

CLASSIFICATION
 PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE PL-480 Title II Program and Outreach Grant - CRS/Sudan.			2. PROJECT NUMBER N/A	3. MISSION/AID/W OFFICE USAID/Sudan
5. KEY PROJECT IMPLEMENTATION DATES			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>650-82-04</u>	
A. First PRO-AG or Equivalent FY <u>80</u>	B. Final Obligation Expected FY <u>83</u>	C. Final Input Delivery FY <u>83</u>	<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION 6. ESTIMATED PROJECT FUNDING A. Total \$ _____ B. U.S.* \$ <u>1,248,771</u>	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>June, 1980</u> To (month/yr.) <u>March, 1982</u> Date of Evaluation Review <u>April, 1982</u>	

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
1. CRS and MOH will conclude and sign Central Working Agreements.	CRS: TMulherne MOH:	22 April, 1982
2. Resumption of Food Distribution Program in Khartoum province.	CRS: TMulherne	3 May, 1982
3. Revision of FY 1982 and FY 1983 Recipient Levels.	CRS: RMulherne	26 April, 1982
4. Program expansion in years two and three of the outreach grant will be changed from new provinces to provinces in which the program is already operating.	CRS: TMulherne	26 April, 1982
5. Recommendation for second year funding under outreach grant transmitted to AID/Washington.	USAID:GELeinen AR/FFPO:RKidd	8 May, 1982
6. USAID/S and CRS/S will closely monitor the arrival and transport of commodities at Port Sudan to assure adequate storage facilities are provided and Bellmon Amendment requirements are met.	USAID:GELeinen CRS: TMulherne	ongoing

* Requests authorized funding level under the three-year outreach grant.

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input checked="" type="checkbox"/> Other (Specify) <u>Multi-year operational plan, FY 82 AER</u>
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input checked="" type="checkbox"/> Other (Specify) <u>Outreach Grant.</u>
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.	<input type="checkbox"/> Continue Project Without Change
B.	<input checked="" type="checkbox"/> Change Project Design and/or <input checked="" type="checkbox"/> Change Implementation Plan
C.	<input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Robert Kidd, AR/FFPO/Nairobi
 Gary E. Leinen, Public Health Advisor, USAID/Sudan
 Tom Mulhearn, Director, CRS/Sudan
 Alawia El Amin Mohammed, Nutrition Division, MOH
 Arlene O'Reilly, Evaluation Officer, USAID/Sudan

12. Mission/AID/W Office Director Approval

Signature	Arthur W. Mudge
Typed Name	
Date	

SUMMARY OF PL 480 TITLE II
CRS/ SUDAN PROGRAM EVALUATION - 15-25 March 1982

INTRODUCTION: To accomplish the scope of work, the review team examined a broad range of the use of PL 480 Title II commodities imported under the CRS sponsored Maternal Child Health Project in Sudan: its history, objectives, resources, accomplishments, relationships with the host government and its responsibilities in meeting USAID/Sudan and CRS/Sudan obligations under US Public law 480. A draft was initiated by the Assistant Food for Peace Officer, Regional Economic Development Service Office, East Africa, (REDSO/EA), Nairobi. The draft has been circulated to principle officers of the review team. The review in its final form reflects the views of the team.

In general, the review team finds that positive, dedicated and motivated attitudes prevail in the relationships between the host government, the voluntary agency (CRS), the staffs of the Ministry of Health, maternal child health/nutrition clinics, and the USAID Mission. The review team believes that CRS has the resources and capability for carrying out a viable health and nutrition education program in partnership with the Sudanese Ministry of Health, Nutrition Division. Both CRS and the GOS/MOH, Nutrition Division reiterated the view that a nutritional education program was the program's central objective and that an unstructured, undefined food distribution program was to be avoided. Despite the positive responses to a great majority of the issues addressed in the scope of work, two issues, (mutually acceptable working agreements and progress under Outreach) jeopardize effective implementation of the CRS PL 480 Title II project in Sudan.

SUMMARY OUTLINE:

- I. Authority. AID Reg. 11; 211.5.C.
- II. Past Reviews. Summarizes four major reviews of PL 480 Title II activities in Sudan. Of all of these reviews only one, the internal review of July 1980, had an open issue - i.e. the scheduled internal review at the end of the first year of Outreach (Aug. 1, 1980 through July 31, 1980, extended to 30 June 1982).
- III. Background For Present Review. Sets forth an explanation of why the review team could not include a technical nutritional impact in the scope-of-work. The review herein addresses Action Element No. 1 of PES 07, July 1980, the objectives to be evaluated at the end of the first year of Outreach.
- IV Issues Identified in Review Scope of Work, March 1980. (Summarized)
 1. Concluding working agreements.
Findings. CRS is reluctant to accept GOS/MOH counterproposals to the CRS draft, Central Working Agreement. If CRS decides that the GOS/MOH counterproposals preclude adequate monitoring responsibilities, and a mutually acceptable Working Agreement is not concluded by 22 April, 1982, AID/W should be advised that USAID/S recommends withholding further funds under the Outreach Grant.
 2. Review of issue of recipient contributions.
Findings. General accord has now been reached that 75 PTS per ration may be levied to cover administrative/inland transport costs. Reluctance to agree to this issue on the part of MOH had resulted in CRS suspending distributions in Khartoum province in July, 1981. This suspension has resulted in a 50-60% reduction in the volume of CRS PL 480 commodity distributions during FY 82, thus restricting contributions and progress toward self-sufficiency. Participant contributions remain the most viable mechanism for attaining program self-sufficiency and are now endorsed by the Minister of Health as a means of Community Participation to be encouraged and fostered in all areas of health care
 3. Outreach specified expansion into two additional provinces during FY 82 & FY 83.
Findings. Transportation costs into Darfur and Kordofan provinces would exceed the cost factor now built into the recipient contribution schedule (.75 PTS, recently moved up from .50 PTS). The review team therefore, considers it reasonable for CRS to achieve the approved FY 82 and FY 83 recipient levels by extending services only in provinces where program infrastructure already exists.

4. Health Center's Operations and Records Systems.

Findings. Extensive visits comprising a representative sample of operational MCH centers were not made during this review. CRS and USAID/S should increase the frequency of on-site visits to centers participating in the nutrition program. Two centers in Khartoum Province, one public and one private, were visited. At both clinics the CRS Growth Surveillance system was being utilized and weights recorded and charted. At the private center visited PL 480 Commodities were being correctly distributed and commodity storage and accountability were outstandingly good.

5. Nutrition/health education component, dietary effectiveness, and other non-food elements of the Program.

Findings: Teaching of nutritional precepts and diagnosing specific individual nutrition problems were marginal. The 5 kilo food ration is a definite incentive for attendance. Obtaining a ration of any higher nutritive value than the one now being distributed is next to impossible because the higher potency foods are being withdrawn from distribution due to cost. Several possibilities for program improvement were tabled by the review team. These possibilities ranged from the somewhat abstract (improve college level nutritional curriculum) to the practical (invite participation of CRS/Nairobi in effecting program improvements).

6. Role of MOH/CRS Food and Nutrition program in carrying out objective of MOH.

Findings. CRS is capable of assisting the MOH in focusing on lower economic strata in Khartoum province. CRS offers and education program that addresses MOH objectives.

7. CRS Records and Reporting System.

Findings: CRS maintains ledgers and books that can account for PL 480 commodities from the quantity certified on a Bill of Lading issued in U.S. through final distribution to the individual recipient. The system, as prescribed by CRS, is in place. Account ledgers are scrupulously monitored by the CRS Commodity Management Officer. Books are open for audit, although an audit was not part of this review.

8. Review of 18 actions and recommendations listed in the June 1980 evaluation.
Actions/recommendations/findings:

1. Evaluation of first year's implementation: under the Outreach Grant this was the only open Action; this report is intended to satisfy this Action.
2. A written agreement between MOH and Sea Ports Corp: None obtained; none necessary; problem resolved.
3. Government Cargo Agent to make written agreement for clearance of CRS shipments: None obtained; none necessary; problem resolved.
4. CRS shall provide a Commodity Management Officer: Resolved.
5. Provinces shall provide adequate storage facilities: Resolved.
6. Provinces shall authorize recipient contributions: Reported to be resolved, but system can not be fully tested until tried in Khartoum Province.
7. CRS will train health center personnel: Training is taking place.
8. CRS to reorganize office of Program Supervisors. Resolved.
9. CRS will establish a Commodity Management Office. Resolved.
10. CRS to provide two roving monitors: two were employed, however, soon after the June 80 recommendation, one was released for cause. Recruitment is ongoing for the second position.
11. CRS will provide commitments of funds: Resolved.
12. CRS will submit a Multi-Year operational Plan: Resolved, but needs revision.
13. CRS will submit a three-year Outreach Proposal: Resolved.
14. AID/W will approve Outreach: Resolved.
15. USAID approves CRS/FY 81 first quarter call forward: Resolved.
16. CRS/NY shall assure that funds are deposited to CRS/S account as an advance against Outreach: Resolved.
17. CRS/NY will assign a Program Assistant: Resolved.

18. CRS/NY will submit their annual internal review one month prior to submission of FY 82 AER. USAID intended to say "audit" instead of "informal review". CRS/S has provided a copy to USAID/S.

9. Are Bellmon Amendment requirements being met.

Findings. Yes. USAID/S should continue to monitor the CRS program, to provide Mission endorsement of quarterly call-forwards which comment routinely on Bellmon Compliance.

I S S U E S

Issue No. 1 The CRS/Sudan program remains under suspension in Khartoum province. The program was suspended in July, 1981 over the issue of participant contributions. This issue was addressed by USAID, GOS/MOH and CRS and resolved by the Minister of Health who provided approval for the collection of participant contributions and encouraged this as a form of community participation. CRS and the Ministry of Health have been negotiating new working agreements that, if concluded, would lead to the resumption of activities in Khartoum Province. It should be noted that the issue of recipient contribution arose when responsibility for the CRS program was transferred from Khartoum Province to the central Ministry of Health under the decent realization program.

Recommendation: That CRS and MOH conclude acceptable working agreements by 22 April, 1982, informing USAID/Sudan that agreements have been signed with assurance that the MCH program will begin operations in Khartoum Province by 3 May, 1982. In the event that mutually satisfactory working agreements are not concluded by this date, USAID will reassess its participation in the program and inform the MOH and CRS of its position.

Issue No. 2 CRS/Sudan has neither attained the FY 81 proposed level of 63,000 participants per month nor expanded the program to ten additional MCH clinics, as called for in the first year of the Outreach Grant.

Recommendation: That second year funding under the Outreach Grant not be approved until CRS/Sudan provides USAID/Sudan with assurances that projected levels of participation can reasonably be attained. The levels, as projected in June 1980, will require modification for the remaining period of Outreach, i.e. FY 82 and FY 83.

I. AUTHORITY: AID Reg. II, 211.5.C.

This evaluation may be used by CRS as an internal review.

II. PAST REVIEWS.

- A. Airgram A-59, 24 September 1977, provided a comprehensive review of the PL 480 Title II Maternal/Child Health activities under the sponsorship of CRS/Sudan. The report endorsed CRS participation in a GOS implemented health/nutrition program consisting of 15,000 pre-school children in 40 centers, mostly in the Khartoum area.
- B. PL 480 Title II activities for the period 1977 to February 1980 were covered in Audit Report No. 3-650-080. The Audit Report is on file, with Mission comments, dated 24 May, 1980. Title I and Title III activities were also included in the audit. One recommendation concerned Title II activities and its resolution is not germane to the scope of this review.
- C. CRS performed an internal audit covering the period April 1976-March 1979. A copy has been provided to USAID/S.
- D. In June, 1980 CRS/New York assigned a reasoned administrator to Khartoum to assess the feasibility of continuing the program or to arrange its termination. At issue then was the virtually total collapse of the CRS pre-school nutrition program. PL 480 commodities were piled up at Port Sudan with commodity distribution at less than 50 percent of the programmed level. Program costs had greatly increased and CRS staffing capabilities world-wide were stretched there. The REDSO/EA assistant Regional Food for Peace Officer and the USAID/Sudan Evaluation Officer joined CRS in Khartoum in a review of the program which was successfully restructured by:
1. Recognizing operational problems: (a) Chronic inland transport problems caused by overburdened rail link between Port Sudan and the provinces; (b) failure of the GOS to assume responsibility for moving CRS commodities to regional centers; and (c) undispached commodities (1,100 MT) of NFDM and veg. oil.
 2. Identifying areas of improvement that would affect program operations: (a) completion of resurfacing of the Khartoum-Port Sudan road; (b) possibility of establishing a recipient contributions program; and (c) the possibility of an AID outreach grant.

3. Identifying a number of actions with assigned specific responsibilities to be carried out step-by-step which would restructure and solidify the program direction with reasonable implementation procedures.

III. BACKGROUND FOR PRESENT REVIEW

- A. The Project Evaluation Summary of July 1980, states that an evaluation of the first year's implementation of the CRS/S Title II program will be conducted in July 1981 by CRS/S, USAID/S and REDSO/FFPO.
- B. This evaluation has been delayed from July 1981 to March 1982 due to the program being suspended in Khartoum Province with extensions of the Outreach Grant having been granted.
- C. The review herein was agreed upon, on the reasonable assumption that CRS and GOS/MOH would have Central Working Agreements signed and the Nutrition Program operation by Jan-Feb., 1982. CRS had, in fact, received positive signals that a working agreement could be signed by January, 1982. However, by mid-March, the time of this review, the GOS/MOH countered the CRS draft agreement with proposals unacceptable to CRS/S. CRS/S considers the GOS/MOH changes too debilitating to CRS's monitoring responsibilities under AID reg.11. (N.B. CRS/S does have an "umbrella" agreement with GOS, Ref: Agreement, June 28, 1972).
- D. "Impact on program beneficiaries" implies a definitive nutritional analysis of PL 480 Title II foods. A nutritional impact is technically beyond the scope-of-work of this review team. The technical issue of nutritional impact, however, is recognized, and is being pursued both by AID/W and CRS/NY. A statement on the impact of CRS PL 480 Title II imports vs. national population and national grain consumption helps put the PL 480 Title II into focus. Given the national population, consumption, production and grain import/export statistical estimates for Sudan, any "impact" on the CRS "Target" population (26,000 mothers, 52,000 children) using the PL 480 Title II import level of 4500 MT is insignificant. Sorghum production in farm year 1981 is estimated at 3.1 million Tons, a production surplus permitting export. The target population of 78,000 compared with a national population of 20,000,000 is also miniscule. Assume a 5 year old population of 20%, 4 million. Of his population 1/3 may be below acceptable nutritional standards, according to CRS estimates, Thus, of an affected child population of 1.3 million, CRS is serving 52,000 children, Or 4% of that group. A five fold increase in the CRS program would meet 20% of the affected group. However, it is empirically beyond reasonable expectation to consider expansion of the CRS program by that magnitude, both from a PL 480 Title II supply position, and from in-country distribution constraints. The justification for continuing the CRS PL 480 Title II distributions under an immediate, measurable nutrition impact on national standards is therefore weak. What must weigh against this are the humanitarian, development, and educational "first step" processes

intrinsic in the transfer of instruction and commodities that takes place under the CRS MCH format. The educational, health, and nutritional aspirations of the GOS are also of paramount consideration. These elements must therefore outweigh immediate quantitative impact analysis, or even qualitative technical impact based on analysis of daily requirements of PL 480 commodities compared to present diets.

- E. AR/FFPO accepted USAID/Sudan's scope of work based on the assumption that CRS/S had established mutually acceptable working agreements with the GOS/MOH. However, upon arrival, both USAID/S and AR/FFPO were immediately (March 15, 1982) informed that CRS/Sudan had just received comments on the proposed "Center Agreement" from MOH that deluted CRS monitoring and supervisory responsibilities to the extent that CRS could not accept the GOS language without further clarification and negotiations. Without retention of adequate monitoring responsibilities, CRS could not continue its MCH program as currently outlined e.g., (1) CRS wishes to determine compliance standards, having the authority to close a center if it is not in compliance with program standards. (2) GOS/MOH wishes to establish basic, but firm, criteria for participation; CRS has experienced serious administrative constraints in establishing and following such criteria.
- F. This evaluation proceeds on the premise that these questions of control and monitoring responsibilities will be worked out between CRS and the GOS. AID has pledged its continued financial support under the already approved three year Outreach grant and continued provision of PL 480 Title II commodities. CRS understands that it negotiates the terms of its operational agreement independently and may elect to discontinue its use of PL 480 commodities in its MCH programs, if, in its opinion, CRS cannot retain adequate monitoring responsibilities. These working agreements remain open, and are to be negotiated between GOS/MOH and CRS/S, with advice from CRS/NY and CRS/Nairobi Regional Director beginning on or about 27 March, 1982. The scope of work reviewed herein presumes continued CRS stewardship of PL 480 commodities in the Sudan within the framework of mutually acceptable working agreements.

IV. ISSUES, IDENTIFIED IN REVISED SCOPE OF WORK: March, 1982

1. Working Agreements. Continued operation of CRS Maternal Child Health (MCH) program in conjunction with GOS/MOH, Nutrition Division, as outlined in CRS "Operational Plan and Multi-Year Program Statement", June 15, 1980, the approved FY 82 Annual Estimate of Requirements and Outreach Grant is possible only within the context of mutually acceptable working arrangements. As discussed above, these arrangements are still in the negotiating stage. If CRS decides that the GOS/MOH counterproposals to the CRS "Center Agreement" preclude adequate monitoring responsibilities, and mutually acceptable accords are not concluded by 22 April 1982, USAID/S should advise AID/W and recommend that further funds under the Outreach Grant be withheld. Without these supplemental funds, CRS/S cannot sustain distributions to its MCH project as now structured. A third extension to the Outreach Grant beyond 30 June, 1982 serves no purpose.

2. Recipient Contributions.
 - A. Issue: Central to the issue of sustaining PL 480 Title II distributions under the CRS MCH component is inland transport costs and who will pay them. In examining transport cost, it is necessary to consider:
 - (a) The distances from Port Sudan to Khartoum (1200 Km) and to other points in this large country are vast.
 - (b) While the artery between Port Sudan and Khartoum is adequately paved, any route beyond it is often dirt track.
 - (c) Vehicles and fuel supplies are extended to the breaking point. (For example, a 400 km field trip to Kassala province for this evaluation was dropped in favor of continued work in Khartoum and outskirts. If the field trip had been conducted, neither USAID/S, nor CRS/S would have been able to provide a vehicle or fuel without difficulties.)
 - (d) Rail transport is totally unreliable and inadequate for present purposes, although it may remain open as an option to be taken when conditions permit. For the FY 82 and projected FY 83 level of imports, CRS calculates that \$337,500 for FY 82, and \$162,000 for FY 83 will be required for commodity movement costs, or 68% of Outreach funds available.

- B. Options: (1) Local currencies from PL 480 Title III sales. USAID/S reports it has requested GOS to consider this option. GOS has identified other development projects which are considered more important and will not consider altering these priorities to include any type of support to CRS, at this time.
- (2) Outreach. In that Outreach was granted for 3 years for the purpose of identifying the means to develop a self-sustaining project, and the first year tranche has been extended for 11 months, further extension would not yield funding sources more viable than the options now under review. The present 3 year life of project is fully adequate and should not be extended/expanded beyond terms of the present grant.
- (3) Sale of PL 480 Title II commodities (wheat or rice) to generate local currency to cover inland distribution costs. At best, such sales are stop-gap measures to give CRS time to institute a system for funding inland distribution costs. Sale of commodities should not be "institutionalized" to the point where a program could become dependent on this mechanism as its sole source of support. Since CRS/S, and USAID/S, see funding from recipient contributions as the only viable source, sale of Title II commodities would probably be rejected and the program terminated before this option would be explored. Because this is not final, it should be left open as a last resort .
- (4) CRS/NY. In all probability, CRS/NY would decline support of distribution costs in Sudan.
- (5) Participant Contributions. The GOS/MOH has accepted the concept that each participant in its MCH program can contribute .75 PT to defray transportation and distribution costs. (LS = Sudan Pounds. PT. = Piastre; 1/100 pound. .90 PTS = \$1). The issue of participant contributions caused the program to be suspended in Khartoum Province in June, 1981. With this major negotiating issue now resolved, there is a good chance that the Center Agreements will be worked out.

If they are, participant contributions throughout the program will be implemented. The account will be built up to the point where disbursements are made paying transportation distribution costs. The evaluation team considers this the most viable long-term option to be pursued as a legitimate and reasonable funding source to sustain the program.

- C. Recipient's Attitude Toward Fee. GOS/MOH acceptance of the recipient contribution underscores that the government can no longer afford cost-free social services, and must look toward the recipient to share these costs. Then comes the not-so-objective judgement as to the recipient's ability to pay. It has been generally accepted by GOS/MOH and CRS/S that .75 PTS per ration of food, valued locally at LS 15, is reasonable. Therefore, as seen in distributions in Hillat Mayo and Sahaffa West, mothers will give .75 PTS per ration in order to receive a monthly ration of 2 kilos nonfat dry milk, 1 kilo of vegetable oil and 2 kilos of bulgur wheat, albeit with natural reluctance.
- D. Attitude of the Health Center Staffs who collect the fees. This issue is raised to underscore a potential administrative problem in the collection of the fee. The MCH staff has expressed dissatisfaction at the assigned extra duty of handling cash at the center. The team accepts this as a potential complaint and is aware that in some cases intensified guidance may be required to assure prompt and secure collection of cash fees and their transfer to a secure account. This factor does not significantly impede the collection of recipient contributions.
- E. Problems in collecting the contributions and forwarding them to a central account. The team does not consider this process to be a major problem. However, it does point to ancillary difficulties: whose account is this, and who has monitoring responsibilities over disbursements and deposits? CRS/S must approach these questions with concern, defending its right to have as much access and control of the account as possible and to maintain accountability.

3. Programmed Expansions, FY 82, FY 83. CRS Operational Plans call for extension into Darfur and Kordofan Provinces, by expanding from 63,000 participants in FY 81 to 78,000 in FY 82, and from 78,000 to 93,000 in FY 83. CRS/S now argues that such geographic expansion is now beyond its capacity to implement. Road transportation costs (e.g. 300 LS per MT Khartoum/EI Fasha) would be beyond the present .75 PTS collection base, and roads are all but impassable for heavy duty trucks. The team recommends the scheduled 15,000 participant increase, and endorses the idea that consideration be given to opening up additional centers in provinces where the program is presently operating - Red Sea, Kassala and Khartoum. A new operational Plan will be prepared and submitted by CRS/S.
4. Health Centers Operations and Records Systems. The team visited two centers, Sahaffa West, 17 March, (about 2 Kms. North West from center city) and Hillat Mayo, 18 March, (about 18 Kms, South from center city). The two centers were vastly different in many respects.

Sahaffa West	Hillat Mayo
Well run , clean GOS/MOH urban clinic	Self-help suburban center
Constructed as a clinic	Make-shift rooms.
Trained physicians, nurses in charge	Village volunteers in charge
5 children screened, weighed and treated	19 children screened, weighed and rations distributed.
Homegenous population	Seven Tribes
Stable population	Comparative new arrivals from South
City provided electricity, water	No city provided utilities.

Despite the difference, the CRS/MCH format was being used at both centers. Organization at the point of food distribution was good. However, crowd control could be a problem if orderliness is not strictly maintained throughout the process.

At all centers the following routine has been established:

- Mothers congregate outside of the "class room" carrying children (new born up to 5 years) and empty containers.
- A health instructor calls in a small group to give a simple 5-10 minute talk on nutrition or the requirements of the program.
- Mothers present their children at the weighing station, a child is weighed, the weight recorded on the child's chart which is retained by the mother.

- The mother moves to the master chart station. The child's weight is recorded on a master chart.
- The mother pays 75 PTS and the visit is confirmed in the clinic register.
- Mothers and children move to the food distribution station where 1 kilo of vegetable oil and 2 kilos each of non-fat dry milk and bulgur is distributed.

Comments: There is some question as to the dietary preference of bulgur. Other products will be examined to determine if another grain is preferable. Clinical diagnosis or remedial counseling should take place at some point in the weighing process. This is recognized by the MOH and CRS; however, qualified personnel are not yet available to cover all clinics. The storage of PL 480 commodities at Hillat Mayo was remarkable: goods were locked in a sea container, and stock record cards were maintained. CRS and USAID/S should increase the frequency of on-site checks to the MCH centers.

5. Effectiveness, usefulness of the nutrition/health education component. The food package is seen as a definite ^{incentive} to participation in health/nutrition lectures even at .75 PTS per ration. Sahaffa West is one of the MOH clinics suspended from the program. Prior to the suspension, 365 mothers were registered, and attended regularly. At the time of the evaluation team's visit, only five children had been checked. The CRS Nutritionist reports, however, that the contents of most health/nutrition lectures are too technical and may not be understandable to the participants.
 - A. Substitution to increase the effectiveness of the ration package in providing an adequate diet for the family. Realistically, there is little chance of getting PL 480 commodities with any higher nutritive value than those now being delivered. Because of high cost, the blended, processed foods are being phased out; substituting lower cost, unprocessed whole grains. CRS/S presently schedules the maximum ration per person and should not anticipate increased individual rations. The possibility of shifting from bulgur to rice or sorghum is now being examined solely on the basis of taste preferences.
 - B. What non-food elements of the program could be improved? This review provided a forum for exchange of ideas and opinions relative to the GOS/MOH and CRS sponsorship of a national nutrition program. The conclusions were non-structured, informal, and non-obligatory, but did reflect concern for improved effectiveness.

- The nutrition curriculum at the university level should be up-graded.
 - At clinics, the referral system needs to be refined, wherein a sick child can be speedily seen by the medical officer in-charge.
 - Over-all supervision of the MCH projects should be retained by the Nutrition Division and its staff of trained Nutrition Officers. There is again discussion that new MCH projects may be opened up under the supervision of "Health Visitors".
 - CRS/Sudan invites further participation of CRS/Nairobi in nutritional activities, particularly in regard to interpretation of age/weight charts.
 - The close working relationship between the CRS Nutritionist and the MOH Nutrition Division has enabled the MCH program to focus on geographic areas of Khartoum where there are large populations of lower economic status. It is the intention of the MOH to conduct an MCH nutrition program that will monitor a cohort of children over a two-to-three year period and assess their nutritional status. Within the context of the MOH Nutrition Division's goals CRS offers a program that addresses MOH objectives and complements the Nutrition Division's programs.
6. Do CRS records and reporting systems provide timely information to USAID? How does CRS monitor and review the programs implementation? How often?
- A. Records and reporting systems: It is apparent that CRS/S has given priority to the administration of its commodity receipt, transport, and distribution systems, including accounting for participant contributions. A summary of the flow of procedures from concept to point of final distribution shows: (All available for audit).
1. Multi-year operational plan.
 2. Annual AER
 3. Quarterly Call-Forward.
 4. CRS/NY preliminary notification of shipment
 5. CRS/NY mails required original Bills of Lading, CRS invoiced values (Commodity, plus ocean freight). Packing List number included. (CRS requirement).
 6. CRS/S requests ship's survey from Government Cargo Agency GCA (State monopoly).
 7. Application for duty-free receipt submitted (MFA Form #1).
 8. CRS sends cover letter to GCA with B/L, MOH letter, CRS Invoice, and certification of weight.

9. GCA advises ship's survey(or Lloyd's) of arrival. Survey at discharge.
 10. Ship off-loads pre-loaded barges (LASH-all bagged. No quay side discharge; no bulk). Also survey at delivery.
 11. Port Authority issues port landing charges which must be paid by CRS; other charges either paid or absorbed by MOH, as donation.
 12. Ship's Agent issues Delivery Order to CRS.
 13. CRS lets contracts for transport via truck, or arranges rail carriers.
 14. Goods taken by carrier from port warehouse to inland destinations.
 15. Goods off-loaded into CRS warehouse; MOH warehouse if by rail.
 16. Goods released to distribution center; accountability established within distribution center.
 17. Goods released to individual participant according to AER ration levels. Payment of LS .75 given by recipient to center supervisor. Receipt given and noted on individual chart.
- B. The CRS staff, including Program Director, Asst. Director, Nutrition Supervisor, Commodity Management Officer and one Food Monitor share visting, checking and program monitoring responsibilities with GOS/MOH. Monitoring of food distributions is hardly a problem at the moment due to suspended activities in Khartoum Province. When reinstited, a second experienced food monitor will be required to cover about 95 centers. At the present level of operation, monthly visits to clinics by the food monitors are being conducted. One of the CRS staff, usually the Commodity Manager, visits Port Sudan bi-monthly, or whenever a shipment is discharged.
7. Review of Action Elements, PES, June 1980. (Actions summarized)
- A. Evaluation of first year's implementation of CRS Title II program.
Comment: Presented herein.
 - B. Written agreement between MOH and Sea Ports Corp. that CRS commodities will be exempted from demurrage penalties. Comment: No written agreement, but GOS subsequently declared all gifts exempt from such payments. No longer a problem.
 - C. CRS and MOH will formalize in writing the present agreement whereby a government cargo agent shall discuss responsibility for clearances, ex-tackle surveys, out turn reports, short-landing certificates, and health certificates. Comment: No formalization of the present written agreement has been made and formalization is not recommended at this time. There

will continue to be problems in discharging cargo at Port Sudan. Communications are difficult. The port, which handles 3.5 million tons of cargo a year, is one of the most congested ports in Africa. Since June 1980, when Outreach Funds became available, twelve CRS shipments (13 packing lists) have been discharged without major problems. There are no maritime claims being brought to CRS /S attention due to inadequate documentation.

D. CRS shall provide a Commodity Management Officer to assist in commodity logistics. A capable Sudanese cargo expediter was hired in September, 1980.

E. Provinces will have sufficient and adequate storage facilities.

- 1. Red Sea has adequate warehousing capacity.
- 2. Kassala can easily warehouse its normal allocation.
- 3. Gezira no longer requires a warehouse. The Program (Foster Parents) has closed out.
- 4. Khartoum has an estimated 1300 tons capacity. Adequate storage is available for Khartoum province.

F. Participating provinces shall authorize collections of recipient contributions to permit the program's self-sufficiency. Comment: CRS/S has GOS/MOH assurances that the MCH program may proceed on the assumption that recipient contributions may be levied to cover administrative/distribution costs. This issue is no longer an impediment to the continued functioning of the program.

G. CRS will train health center personnel to manage commodities as well as account for recipient fees, container sales, and the Growth Surveillance System. Comment: On-site visits verified that training was underway, and that effective communications had been established which reinforced the CRS MCH project design. Examples:

- 1. The CRS/S office had a MOH Nutrition Officer seconded to work with the CRS Nutritionist. She was participating in day-to-day operations.
- 2. The MOH, Nutrition Division, appointed Mrs. Alawia El Amin Mohamed as the Nutrition Division's liaison officer for purposes of this evaluation. Mrs. Alawia accompanied the team on all site visits, and was instrumental in clarifying and explaining MOH procedures .

3. Health Visitors, Nutrition Officers, and village volunteers were knowledgeable about the Growth Surveillance System and were plotting weights accurately on the master charts and patient retained records.
 4. Evidence was given that CRS had promulgated reasonable commodity handling and accounting practices.
- H. In order to accomplish "G", CRS will reorganize its existing office of Program Supervisors.
1. Upon the arrival of the Nutritionist (Ms. Patricia Sayer) in May 1981, this was accomplished. Additionally, MOH/Dept. of Nutrition has been most cooperative in assigning a trained nutrition officer to assist with the program.
 2. Outside consultant services with experience in CRS nutrition program operations will be assigned. The intent of this recommendation was to bring CRS nutritionists from the CRS Regional Office in Nairobi to assist CRS/S. To date this has not been accomplished. The intent has partially been fulfilled by sending the Program Director and Nutritionist to CRS/Nairobi to consult with the CRS Regional Nutritionist. The CRS/S Director also attended CRS Conference in Lome Nov., 1981.
 3. Also CRS/S will hire two locally hired Area Program Supervisors. This recommendation has partially been fulfilled by the assignment of a Nutrition Officer from the MOH, Nutrition Division to CRS/S. Because of a GOS nation wide hiring freeze, a second position has not yet been seconded to CRS/S, although it is still an open request.
- I. CRS/S will establish the position of Commodity Management Officer.
- Comment: All of the action elements of this recommendation duplicate or reinforce the recommendations of item D. A visit to two (of four) CRS warehouses indicated full compliance with the intent of items D and I. The warehouses appeared to be of sound construction, well vented, with good access. Stocks were neat, and units easily counted. Except for one instance of re-stocking to permit fumigation, a spot count of bags of bulgur tallied with the stock record card. Stocks were not on wooden pallets; however, pallets were being orderd. Extensive review of CRS commodity management procedures indicates complete control from port of entry to points of distribution. Most losses are less than \$300,

and trucker's bills for transportation costs are reduced to recover the cost of lost commodities. CRS has established master ledgers. Commodity accountability starts with Bill of Lading quantity and is carried through to final distribution point. CRS estimates losses by truck are running less than 1%. Rail transportation, when used, runs higher because of the greater number of transfers. (Estimated losses, 10-11%). The CRS Commodity Management Officer is experienced, very knowledgeable about port operations, and meticulous in his commodity accounting. His procedures and books could sustain an audit at any time.

- J. The Commodity Management Office will be supported by a staff of two roving Food Monitors. Comment: During the up-grading period of the program, two monitors were employed by CRS. One was later dismissed for cause. Recruiting for a replacement continues.
- K. CRS/NY will provide firm commitments of funds, personnel, equipment, and technical assistance by October 1980. Comment: CRS/S reports that CRS/NY did provide sufficient supplemental budget for FY 1981 and 1982, with assurance that FY 1983 will be forthcoming. The CRS staff was bolstered by assignment of a permanent Program Director, a Program Assistant, and a Nutritionist.
- L. CRS/S shall submit a multi-year Operational Plan which USAID will review and endorse for submission to AID/W, together with the AER. Comment: The Operational Plan submitted 12 June 1980 fully meets this recommendation. If the negotiations for a Central Working Agreement now underway are successfully concluded a New Operational Plan will be required, since geographic extension into two new provinces is being revised to provide increased service in areas already covered by the program.
- M. CRS/S will submit a three-year Project Outreach grant proposal. Comment: Outreach Grant AID-SOD-PDC-G-0406 fully complies with this recommendation. Release of second and third year funds depends upon successful conclusion of negotiations now underway. It is essential that these negotiations be concluded as soon as possible so that second year funding, already delayed by 8 months, may be released,

- N. AID/W will approve Outreach Grant proposal. AID-SOD-PDC-0406; 1 August, 1980 - 31 July 1981 was signed on 8 September, 1980 (effective 1 August, 1980).
- Extension # 1 31 July 1981 - 31 January 1982; STATE 271906, 13 Oct. 1981.
Extension # 2 31 January 1982 - 30 June 1982; STATE 23965, 29 Jan. 1982.
- O. USAID approval of CRS/S FY 81 first quarter call forward o/a August 15, 1980, will be contingent upon approval of Outreach Grant proposal by AID/W. Comment: Khartoum 5675, 16 August, 1980, approves 326.7 MT bulgur, first quarter FY 1981 call-forward. N.B. "Size of call-forward in first quarter is limited due to high level of stocks on hand."
- P. Prior to ordering FY 1981 first quarter, CRS shall assure that a prorata share of funds is deposited to the CRS/S account. (\$135,000).
Comment: CRS/S reports adequate funds were deposited by CRS/NY. (Similar to recommendation K.)
- Q. CRS/NY will assign to CRS/S a full time Program Assistant. Comment: John Connolly arrived in Khartoum in November, 1980, and has been on active duty since then.
- R. CRS/S will submit the Title II portion of their annual internal review to USAID/S at least one month prior to submission of the FY 1982 AER and Operational Plan. Comment: The intent of this item was to get a copy of the most recent CRS Internal Audit (not internal review) from CRS/Sudan. (Audit for period April 1976 - March 1979). At the time of the July 1980 evaluation (PES/07) USAID/S reports that it had an understanding with the Acting Program Director that a copy of this Audit would be made available to the Mission. The evaluation team reviewed this audit report and a copy has been provided to USAID/S.
8. Are requirements of the PL 480 regulations under the Bellmon Amendment being met? The Agricultural Trade Development and Assistance Act of 1954 as Amended, Public Law 480-83d Congress; Title IV, See 401 (b) states that, "No agricultural commodity may be financed or otherwise made available under the authority of this act except upon a determination by the Secretary of Agriculture that (1) adequate storage facilities are available in the recipient country at the time of exportation of the commodity to prevent the spoilage or waste of the commodity,

and (2) the distribution of the commodity in the recipient country will not result in a substantial disincentive to or interference with domestic production or marketing in that country".

Comment: Since the submission of CRS Operational Plan and Multi-Year Statement, FY 1981, 1982, 1983 which remains a valid document, deficiencies at Port Sudan and in inland warehousing facilities have been corrected. The present annual PL 480 Title II import level is scheduled at 4,500 MT. Probably as much as 50% will not be called-forward due to non-distribution. Inland warehousing is fully adequate, considering that about 500-1000 MT are received per quarter. Inland transport facilities are adequate as long as trucks are available to supplement an unreliable rail transportation system. Port Sudan is one of the most congested ports in Africa (30% surcharge for congestion is noted on B/Ls). While both CRS and USAID/S consider Bellmon amendment requirements are being met, the precarious petrol/diesel supply situation, the tenuous availability of rolling stock, and port congestion require close monitoring. If any one of the above factors impede reception or inland movement, USAID/S and CRS/S should so note, and reschedule accordingly. This may be arranged via the quarterly call-forward system. The Mission routinely comments on Bellmon requirements on endorsements of CRS call - forwards. At the current import rate of less than 4,500 MT per year, CRS title II imports in no way impinge on local production, estimated at 3.1 million tons sorghum, 300,000-500,000 metric tons of wheat. In addition, CRS Title II commodities are used in a specifically designed health/nutrition project which would not otherwise be made available by the host government.

22