo relacionado con el Título II como también el no relacionado con el mismo. (Es una programación de arriba hacia abajo o de abajo hacia arriba? Se puede estipular el número de beneficiarios por categoría del Título II?)
- 2. Cómo se podría mejorar el proceso de programación de alimentos?
- 3. Generalmente se cumplen las metas programadas? Por qué?

E. Distribución de Alimentos

1. Cómo llegan los alimentos a esta región?
2. Para las distintas categorías de beneficiarios, cómo se distribuyen? (Quién paga los fletes al punto de destino).
3. Cuáles son los medios de transporte que tiene la oficina y para qué los utilizan?
4. Disponen de gasolina y mantenimiento?
5. Inspección del almacén. Está ordenado y limpio?
6. Está al día el inventario de alimentos?
7. Hay seguridad de que los beneficiarios puedan preparar los alimentos correctamente? Cuáles son los pasos específicos que la oficina toma para educar a los beneficiarios en el buen uso de los alimentos?
8. Cómo y con qué frecuencia se realiza la supervisión de las diferentes categorías de beneficiarios? (Ver ejemplos de informes de supervisión).
9. Cuáles son los alimentos más aprovechados por los beneficiarios?
10. Cuáles son los alimentos menos aprovechados?
11. Qué sugerencias se pueden plantear para mejorar los programas de alimentos?

F. Finanzas

1. Tiene suficiente presupuesto para llevar a cabo el programa planeado para la región? Cuáles son los ítems que le faltan?
2. Llegan a tiempo los fondos para sueldos y viáticos? Qué problemas existen?
3. Para qué están destinados los fondos provenientes de la venta

de envases?

4. Cuánto se cobra por beneficiario o familia que participa y a dónde están destinados estos fondos?

TABLA A - DISTRIBUCION DE ALIMENTOS

OFICINA REGIONAL: \_\_\_\_\_ AÑO \_\_\_\_\_

PROGRAMA	BENEFICIARIOS		ALIMENTOS	
	No.	% del Total	No.	% del Total
Materno Infantil				
Pre-Escolar				
Escolar				
Otros Niños				
Alimentos para Trabajo				
Instituciones - Adultos				
Casos de Salud				
Total				
Toneladas Métricas				

PREGUNTAS SOBRE PROGRAMAS INDIVIDUALES DE BENEFICIARIOS

- Tipo de Programa y cobertura (valor o volumen de alimentos)
- Objectivos
- Beneficiarios
  - (Target group)
  - Miembros actuales y edades
  - Número
- Cuáles son las condiciones de elegibilidad?
- Cuándo se formó el programa?
- Por cuánto tiempo están los miembros?
- Frecuencia de reuniones y/o actividades
  - Con qué frecuencia?
- Descripción del programa
  - a) Actividades
  - b) Quién lo hace?
  - c) Apoyo de otros programas
  - d) Innovaciones
  - e) Planes futuros
- Liderazgo
  - a) Cómo es elegido?
  - b) Quién es o quiénes son?
  - c) Qué formación tienen?
- Uso de alimentos
  - a) Cómo los usan?
  - b) Adiestramiento - por quién? con qué frecuencia?
  - c) Qué alimentos prefieren?
  - d) Cuáles les gusta menos?

- Cómo se hace la recepción
  - Solicitud
  - Transporte
  - Distribución
- Qué pasa si no cumplen con el pedido desde la oficina regional?
  - Cobran igual?

FOOD FOR PEACE  
IMPROVING NUTRITION AND PROVIDING  
INCENTIVES FOR DEVELOPMENT

EVALUATION OF THE  
P.L. 480, TITLE II PROGRAM  
IN BOLIVIA

<u>Cooperating Sponsors</u>	<u>Implementing Groups</u>
Catholic Relief Services	CARITAS Boliviana
CARE	Junta Nacional de Acción Social
Government to Government	National Community Development Services

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CHAPTER VI. PROGRAM ADMINISTRATION  
CHAPTER VII. SUMMARY OF RECOMMENDATIONS FOR IMMEDIATE ACTION

Health and Humanitarian  
Assistance Division

USAID/BOLIVIA

December 30, 1980

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VI. PROGRAM ADMINISTRATION

As a program audit was conducted in April of this year, this evaluation has tried to avoid duplication of that effort and has only touched lightly on administrative issues. There are, however, a number of observations that are worth pointing out in general terms, most of which will require more detailed study for their resolution.

A. Agency Relationships

The most striking feature of the FFP organization is the number of layers of principal actors and their relationships. They include USAID, CRS/CARITAS, CARE/Junta for Social Action, and NCDS. (See organization chart on page 2). The principal problem in this complex structure is the role of the Cooperating Sponsors CRS and CARE, vis-a-vis the respective implementing agents CARITAS and the Junta, respectively.

CRS and CARITAS carry on a symbiotic relationship, but the role of CRS is not presently well-defined. Part of the problem is historical. CRS was the distribution agent, as well as the Cooperating Sponsor, from 1955 to 1970. From 1970 on, it moved more and more into other programs of social development and transferred responsibility of the Title II program to CARITAS. Gradually CRS became less and less involved in Title II activities until recently, as the Cooperating Sponsor, they decided to regain some control over the program. Obviously, such a move was bound to cause some friction, particularly because the CRS staff was new and relatively unfamiliar with Title II programs. In fact, their client CARITAS had more knowledge of the program than did the CRS staff who were to supervise them.

The roles are now openly discussed and will in time no doubt be clarified;

however, one significant deficiency will continue to hinder significant progress in this area, that is, inadequate CRS staff assigned to the Title II activities.

Paragraph 211.5 (b) of the Title II regulations specifically states that "Cooperating Sponsors shall provide adequate supervisory personnel for the efficient operation of the program, including personnel to plan, organize, implement, control, and evaluate programs involving distribution of commodities, and in accordance with AID guidelines, to make internal reviews, including warehouse inspections, physical inventories and end-use checks." CRS presently has one person assigned to monitor the large CARITAS program for about 10% of his time, and that person has no prior experience or training in the management of food programs. Furthermore, he has frequently expressed his doubts about the utility of the program. The normal procedure, then, is for CARITAS to pass all required reports to USAID through CRS with little or no input from the latter. The reverse is also true with CRS simply passing down all requests from USAID with often no comment. Little supervision and guidance of CARITAS is provided by CRS.

Under the present staffing pattern, program implementation could probably proceed adequately if CRS could accept its inability to effectively monitor the program, allow more direct communication between CARITAS and USAID, and act in a more consultative role to CARITAS. But such is not the case. CRS desires more influence and control, notwithstanding the fact that it does not have the capability to provide necessary inputs.

A good example of this dilemma occurred during the preparation of the FY 80 AER. CRS would not permit CARITAS to increase the number of beneficiaries in the program over the total number for the previous year. CRS stated they

wanted to see the quality of the program improve. CARITAS, however, states they received no written information on what specifically was meant by "improving the quality of the program". CRS stated to USAID that it was concerned with lax program inspections and poor promotional efforts. Nevertheless, these concepts were not transmitted effectively to CARITAS, nor did there appear to be any concrete assistance given by CRS to CARITAS to improve the situation.

Obviously, the lack of clarity of roles has also affected the functioning of the USAID/FFP Office which consequently spends an inordinate amount of time and energy working with CRS to reach CARITAS and sorting out the relationships between the two.

Recommendation:

CRS should be required to comply with the Title II regulations to the satisfaction of USAID, by providing a staffing pattern sufficient for carrying out whatever role is agreed upon. Failure to do so should result in the cancellation of CRS as a Cooperating Sponsor.

E. CARITAS Personnel

With some exception, the evaluators found the CARITAS personnel relatively motivated and functioning very much as teams, each with specific functions. No job descriptions exist, nor do up-dated organizational manuals. The latter are necessary in terms of on-going functions which need to be carried out correctly.

The actual capacity of each person to carry out his/her assigned function varies considerably and is frequently closely related to the training and experience they have. There is practically no effort to carry out in-

service training, and consequently a number of individuals are limited by their own lack of knowledge with regard to their assigned functions, or even the origin of the Title II program.

This becomes particularly important when the person in question is a Regional Director. The existing regional offices are autonomous and normally reflect the capacities and interests of the Regional Directors, and hence their great variation. Obviously to improve some of the weaker programs, more support from the CARITAS central staff is required, along with specific training for some of the Regional Directors and the regional staff.

During 1980 the Ministry of Health agreed to pay the salaries of the majority (about 100) of CARITAS field staff personnel. In fact, most are presently on the Government payroll and do receive their salaries, although several weeks following each pay period. One related problem, however, is that the GOB job classifications placed at least some of the CARITAS staff in salary brackets considerably below what they were earning previous to the change over. They are obviously dissatisfied, although because there is little alternative employment none seem to have quit or be slacking off as a result.

Now that the Government is paying most of the salaries, CARITAS is able to allocate proceeds from beneficiary contributions to program promotion. At the time of this evaluation, the Regional Directors were in the process of hiring at least one promoter per region to assist with improving program content.

A note on selection of promoters is worth mentioning: one advantage of

CARITAS recruiting new promotional staff from other agencies such as the Regional Development Corporations or the Government ministries is that staff do have and maintain their contacts with their former colleagues. The promotional team in Cochabamba benefits significantly from this advantage in terms of cooperation and coordination with other regional entities.

Recommendations:

A series of in-service seminars in program management should be arranged by the CARITAS Central Office for its Regional Directors. The Regional Directors themselves could take on responsibility for teaching each other in areas where they are reasonably strong.

C. Programming

The current procedure for programming the quantities of foodstuffs to be distributed between the various regions and between the different subprograms is straight forward. The CARITAS central office prepares a proforma distribution plan based on the previous year's experience and the Regional Directors are called together to make minor adjustments (1-5%). The proposed plan is then passed on to CRS which normally approves it and forwards it to USAID. This process, which minimizes the real participation of the Regional Directors and ignores the consumers entirely, is not functioning well.

For the last several fiscal years CRS/CARITAS has not been able to use at least 35-40% of the amount of foods planned in the AER. We feel this is due more to poor planning (forecasting) than to poor internal distribution of food stocks. Part of the cause of poor planning is due to the limited role of the Regional Director in the planning process. By limiting the role

of Regional Directors the process allows them to avoid the difficult task of thinking through these programs and taking responsibility for the results. In addition, we sensed a feeling of frustration and resentment on the part of the Regional Directors in not being given a greater hand in defining the general structure of their programs. Assuming the capacity for taking on this role, such a desire would appear to be positive in the sense of investing them with real managerial responsibility. Nevertheless, such participation would be a double-edged sword unless well-defined guidelines reflecting national policy were also present. A particular Director might, for example, opt to focus entirely on school feeding as being the program generating the most capital to support future promotional activities, to the detriment of other programs.

Once the relative quantities are established, it is relatively difficult to shift food between categories. In the Bolivian context, this lack of flexibility attains importance in the school program where schools are frequently closed by strikes and political problems making utilization of the full quota difficult. Shifts between programs within a region are in fact permitted, but the system of approvals is such that the normal delays are three months in duration, minimizing the effectiveness of such a move, and discouraging Regional Directors from pursuing adjustments.. The results are not surprising: relatively low achievements within the overall quotas.

#### Recommendations

1. The programming procedure should be altered to allow more participation on the part of the Regional Director. Specifically, the central level should establish programming guidelines including the approximate size of each subprogram. The Regional Directors should then prepare their yearly plans

based on the guidelines and then meet to make adjustments.. Obviously, the process must be timed to meet existing submission deadlines.

2. As a regular part of the programming process, the Regional Directors should submit a mid-year plan to the central office requesting adjustments in their program allotments. Adjustments should be justified and approved in an effort to achieve national program goals. This exercise would provide the central office the opportunity to discuss program emphasis and implementation with regional offices, as well as offer the possibility of shifts of allocations between regions and subprograms.

3. CRS/CARITAS, in consultation with USAID, will have to completely revise the method used to forecast the amount of foods requested in the AER as the amounts requested are too high compared with actual food utilization.

#### D. Accounting and Information

Here, again, it was observed that wide range of variations in the capabilities of each regional CARITAS office to monitor and control its programs exist. The Cochabamba office has highly organized records and a reporting system which serves not only to monitor the process of food distribution but, to some degree, the quality of the program inputs as well. The Oruro office, through long experience, has a good records system for the purpose of fulfilling external requirements; a number of other offices are less organized, more than anything else reflecting the administrative capacity of the director.

One result of this variation is the difficulty of compiling information on the central level. For this reason a large number of required reports are continually delinquent.

In addition, little evidence of adequate and standard program indicators exist which provide meaningful measurements of program activity. An example of such an indicator is child-months served for the primary school program which gives a more accurate picture of activity than the number of schools or children served. Likewise, graphics could be developed and serve as useful managerial checks.

#### Recommendations

1. The CARITAS national office should, with the assistance of well-organized regional offices, develop a standard accounting system which would yield useful managerial information beyond that required for external reporting. It should also assist the regional offices in implementing it. Such a system should include a series of continuous graphs showing program changes, and incorporate meaningful program indicators.
2. All reports required in the FFP reporting system should be brought up to date.

#### E. Supervision of the Regional Offices

Formal supervision of CARITAS regional office activities by CRS is practically non-existent.

Subsequent to the evaluation, USAID was told by a CRS employee that CRS and CARITAS were basically the same organization, hence CRS saw no need to oversee the CARITAS function.

Supervision of the regional offices by the CARITAS-Central Office is minimal, and according to feedback from the regional offices, only punitive in nature. Rather than working with the regional offices in order to improve their

functions, the attitude is apparently one of policing. As a result, at least some of the offices do not appreciate visits from the inspector. Nevertheless, all the offices the evaluators visited would greatly appreciate more positive support and help. Regional offices demonstrated great interest and cooperation in ways of improving the program.

#### Recommendations

1. CRS should spend more time in the field in an effort to understand the programs for which it is a Cooperating Sponsor. Furthermore, CRS should organize a formal schedule of periodic supervision visits and end-use checks, the results of which should be shared with CARITAS and USAID on a regular basis.
2. The CARITAS central office with assistance from CRS should establish a series of priorities in areas in which regional offices are weak, perhaps based on this evaluation, and set about to help Regional Directors improve their programs in the field.
3. CARITAS Regional Directors should each draw up a series of areas in which they would like technical assistance. The Central Office should attempt to respond to those requests.
4. If possible, all persons engaged in the supervisory function, including Regional Directors should participate in a course on the techniques of supervision. Hopefully, then supervision would move from pure policing actions to one of teaching.

#### F. Transportation

Regional offices require transportation for three purposes: food delivery, supervision, and promotional activities. This transportation is provided

in various ways, sometimes with program vehicles assigned specifically to each function, but more often by doubling-up functions and thereby, for example, using one vehicle for promotion and supervision in a given area.

While it is possible to carry out much of the supervisory and promotional activities utilizing public transportation, it is hardly ideal, as such transportation is normally slow and either unscheduled or subject to inconvenient schedules. In this sense it is not very cost-effective. Yet, it is recognized that promotional activities cannot come to a standstill for the lack of a vehicle.

#### Recommendations

1. Each CARITAS regional office should have as a minimum, one vehicle (in addition to a vehicle for food transportation, if required), and that vehicle should not be utilized as the personal vehicle of the Director, but be assigned principally to support the inspection and promotional functions.
2. The local Diocese should be allowed to loan money to the CARITAS office to finance the purchase of such a vehicle. The terms of such a loan would be a matter to be settled between them with the approval of the CARITAS Central Office.
3. Adequate funds should be budgeted in each region for vehicle operating expenses and maintenance.

#### G. Food Storage

In most CARITAS offices and in the single CARE warehouse visited, storage was adequate. One exception was the CARITAS storage in Potosí which is scattered all over the city making deliveries and control difficult. This is particularly important as Potosí is the transfer point for commodities

for Sucre and Tarija. Another potential problem will be in Trinidad when it is designated as a port of entry and the volume of food increases dramatically.

#### Recommendations

1. New warehouse facilities should be constructed in Potosí and Trinidad. The finances could come from an Outreach Grant.
2. Wherever possible, warehouse facilities should be shared between the various Title II implementing agencies.

#### H. Supplies Control

In some regions the supply control system is well-organized and very tight. In others, neither the Director nor his staff are aware of proper supply control methods, and consequently do the best they can, although somewhat ineffectively. In no case was a supply system manual observed.

#### Recommendations

1. A standard supply system should be developed, probably utilizing the best well organized Regional CARITAS Offices as examples.
2. The CARITAS Central Office should continue to assist the Regional Offices in setting up the system, including training regional staff in supplies management.

#### I. Sale of Containers

Much discussion has taken place related to the utilization of empty Title II containers to finance program elements. While this may be possible, the accounting is somewhat complicated and a special system unjustified.

Different pricing policies for the containers in different regions, apparently

based on the local market price, was observed.

The simplest and most logical approach to the disposal of containers was observed in Cochabamba. First of all, the price of all containers is charged directly to the recipients. The Mothers' Club or group of beneficiaries may distribute them or sell them to community members as they wish. They may also return the containers for a refund to a particular CARITAS employee who as a private individual buys them with the proceeds going to CARITAS operations. In practice, however, most surplus containers are usually purchased by someone in the community who then resells them in the market.

For purposes of accounting, funds received by CARITAS from the sale of the containers are listed separately as one item of income, but no attempt is made to separate the use of these funds from other expenses.

#### Recommendation

The CARITAS Central Office should establish a sale price for each container type, and the regional offices would then sell the containers in all cases to the recipients, who as the owners of the containers are free to dispose of them as they see fit. CARITAS would re-purchase the containers if the beneficiaries so desired and from the final sale to other parties, CARITAS would add to their operating funds, under the category of beneficiary-generated funds.

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## VII. SUMMARY OF RECOMMENDATIONS FOR IMMEDIATE ACTION

REQUESTED ACTION	DUE DATE
<u>Mothers' Clubs Health Program</u>	
CRS is responsible through CARITAS for the performance of all Mothers' Clubs who receive Title II commodities from CRS whether these clubs receive technical or program assistance directly from CARITAS or other entities (i.e., Ministry of Health).	
1. CRS/CARITAS should review all operating Mothers' Clubs in all regions of the country to make sure that they are receiving adequate technical and program assistance.	12.31.81
Furthermore, each club should be requested to present a program plan on a yearly basis stipulating the topics to be presented at each club meeting and the activities of the club for that period. No more than one meeting per month should be dedicated to food distribution and the remainder of the time (3 meetings per month) should be dedicated to educational, health or developmental efforts under the supervision of CRS/CARITAS or an agreed upon technical assistance group (i.e., Ministry of Health).	12.31.81
2. CRS/CARITAS should submit to the USAID, Food for Peace Office an up-dated list of all Mothers' Clubs in the country and indicate which organizations will provide	

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technical or program assistance to them on a regular basis. USAID should also receive at this time six-month sample program of activities for a representative group of clubs in each region.

12.31.81

After the due date, clubs which do not receive regular technical or program assistance and who have not presented program plans will not be eligible to receive Title II commodities.

Continued

3. In the case of Mothers' Club supported by the Nutrition Division of the Ministry of Health, CRS/CARITAS is requested to verify that these clubs have received regular program assistance over the last 6 months ending on August 31, 1981. Where it is found that no or irregular support has been given, these clubs shall not have to make any further payments to the Ministry of Health as no services have been received. The Ministry of Health may have these clubs reinstated only after they demonstrate their capability to support the club as demonstrated by a six-month program plan of activities as stipulated in Recommendation 1, above.

Clubs that will no longer be supported by the Ministry shall pass to CRS/CARITAS responsibility for program support.

11.30.81

## REQUESTED ACTION

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<p>4. In the preparation of the list of Mothers' Clubs in Recommendation 1, above, CRS/CARITAS is requested to verify that all listed club members meet the eligibility criteria to receive food.</p>	6.30.82
<p>5. USAID requests from CRS/CARITAS a plan and schedule for supervising the administrative and program compliance of the Mothers' Clubs by each regional office.</p>	11.30.81
<p>6. CRS/CARITAS is requested to submit to USAID a Statement based on thorough verification that each Mothers' Club is in possession of its own funds and that clubs in Tarija, La Paz, and other cities have had their funds returned to them by the Ministry of Public Health.</p>	10.31.81
<p>7. USAID requests CRS/CARITAS to provide a copy of its program for instructing members of Mothers' Clubs in the use of Title II commodities.</p>	12.31.81
<p>8. One of the very positive contributions to the Mothers' Club by the Division of Nutrition has been the application of growth charts to detect malnutrition in the children. The evaluators learned, however, that this valuable screening is not carried out regularly and in some cases an entire year has gone by between applications. Because this is a valuable service to the club members, USAID is requesting that <u>all club members</u> be instructed in the application of growth</p>	

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charts. USAID requests CRS/CARITAS to present a plan for the incorporation of the use of growth charts in all Mothers' Clubs.

12.31.81

9. CRS/CARITAS is requested to make the necessary arrangements with the MOH and other entities so that at least 50% of children ages up to 6 years of age enrolled with their mothers in the Mothers' Clubs receive all the immunizations prescribed for their age group to reach 100% during FY 83. A plan to carry out this vaccination campaign should be presented on the due date and implemented within six months thereafter.

9.30.81

10. CRS/CARITAS is requested to establish guidelines (with schedules for execution), that instruct Mothers' Clubs on the appropriate use of the beneficiary contributions. Specific goals should be established on the use of these funds and technical assistance should be provided to each club on the selection of their investments.

12.31.81

Food for Work

Potential duplication of the food deliveries to a single project from two or more programs exists, because no coordination efforts have been made

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<p>in co: re e. Pr in Ed wi pr th</p>	<p>between CRS/CARITAS, NCDS and the UN/World Food Program.</p> <p>CRS/CARITAS, NCDS, and the UN/WFP should develop a sound coordination system to avoid duplication of food deliveries by a formal exchange of information prior to the final approval of a new project.</p>	<p>9.30.81</p>
<p><u>Admin</u> 1. Fo been role tion the t ments (incl and f will CRS f regul bilit 2. Cl job and</p>	<p><u>School Feeding</u></p> <p>1. CRS/CARITAS should present to USAID the following documents by the date specified:</p> <p>a. Inspection plan and schedule showing when each school will be visited.</p> <p>b. Educational plan indicating how teachers and community members will be instructed in the use of Title II commodities available to the school feeding program.</p> <p>c. Inventory of all schools receiving Title II foods and indicate which prepare breakfasts or lunches. For those schools that only prepare breakfasts, indicate what steps are being taken to encourage them to start a school lunch program.</p> <p>d. The food rations for the School Feeding program are based on a lunch program causing certain commodities to remain unused when the schools serve only a breakfast. CRS/CARITAS should, after taking the inventory requested</p>	<p>3.31.81</p> <p>12.31.81</p> <p>4.30.82</p>

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## REQUESTED ACTION

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al/operations manual that states by whom and how the Title II program shall be implemented at each level. The operations manual should contain clear procedures for handling the routine management functions in the program. A copy of the job descriptions and operations manual should be submitted to USAID.

3.31.82

3. Once CRS/CARITAS have defined their respective functions and areas in need of program strengthening, CRS may submit a request for funding under an Outreach Grant. If requested, the Outreach Grant should be submitted in conjunction with the FY82 AER.

9.30.81

4. CRS/CARITAS should completely revise their current commodity planning and forecasting procedures as the amount of commodities requested in the last three AERs have not reflected the actual performance of the program. A new commodity planning (or programming) system based on projected numbers of beneficiaries by categories should be developed. The planning system should establish performance targets for each regional office against which the progress of each office can be measured. It is recommended that the regional offices have substantial input into the planning system. USAID and CRS/CARITAS should agree to a new planning system and have it operational by the due date. The

## REQUESTED ACTION

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FY 82 AER will be developed using the new planning procedures.

9.30.81

5. The Operation Plans that USAID has received from CRS in the recent years have been somewhat superficial and do not address the specific program content of the different beneficiary categories; that is, what will the beneficiaries gain from their participation and how will the program be implemented. USAID requests that up-dated Operations Plans for each beneficiary category be presented with the FY 82 AER.

8.31.81