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ASSESSMENT/REDESIGN OF THE CRS PL 480  
TITLE II PROGRAM IN INDONESIA

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## GLOSSARY

Arisan	Savings Association
BKKBN	Family Planning Coordinating Board
Bupati	Regency or District Head
Camat	Sub-district Head
Desa	Village
Kabupaten	Regency or District
Kader	Indonesian word for "cadre"
KB	Family Planning
Kecamatan	Sub-district
KESRA	Social Welfare Department of the Government of Indonesia
LKMD	Village Coordinating Committee
Pak Lurah or Kepala Desa	Village Chief
PKK	National Women's Organization
PLKB	Family Planning field workers
Propinsi	Province
Puskesmas	Government Health Clinic
Simpan-Pinjam	Savings and Loan Association
Tempe	Nutritious snack food made from soybeans, often made by women for income generating purposes
UPGK	Family Nutrition Improvement Program

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## EXECUTIVE SUMMARY

### I. PURPOSE

The purpose of this study is twofold. The first phase was to assess the on-going CRS PL 480 Title II activities from the point of view of program content and management, and the potential for achieving agreed upon objectives. The second phase was to prepare a revised plan of action for the upcoming three years.

### II. FINDINGS OF THE ASSESSMENT

#### A. Program Management

1. CRS is not the sole planning agency of its Title II Program in Indonesia, and most executing activities are carried out by other organizations. CRS is a sponsoring agency and supports the activities of a number of non-governmental organizations called counterparts, six at present, plus the Department of Transmigration of the Government of Indonesia, (GOI) with food supplies. The counterpart organizations are:

Lembaga Karya Dharma (LKD)	- Surabaya, East Java
Yayasan Sosial Bina Sejahtera (YSBS)	- Cilacap, Central Java
Yayasan Sosial Soegijopranoto (YSS)	- Semarang, Central Java
Lembaga Karya Bhakti (LKB)	- Tanjungkarang, Lampung
Lembaga Karya Sosial (LKS)	- Palembang, South Sumatra
Lembaga Sosial Usaha Bersama (LSUB)	- Pontianak, West Kalimantan

Activities essential to determining program achievements such as definition of the purposes of the program, the implementation strategy, and the collection of data for evaluation purposes have to be agreed with and carried out by the counterparts.

2. At present there is no national program framework for Title II activities. CRS imposed a uniform operating and monitoring system on the counterparts which is designed to assure that the foods reach the intended recipients. Contact between CRS and the Counterparts has been mainly on a one-to-one basis and largely through the medium of end-use checkers concerned primarily with food accountability questions. Counterparts were permitted to do their own programming and have established differing program approaches and information collection systems as a result. However, none of the counterparts have fully-developed systems for project selection (especially with respect to FFW) and the monitoring/evaluation systems for project performance are not adequate.

CRS began the process of creating a more uniform approach for the FNP by organizing two seminars which included all the counterparts to discuss a program redesign. These seminars resulted in the decision to implement a FNP program with seven basic components (discussed below). No similar discussions have taken place on FFW with the exception of the group workshop held during the assessment/redesign team's visit, which explored issues of both FFW and the FNP.

3. CRS and the counterparts have trained and motivated staffs working on Title II which total 115 individuals plus 8 part-time workers (the organizations have additional staff working on other projects). All are Indonesian except for two Americans. The assessment/redesign team was impressed by the enthusiasm and knowledge of all levels of personnel in these organizations. However, they are pre-occupied with the problems of logistics and accountability for food to the detriment of the qualitative aspects of their programs.

Individuals with responsibility for these functions greatly outnumber personnel charged with planning and administering FNP and FFW, particularly with respect to the CRS Headquarters staff. In addition, individuals in the counterpart organizations working specifically on FNP and FFW spend a large portion of their time on accountability questions as do kader and project holders in the villages. This problem is recognized by the counterparts who continuously asked that changes be made. It is essential to correct this over-emphasis and simplify the paperwork at all levels to allow personnel to concentrate on improving program planning, implementation and development impact.

4. The only CRS staff currently working on substantive aspects of Title II programs are the deputy director (part-time as he has major responsibilities for accountability/logistics also) and one nutrition supervisor. A second nutrition supervisor is employed by CRS but has been away in the Phillipines obtaining her Masters degree in Food and Nutrition. She will return in January. The CRS Headquarters staff needs to significantly upgrade its ability to provide technical support to the counterpart programs, and in particular to add technical planning and advisory skills to its logistics/accountability skills.

5. Funding for staff salaries and other expenses related to managing the Title II programs for both CRS and the counterparts is largely dependent on the volume of food supplied i.e. a major portion of their budgets come from government and recipient contributions determined by the volume of food they distribute. In addition, counterparts receive much higher contributions from recipients for FNP rations than they do from villages or local government for FFW. Given this dependence on the volume of food and the type of recipient, coherent program management has not been possible for the past few years. CRS and the counterparts first expected the Title II program to be phased out and then were required to shift a substantial portion of their recipients from FNP to FFW at a time when they were trying to upgrade the FNP. This issue must be faced and the means found to assure stability of funding for these expenses as well as the additional costs involved in planning and implementing programs with enhanced development impact.

## B. Program Content and Impact

### 1. Food for Work

#### a. Program Content

The FFW program has two goals, the generation of employment and the creation of rural infrastructure. As no priority areas have been defined, counterparts tend to support "targets of opportunity". Two counterparts (YSS and LKD) work closely with government and choose between projects presented to them by government based on whether projects meet their social criteria (generalized benefit, minus area, etc.). Three other counterparts (YSBS, LSUB, and LKB/LKS) are more independent of district and sub-district level government, responding to requests from villages (they may encourage villages to make requests in areas where they wish to work) although YSBS is also involved in projects of the district especially road building.

As the value of the food supplied by all counterparts except YSBS represents a very low payment for a day's work, projects are organized mainly as cooperative labor projects with an imbalan (incentive for working) in the form of food. All families in a village are normally required to participate in cooperative labor projects so employment generated is not targeted on only the unemployed or underemployed households. Projects normally are organized to last 3-4 months, though a number of separate projects may be carried out simultaneously or consecutively in the same village. All villages organized projects to take place in slack periods which vary depending on the economic activity of the village, e.g. post planting in farming communities, high tide in fishing communities etc. Selection of workers is normally carried out by the village head or by the headmen of divisions of the village though workers sometimes said that they had asked to be included.

Many different types of projects are supported but the majority of projects are in various aspects of road construction, canal and dike construction (including fish ponds) and development of fields (land clearing, terracing, making rice fields). The construction technology involved in most projects is simple and well-understood, e.g. earthworks for dike building.

The counterparts indicated that most projects are in minus areas. This was confirmed by field visits, although certain areas, and especially some of those with completed projects appeared better off (this may be due to the impact of projects but could not be determined given the lack of baseline information). In most cases, food is the only external input as the workers normally supply the tools, and villages may also finance other requirements (e.g. footbridges). Total costs are not calculated on projects, and in some instances it was noticed that projects which would require expensive inputs (e.g. sea valves) had begun without any assurance that the funds for these inputs would be available.

Numbers of participants could not be determined by the assessment team as counterparts report man-days of labor (which is basis for

calculating amount of food distributed), rather than number of individual workers involved. This information could be developed by working through the individual project files of the counterparts but could not be accomplished in the time available for the evaluation. Foods supplied were exclusively cereals (rice, corn or bulgur) until FY 83 when one counterpart, YSBS was given milk to distribute. All counterparts will have milk plus cereal rations in FY 84.

#### b. Program Impact

The impact of projects on villages, workers and the workers families cannot be determined precisely in the absence of baseline information on projects. Impact appears to be generally favorable as is noted in the case studies. However, FFW represents a heavy charge on individuals (due to the very low rate of compensation on most projects, and the fact that most workers supply their own tools). Communities also incur substantial costs in carrying out projects. In these circumstances, the lack of a system to identify specific, collective and substantial benefits expected from projects and to monitor and evaluate projects to determine that these are achieved, is a serious problem.

The counterparts have staffs capable of organizing quality FFW projects and the workmanship on projects was impressive at all sites visited. Many of the projects, particularly on Java, involve upgrading existing structures (e.g. hardening roads with rocks, repairing canals etc.). The techniques for accomplishing these tasks are well known to the counterpart staff (and in many cases to the village supervisors of projects) so there are few technical problems with most projects.

In certain cases, counterparts also receive technical support from government personnel. However, some projects, and especially the more ambitious area development projects, land reclamation, fish pond construction, etc., involve several levels of technical problems which are not as well understood nor do the counterparts have the capacity to identify them so remedial action can be taken or the project rejected at the planning stage. A source of additional technical expertise is needed.

The projects carried out are desired by the communities concerned. In the case of two counterparts (YSS and LKD) whose projects form part of the district (kabupaten) or sub-district (kacamatan) development programs, the choice of which projects to support with FFW is taken on the basis of community interest and the simple technical nature of the projects. If the work is heavy and a greater incentive is needed, the government's own labor intensive construction program, Padat Karya Gaya Baru (PKGB) is used. Without FFW, most of the projects would probably take place eventually either as pure community labor projects (gotong royong) or through PKGB. If gotong royong were used it would take much longer to complete projects as continuous working is usually not possible without an incentive; also the size of projects would have to be scaled down. Government funds, even when supplemented by FFW, are insufficient to cover all projects in the development program, and when projects would be funded (if

at all), would depend on the government's priorities.

LSUB and LKS/LKB work directly with villages, and are carrying out projects which the villages desire and for which funding would not be available from government. These counterparts are located in West Kalimantan and Sumatera respectively, where government does not have sufficient funds to support community level development. The villages might carry out some of these activities with gotong royong but would have the same problems mentioned above (in addition, support for gotong royong is not as strong on the Outer Islands as it is on Java). The level of remuneration to workers on projects of these two counterparts and on those of YSS and LKD is very low. The workers interviewed emphasized community or personal gains expected from the infrastructure under construction rather than the availability of employment or remuneration as the principal benefit from the project.

## 2. Food and Nutrition Program (FNP)

### a. Program Content

The FNP suffered from a lack of clearly defined program goals which are essential to planning program inputs, developing an implementation strategy and evaluating results. Counterparts began the FNP with a highly welfare oriented approach and later supported UPGK (Family Nutrition Improvement Program of the GOI) programs with food or set up UPGK-type centers themselves. The centers supported by the counterparts were (and are) mainly located in very poor areas with a significant degree of malnutrition. The counterparts emphasized food distribution as an incentive for participation in nutrition programs rather than the technical aspects of the program. Accountability was especially emphasized in the past few years, when the counterparts expected imminent phase-out of supplies.

Changes have been made over the past year and in April 1983, the counterparts and CRS articulated a program with the specific components of recipient commitment, targeting, food distribution, a growth surveillance system, training and support of kader, nutrition education based on small groups of women, and supporting activities (income generation). Twenty-three of the existing centers have been chosen as "pilot centers" to experiment with the implementation of these components, and the counterparts plan to gradually change all of their centers over to the redesigned program. Considerable retraining of kader is required and the organization of the small women's groups is time consuming, so bringing all the centers into the program will take several years.

The agreed targeting strategy is to implement the program in poor areas which exhibit significant nutrition problems, to include all pregnant and lactating mothers and children under 5 in the program initially but to graduate children three and over who are in good condition after one year of the program. The counterparts are still divided over the definition of "good condition" - some would graduate all children in the "A" and "B" groups while others feel only "As" should be graduated.

The income generation component of the program is a new element which has been introduced in response to village level demand. To date, activities have been experimental but the areas to be covered have been refined to essentially savings and loan associations, skills training to upgrade small household based enterprises (which would also benefit from credit available through the savings and loan program), and planting trees with economic and/or nutritional returns.

#### b. Program Impact

The Food and Nutrition Program contains elements which were found to be correlated with improvements in nutrition status in evaluations of Title II Programs in other countries: high participation rates, community involvement, a growth surveillance system, integration with ongoing country program, nutrition education and training for community workers.

The major difficulty with assessing impact in the past was due to the vagueness of the purpose of the program and the difficulties in utilizing the growth surveillance data collected at the centers to prove nutritional impact. The data is collected for educational and administrative purposes and is not very suitable for statistical analysis. Even if it were designed to be more suitable for such analysis, it would be necessary to have concomitant information on child mortality rates for the analysis to be meaningful.

The team suggests the impact will be increased if CRS and the Counterparts restate the purpose of the FNP in terms of the components of the program. These statements would replace the vague concept of "increasing food consumption in quantity and quality of pre-school children" which is the present purpose. Defining the purpose in terms of components would provide all levels of personnel with a firm idea of what they are trying to accomplish, e.g. increasing nutritional knowledge of mothers, and permit sounder planning to reach these ends.

At present the problems of the nutrition education program are the same as those of the UPGK in general; the KMS chart (a weight record chart for children 0-5) is a complex tool to use for nutrition education of mothers, the kader need teaching skills in addition to nutritional knowledge if they are to transfer information to mothers effectively, and the nutrition messages need to be focused on a few high priority concepts rather than the broad range of diverse subjects covered currently. Individual consultation with mothers is also limited given the large numbers dealt with at the centers. All these problems are recognized by CRS and the counterparts and efforts are underway to correct them. A major innovation planned is to use the small women's groups for all program activities (weighing, nutrition education, food distribution and income generation) to create a basis for more useful contact between mothers and kader as well as information sharing between mothers.

### III. PROPOSALS FOR A REDESIGNED MULTI-YEAR PROGRAM

The assessment found that a redesign of FFW and the FNP is required particularly in terms of agreeing the specific objectives of the programs and in planning an implementation strategy, and a monitoring/evaluation system to achieve them. This effort is a pre-requisite to preparing a multi-year plan with the degree of specificity required in the scope-of-work of the assessment/redesign team. There was not sufficient time provided for the redesign to permit agreement on the objectives to be reached between CRS and the Counterparts. Some progress was made, but the team expects it will take several more months to complete the process and prepare the plan.

An atmosphere of stability is required for the effort of redesigning and improving the program, and disruptions in the counterpart's local relationships should be minimized. The team recommends that FY 1984 be treated as a transition year during which a multi-year plan is prepared for the ensuing five years. Five years is deemed to be the period necessary to develop a self-reliant nutrition improvement program in a village and will facilitate also implementation of improvements required in the FFW program.

To assist the efforts of CRS and the Counterparts in preparing the multi-year plan, the team prepared suggestions for overall program management as well as materials on specific issues to be resolved and actions to be taken to improve the components of the FFW program and the FNP. The principal recommendations are:

#### A. Program Management

##### 1. National Program Framework

A national program framework should be created for the CRS/Counterpart activities. It is recognized that there will be variations in local conditions faced by the counterparts and that they need flexibility both with respect to specific project purposes and in implementation. However, overall program goals/purposes should be defined for both FNP and FFW, variations in the programs of the different counterparts identified, and uniform management (e.g. project selection) and information collection systems for qualitative as well as accountability aspects of programs introduced.

##### 2. Correcting the Overemphasis on Food Accountability Both in Terms of Personnel and Systems

###### a. CRS Headquarters

Personnel with specific responsibilities for program support of the counterparts should be added to the CRS staff. Specifically, a third nutrition supervisor should be hired who has skills in managing nutrition programs as well as the technical skills of the other two nutrition supervisors. A FFW advisor position should be established also, complemented by a technical consultant for a period of two years, and funding provided for consultant services to assist in planning specific projects and

the organization of training programs. The income generation component of the FNP program should have its own project manager complemented by a consultant for a period of two years. These individuals should not be concerned with accountability questions.

The system used to assure accountability for food should be critically reviewed. All non-essential forms and reports should be eliminated.

#### b. Counterparts

Counterparts should reorganize their staffs and identify individuals primarily concerned with program aspects and those with responsibilities for accountability. The latter should be trained in the new accountability systems while the former should receive additional training in the qualitative and development aspects of their programs. Given the ability of the individuals concerned, it should be possible to carry out training either on-the-job or through seminars.

### 3. Recipient Levels, Commodities and Program Budget

The overall budget for the Title II program should be maintained at the FY 1984 level through FY 1989 with appropriate increases for inflation. The recipient levels for the FNP should be maintained at 75,000 and the FFW level at approximately 110,000 through FY 1987, with the budget allocation for 18,750 FFW recipients available to provide commodities for monetization to meet other program expenses. The program should be evaluated in FY 1987 after which adjustments would be made within the overall program level between FFW and FNP recipients and between counterparts depending on the experience with the redesigned program.

Once the overall budget is established, CRS can reach agreement with the Counterparts on a commodity mix for the recipients which is in accord with local preferences and is within the dollar budget. The commodities provided for monetization should be in accord with food policy for Indonesia, and will have to be negotiated annually between CRS and USAID. CRS should carry out forward planning of needed program expenses, and arrange for monetization to take place the year before funds are required. This course of action will provide the assured funding necessary for coherent program management and will make possible the improvements required in FFW and the FNP.

#### B. Food for Work Program

The FFW program had not been evaluated previously in terms of development impact and CRS and the Counterparts now need to review the issues raised by the assessment. In addition, the assessment found that a number of actions need to be taken to improve the overall planning and management of the program. Once the issues are resolved, the objectives of the program can be agreed and plans made for the future operation of the program. The three principal issues identified are:

## 1. Mode of Labor Organization

The FFW program currently operates mainly through use of the cooperative labor method of organization by providing an imbalan which permits continuous working. As such it involves community wide labor drafts and cannot target employment relief on the unemployed and underemployed members of communities. It is also taxing individuals and communities to create infrastructure. In these conditions, it is essential that the benefits from projects are substantial, collective and targeted on the poor to the maximum extent possible. For this to be achieved, there must be an adequate project design/implementation/monitoring/evaluation system.

The alternative is to consciously organize projects in an upah (wage) mode which can target employment relief on the poor. In this situation it will be sufficient if the overall development impact of the program is improved, and it will not be so necessary for the subsequent benefits to be targeted on the poor. CRS and the Counterparts must consider which approach they wish to take. It is possible that different Counterparts may wish to operate their programs differently, and CRS should allow such flexibility.

## 2. Maximizing FFW Benefits to the Poor

Most FFW projects currently involve general infrastructure construction which usually benefit the poor less than the better off members of society. More emphasis needs to be placed on increasing benefits to the poor. Approaches to be considered include developing projects which emphasize other objectives permitted for FFW, i.e. acquiring technical skills for future employment and strengthening community organization, designing projects specifically to create productive resources for the poor, and organizing FFW projects which are similar to the types of income generation activities now contemplated for the FNP.

## 3. Increased Resources for Programs in the Outer Islands

A specific strategy for Outer Island programs is needed. The strategy would involve both systematic identification of counterparts and areas FFW could be used most effectively, and provision for the additional resources needed in these areas to carry out programs.

## C. Food and Nutrition Program

CRS and the Counterparts have accomplished considerable work on preparing a redesign for the FNP. However, both the goal and purpose of the program are defined in terms of improvements in nutrition status. It is recommended that the purposes be defined in terms of the components of the program to provide the CRS and Counterpart FNP staffs with a firm concept of what they are working to accomplish.

To assist them in considering these issues, the team prepared revised goal and purpose statements for the program and indicators of purpose achievement which are set out below. Suggestions concerning improvements needed in each of the components of the program are provided in the body of the paper.

## 1. Goal for the FNP and Indicator

### a. Goal Statement

To improve the nutritional status of families in poor communities by mobilizing community resources and maximizing community participation in nutrition and income generating activities.

### b. Goal Indicator

Enhanced nutritional status of project participants.

## 2. Purpose Statements and Indicators

### a. The purposes of the FNP are:

(1) To give priority to FNP centers in poor villages, and within villages to cover all families with pregnant and lactating women and children under five (with priority given to children under three).

(2) To increase the participants' knowledge of specific nutrition messages.

(3) To promote the effective use of the current growth surveillance system for education, monitoring and program management.

(4) To develop viable income-generating activities for participating mothers and a system for generating funds to continue operation of the centers.

### b. Indicators

(1) (a) Counterparts have a system for identifying poor communities and are carrying out a significant portion of their programs in those areas.

(b) Centers are effectively reaching the target population as evidenced in high participation rates in the program.

(2) A significant proportion of participating mothers have acquired knowledge of nutritional messages delivered.

(3) (a) Centers are supplied with components of the growth surveillance system.

(b) Community workers are performing prescribed procedures correctly.

(c) Growth surveillance data are collected and used by program managers.

(4) (a) Income generating activities are resulting in successful enterprises for a significant number of participating mothers.

(b) Development of a system acceptable to participating mothers to provide continuing financial support for center activities.

## I. INTRODUCTION

### A. Purpose

The purpose of this assessment/redesign is twofold. As had been agreed between USAID/Indonesia and CRS before the team's arrival, it was not intended that the team engage in an indepth analysis of the impacts of Food for Work (FFW) and the Food and Nutrition Program (FNP). Rather, the first phase of the study was to assess the on-going Title II activities from the point of view of program content and management, and the potential for achieving agreed upon objectives.

The second phase of the study was to prepare a revised plan of action for the upcoming three years. This plan of action was to include: recommendations regarding commodity/funding levels, both for the overall program and for the two main components - FFW and FNP; a restatement of program objectives; the development of a program strategy to achieve these objectives; and the development of a monitoring and evaluation system.

The team was to work jointly with CRS staff to prepare the assessment and the redesign proposals. The entire exercise was to be completed during five weeks of field work beginning 1st October 1983 with an additional period of two weeks allowed for the team leader to prepare the final report.

### B. Organization of the Report

The report incorporates both the findings of the assessment and suggestions for the redesign. In addition, other background materials which are essential to understanding the operation and potential of the CRS Title II Program in Indonesia are presented.

The country background information contained in Section II of the report covers a broad range of topics beginning with information on the scope of the problems of poverty and malnutrition, and the areas with the greatest problems in this regard. Those Government of Indonesia national programs which are designed to ameliorate these problems and are related to or coordinated with FFW and the FNP are described next. An overview of the CRS program is then provided, followed by a description of each of the CRS counterpart organizations, their resources, program size and relationships to local government.

The results of the assessment are presented in Section III of the report and in Annexes II, III and IV. The approach taken to the assessment/redesign is described in Annex I which also contains samples of the questionnaires developed and used by the team. Section IV of the report assesses the potential for increased, and more fruitful, collaboration between USAID and CRS, and between CRS and the counterpart organizations.

It is with respect to the redesign proposals that the team diverged somewhat from the scope-of-work established in the preliminary discussions between USAID and CRS. USAID had not been fully aware of the important role played by the CRS counterpart organizations in establishing objectives for the programs. CRS is not an executing agency which could participate

in the preparation of the design, agree on the outlines of an implementation strategy and, once it was approved by USAID, proceed to implement the plan. Rather CRS is a sponsor for a variety of local non-governmental organizations (called counterparts) who have differing objectives, cost positions, and local/governmental operating environments. Any multi-year program plan which can succeed in achieving its objectives must be developed in conjunction with these organizations.

This process was underway prior to the assessment/redesign, and was continued during the team's visit, but it will take several more months to complete. The task of preparing a multi-year plan for the Title II program is complicated also by the differing situation of FFW and the FNP. The FNP was subjected to intensive scrutiny in recent years and USAID, CRS and the Counterparts have been involved in extended discussions on the objectives and components of the program. No similar exercise has taken place on FFW, so the assessment/redesign could make only a beginning in this area.

Accordingly, the Redesign portion of the paper, Section V, is less than a detailed plan for the upcoming 3-6 years of the program. The FFW portion provides recommendations on problem areas which the team believes CRS and the Counterparts should consider and suggestions for specific improvements (there was fairly widespread support expressed by CRS and the Counterparts for implementing these suggestions). The outlines of a project plan for the FNP is presented also as is a phased five-year plan for an individual village food and nutrition project from initiation to phase over to local resources for operation. Identification of the types and size of activities which CRS and the Counterparts would have to undertake to execute this project plan are also presented.

Section V.C. discusses commodity/funding levels which will be required to execute the suggested program. The draft budget contained in Annex V is a preliminary attempt to identify the magnitude and types of expenses which would be required to execute the draft plan.

These materials should provide a sound basis for a continuing effort by CRS and the Counterparts to prepare a multi-year plan for the program. However, it must be recognized that some additional time and consultant resources will be required to complete this task. Certain important areas, especially development of a monitoring and evaluation system (which will be a major task in itself), could not be dealt with by the team to any extent as the purposes of the program had not been clearly identified and agreed between CRS and the Counterparts.

Considering the obstacles presented by the complexity of the program and the difficulties which organizations have in changing long established methods of operation, the team is satisfied with the progress made in this first effort. The credit for this success is largely due to the wholehearted and willing cooperation of CRS and the Counterpart organizations, and their interest in continuing with efforts to redesign and improve their Title II Program.

## II COUNTRY BACKGROUND

The Title II Program of CRS and the counterpart organizations is intended to contribute to improving the quality of life of the poor in Indonesia. The numbers of people living below the poverty line are immense, as are those affected by the related problem of malnutrition. Given the numbers involved, the FY 84 recipient level of 203,500 persons for the CRS Title II Program can make only a limited impact on the total problem.

Accordingly, any assessment of the Title II Food for Work (FFW) and Food and Nutrition Program (FNP) must start with an awareness of the size of the problems of poverty and malnutrition and the parts of the country where these problems are most acute. Government programs to deal with the problems exist, and the Title II programs are related to, or coordinated with, these government activities. CRS and the counterparts have their own objectives and priorities for the program. However they must operate within a framework set by government, and receive support from various levels of the government structure in carrying out their activities. This section of the paper discusses these subjects to provide a background essential to understanding the subsequent assessment and redesign proposals.

### A. Poverty & Malnutrition in Indonesia

Poverty affects very large numbers of people in Indonesia. The World Bank Country Study (Employment and Income Distribution in Indonesia, World Bank, Washington D.C., 1980) indicates that 18.7% of the urban population and 50% of the rural population were living in poverty in 1976, the most recent year for which figures were available for analysis. These figures translate to approximately 40% of the total population, or currently more than 60 million people (1982 estimated population - 158 million). The number of poor people is highest in the rural areas of East and Central Java where 67.3% and 66.3% respectively of the population were below the poverty line. Given the weight of these areas in the total population, approximately 35 million of the 60 million people living in poverty can be found in East and Central Java.

Despite a rapidly increasing national income fuelled in part by oil production, the inequalities in income distribution indicated by the World Bank study and those of other analysts suggests that this situation has not improved much in recent years. The pattern of urban areas monopolizing income increases appears to have been maintained as well.

As a major portion of income throughout Indonesia is spent on food (an average of 74% of total expenditures overall, and more than 80% of total expenditures for the lowest income rural groups) it is not surprising to find that inequalities in income distribution result in malnutrition. Considerable data on the nutrition situation was collected and presented in a USAID document (Background Information for USAID/Indonesia, Indonesia Nutrition Strategy - January 1983). Tables 1, 2 and 3 below are taken from pages 33, 19 and 20 respectively of that paper; the original source of the material is given at the bottom of the

Table 1

Calorie And Protein Intake By Income Group - 1976

Expenditure Group (Rp per capita per month)	% of total population	Per-capita daily consumption	
		Calories (Kcals)	Protein (grams)
Less than 2000	15.3	1381	22.2
2000 - 2999	23.8	1870	32.3
3000 - 3999	19.5	2034	40.2
4000 - 4999	13.6	2084	47.0
5000 - 5999	8.8	2280	52.7
Over 6000	19.0	2760	69.2
Average intake /a	100%	2064	43.3
Minimum intake requirement		1900	39.2
Average availability		2231	

Source: Hutabarat: Proyeksi Distribusi Konsumsi Kalorie Menurut Kelompok-Kelompok Pendapatan di Indonesia Tahun 1990; Sekolah Pasca - Sarjana IPB 1979.

/a Underreporting of food consumption is believed to occur in the 1976 SUSENAS for the lower income groups, although the extent of this is not known. The average for all income groups (2064) is consistent, however, with the estimated availability figure (based on food balance sheet data) of 2231 for that year. Household losses of about 10% are considered normal and account for the differences between actual intake and availability numbers.

Table 2: PER CAPITA DAILY CONSUMPTION OF NUTRIENTS, BY REGION, INDONESIA 1978

	Calories (calories)	Protein (grams)	Fat (grams)	Carbohydrates (grams)	Calcium (mg.)	Iron (mg.)	Vitamin A (int. unit)	Thiamine (mg.)	Riboflavin (mg.)	Niacin (mg.)	Vit. C (mg.)
Indonesia	1959	51	31	375	296	10	6335	0.9	?	?	155
<u>Region:</u>											
DKI Jakarta	1854	54	42	320	324	9	4863	0.9	0.7	13	130
West Java	2082	54	27	406	264	9	4559	0.9	0.7	16	140
Central Java	1556	39	23	309	276	9	5750	0.8	0.6	11	146
DI Yogyakarta	1488	34	25	292	280	9	4122	0.8	0.6	9	120
East Java	1639	42	27	319	303	10	5937	0.9	0.7	11	120
Sumatra	2401	63	43	443	346	12	9282	1.0	-	-	246
Bali & Nusatenggara	2234	55	35	429	282	11	11946	1.1	0.8	16	153
Kalimantan	2420	68	37	454	358	11	7426	1.0	0.8	20	166
Sulawesi	2234	62	37	416	255	10	6071	0.9	-	-	116
Maluku & Irian Jaya	1996	56	43	350	349	10	8697	0.9	0.8	15	215

Source: SUSENAS 1978 data tapes, Biro Pusat Statistik, Jakarta

Table 3: Prevalence of PCM in Indonesia by Province According to Standard Weight for Height in Children 6 Months to 6 Years.

<u>Province</u>	<u>Standard weight for height</u>			
	<u>/ 69%</u>	<u>/ 79%</u>	<u>/ 89%</u>	<u>N</u>
West Java	0.68%	3.88%	26.47%	4094
Central Java	1.69%	10.56%	27.5%	3957
Yogya	----	1.05%	21.74%	600
East Java	1.75%	8.71%	39.26%	3892
B a l i	1.8%	3.8%	17.4%	1298
*N.T.B.	1.7%	7.5%	37.3%	2277
Lampung	0.4%	4.7%	22.1%	488
Sum.Sel	1.2%	5.4%	26.5%	602
Bengkulu	0.7%	3.3%	16.8%	460
Sum.Bar	0.7%	2.07%	20.9%	606
Sum.Ut.	0.2%	2.2%	19.3%	461
D.I. Aceh	0.2%	2.1%	21.8%	619
Jambi	0.4%	2.6%	16.8%	548
Riau	0.2%	2.6%	25.4%	461
Sulawesi Utara	0.2%	2.3%	15.9%	843
Sulawesi Tengah	0.2%	2.1%	23.9%	467
Sulawesi Selatan	0.6%	2.5%	24.1%	1224
Sulawesi Tenggara	0.3%	3.7%	28.5%	791
*Kalimantan Barat	1.1%	5.1%	40.8%	451
Kalimantan Tengah	1.3%	3.3%	26.5%	449
Kalimantan Selatan	0.4%	5.0%	26.8%	541
Kalimantan Timur	1.1%	3.7%	33.0%	464
A m b o n	0.3%	3.7%	30.4%	492

/ 69% = Severe Malnutrition

/ 79% = Severe + Moderate Malnutrition

/ 89% = Severe + Moderate + Mild Malnutrition

N = Number of Children

Source: Survey Nasional Xerophthalmia; Helen Keller International (1978).

Boston Stds (% of median)

tables. As can be seen from this information, the problems of malnutrition are of immense magnitude and severity.

Table 1 provides evidence of the direct linkage of low incomes to low levels of consumption, while table 2 provides information on the per capita consumption of calories and proteins in various regions of Indonesia. Here again, the problems are found to be most severe in East and Central Java; the figures on caloric consumption shown in Table 2 for those areas are particularly disturbing. Overall, it is estimated that two thirds of the population, or more than 100 million people have an inadequate daily intake of protein and calories.

The low levels of consumption are a major contributor to the high prevalence of protein/calorie malnutrition (PCM) in children which is one of the most important forms of malnutrition. Table 3 provides a breakdown of the prevalence of PCM by region which again indicates that the areas with the worst problems are East and Central Java, although other areas are also severely affected.

Low and inadequate food consumption of children is not only due to absolute lack of food but also to food belief patterns related to child care and feeding. Of particular concern is the proper management of breast feeding including the timing of the introduction and appropriateness of weaning foods used for the transition from breast feeding to adult food. Child morbidity and especially diarrheal infections are also important contributors to malnutrition. While the problems of absolute lack of food can be addressed through food distribution and/or programs to increase incomes, the latter types of problems will require other interventions including education of mothers and general community awareness of the needs of children.

A useful statement of the contribution which could be made to a decrease in the problems of malnutrition by combatting poverty and poverty related problems such as low levels of education is contained in an article by Saleh Afiff, Walter P Falcon, and C. Peter Timor, "Elements of a Food and Nutrition Policy in Indonesia," pages 406-42 in Gustav S. Papanek, The Indonesian Economy, Praeger, New York 1980. They note that a number of interventions will be required to solve the nutrition problem in Indonesia, among them special interventions targeted on the vulnerable group of infants and toddlers, as well as pregnant and lactating women. They go on to say:

It is critical, however, not to lose sight of the most important vehicle for nutritional development in Indonesia. Doubling the per capita income of the bottom 25% of the population would eliminate much of the overt hunger and protein calorie malnutrition that now exists. That 25% of the population currently receives less than 7% of national income. Doubling their incomes by the end of the 1980's would involve less than 1% increases in national income per year, provided that the bottom 25% of the income distribution could receive it. But designing strategies that reach that lower range of the income spectrum will not be easy,

based on current understanding of the Indonesian macro food system.

The Government of Indonesia (GOI) has developed a number of programs which are designed to bring about improvements in the condition of the poor, including a national nutrition improvement program. The Food for Work and Food and Nutrition programs of CRS and the Counterpart organizations support these government activities. Before turning to an assessment of FFW and the FNP, background information on the government programs most directly related to the Title II supported activities is provided, followed by an overview of the CRS program and information on the CRS counterparts.

## B. Government of Indonesia Programs

From the mid-1970's onwards the problems of poverty and malnutrition were increasingly recognized and assumed additional importance in government planning and intervention. There have been increases in the budget allocations to rural health and education, and several public works programs on a large scale are supported to generate employment for low income workers. The Title II activities of CRS and the counterparts are closely related to, or coordinated with, these programs. The various types of public works programs are described first followed by a discussion of the nutrition policy and programs of the Government of Indonesia.

### 1. Public Works Programs

The largest labor intensive public works program of the GOI is the Padat Karya Gaya Baru (PKGB), however two other programs are also supported, one of which provides additional resources for FFW projects. These are the Kabupaten (district) program and the Subsidi Desa program. All three are briefly described below.

#### a. Padat Karya Gaya Baru

The Padat Karya program began in 1974. The goals of the PKGB are to provide short term employment for the rural poor during slack periods and to create rural infrastructure which will increase productivity and incomes in the longer term. It is hoped that the latter achievements of the program will result in the generation of employment possibilities considerably in excess of those created by PKGB itself.

The PKGB program is providing significant levels of employment, an estimated 1.5 million person years per annum (by contrast the FFW programs provide 20,000 person years of employment per annum). In the latter part of the 1970's evaluations of the PKGB noted that there were considerable problems in achieving the second objective due to problems with project selection and execution. USAID has been deeply involved in improving the program; a \$25 million loan was provided for PKGB, 70% of which was to be used to pay wages and 30% for expenses in planning and supervising the program as well as material costs, e.g. tools. In addition, a \$3 million grant was approved for technical assistance to create improved management systems for the program. This latter grant supports the project PKGB (PPKGB). The PPKGB has undertaken many activities over the last few years, those which would have the most relevance to improving the FFW program are described in Annex II.B.

#### b. Kabupaten Program

This program has been in operation for more than a decade. Under this program each Kabupaten (district) is allocated Central Government funds (based upon the population in the district) which are to be used for labor intensive rural works programs. Although upwards to 500,000 person years of employment per annum have been created by the program, considerable portions of the benefits have been captured by urban based contractors.

### c. Subsidi Desa Program

This program is currently most directly involved with FFW. Under the program, villages (desa) receive funds each year (less than \$1000 each) for infrastructure projects. Proposals have to be provided for the use of these funds, and they must be used to purchase materials not available in the village. Locally available materials and labor for construction are to be supplied by the villages. As a result, any employment generated can arise only as a result of increased productivity from the structures. As villages often lack the ability to design effective projects and resources have not been available from government departments above the village level in most cases, the benefits from this program have not been maximized.

In the course of the FFW field visits it was noted that Subsidi desa funds were often used to provide bridges, cement, etc., needed to complete projects. As a result FFW contributes to improving this program as it provides supervision, planning, and compensation for labor to increase the speed of completion of activities.

### 2. Nutrition Policy and Programs of The Indonesia Government

In the third Five Year Development Plan (1979/80-1983/84) the Indonesian Government addresses itself to the major nutrition problems of Indonesia. The three basic goals of the food and nutrition policy are:

- To provide sufficient food, which is equitably distributed at prices accessible to the population.
- To diversify the food consumption pattern.
- To decrease the prevalence of diseases resulting from malnourishment.

To achieve these goals the following programs have been implemented:

#### a. UPGK (Family Nutrition Improvement Program)

The major aim of UPGK is to decrease the numbers of those suffering from protein calorie deficiencies, particularly in the most vulnerable groups (under-fives, pregnant and lactating mothers). It also aims to treat Vitamin A deficiency in preschool children, and anaemia in pregnant/lactating mothers. The basic UPGK packet covers the following activities:

- weighing of under-fives
- nutrition education
- distribution of Vitamin A capsules (children), iron tablets (pregnant women), oralite for diarrhea cases
- referral of severely malnourished children
- home gardening

The complete UPGK packet includes the basic packet plus:

- supplementary feeding for malnourished children
- provision of seeds to increase household production of food

- extension education by an agriculture field worker

The delivery of these intergrated services attempts to maximize community participation and village self-reliance.

Three government departments are involved in the implementation of this program - Health, Agriculture and Religion, together with the National Family Planning Coordinating Body (BKKBN).

During the first four years of this program 6,730,000 under-fives in 33,438 villages have been reached (23,000 villages are covered by BKKBN in Java and Bali).

A recent evaluation of the UPGK program highlighted many operational problems which have hindered the qualitative development of UPGK to date. These include:

- inadequate preparation of the community and subsequent supervision;
- insufficient community participation;
- imperfect preparation of staff;
- overloaded field staff;
- a high drop-out rate of kader attributed to poor selection, inadequate training by inexperienced trainers;
- kader poorly skilled in weighing, completing the KMS growth chart, and promoting nutrition;
- minimal behavioral change amongst the mothers. Attributed to inadequate nutrition education related to lack of skills and the unmanageable size of weighing groups.

#### b. Program for the Prevention of Vitamin A deficiency

By mid 1984 the government's target is to provide high dosage Vitamin A capsules to ten million under-fives in 13 provinces through the UPGK program and other channels.

#### c. Program for the Prevention and Treatment of Anaemia

Iron tablets are being distributed through the UPGK program. In the years 1979/80-1981/82 approximately 250,000 pregnant women have been reached. Field trials of multiple fortified salt are underway.

#### d. Program for Treatment of Endemic Goitre

This program includes injecting males and females in goitre-prone areas with iodine solution and iodising salt.

#### e. Support and Supervision Program

This program includes the production of nutrition education materials. An effort will be made to limit and standardize nutrition messages to achieve greater impact.

Guidance of nutrition workers, is also covered by this program, as well as services for the severely malnourished referred through UPGK. By 1982/83 only 45 community health services were equipped to provide this service.

Implementation of the government nutrition program particularly UPGK, at the village level, is through the nationwide women's group (PKK), or similar community groups. Allegedly it is coordinated at sub-district, district and provincial levels, by coordinating bodies with membership from related government departments, including Health, Agriculture, Religion and the BKKBN.

The nutrition policy for the 4th Five Year Plan (1984/85-1989/90) aims to increase the peoples' ability to achieve optimal health, through increasing the nutritional status, paying special attention to the vulnerable groups, those in the low income bracket, and to diversify food consumption.

The programs to achieve this goal are the same in kind as those described above, with more extensive coverage. For the purposes of this report it should be noted that the government has the target of implementing the UPGK program in all villages throughout Indonesia by 1989/90, and effecting qualitative improvements in the program.

## C. OVERVIEW OF THE CRS PROGRAM

### 1. Introduction

CRS began operations in Indonesia in 1957. An operational agreement between CRS and the Ministry of Foreign Affairs was officially signed in 1969 and renewed in 1973. CRS development and relief programs in Indonesia are implemented through local voluntary organizations, called counterparts. However, all activities are coordinated with the Government of Indonesia which assists with funding of certain expenses.

Government counterparts for CRS are the Department of Health for nutrition, public health and medical assistance; the Department of Social Affairs for Food for Work and relief programs; and the Department of Home Affairs for regional agricultural development. Implementation of the program is provided at the local level by indigenous PVOs and the Department of Transmigration and is monitored by the CRS/Jakarta staff of expatriate and Indonesian professionals. During 1982, CRS food and medical assistance amounted to over 16,000 metric tons of commodities reaching approximately 250,000 recipients in 15 of Indonesia's 27 provinces. The total value of all CRS assistance to Indonesia in 1981 exceeded US\$ 9 million. This assistance was channeled through the following project areas:

- Food and Nutrition
- Food for Work
- East Timor Agricultural Development
- Village Socio-Economic Development

The breakdown of financial inputs by category is as follows:

	<u>U.S.\$</u>
CRS Administration	201,484
PL 480 Title II Commodities (14,906 M/T)	5,619,915
EEC Milk (800 M/T)	1,175,684
CMMB Medicines	178,100
Miscellaneous Shipments	50,702
Socio-Economic Development Projects	179,909
East Timor Agricultural Development Program	1,374,245
Recipient Contributions	<u>486,140</u>
	\$9,266,179

### 2. CRS/Indonesia Staff

The CRS/Jakarta office is headed by a Program Director and a Program Assistant who are both Americans and full-time employees of CRS. Currently these positions are held by individuals who have worked for CRS for several years and have experience in CRS programs in other countries as well as Indonesia. They are assisted by a professional and clerical staff of 17 who are all Indonesian nationals. In addition, four employees work on the East Timor Agricultural Project (ETADEP), a Swiss project manager, and three Indonesians. The redesigned program will require certain staff changes, particularly with regard to the addition of positions (discussed in subsequent sections of the paper).

The breakdown of current staff positions is:

General Administration:	1 - Administrative Assistant
	1 - Government Liaison
	2 - Secretaries
Title II Program	: 1 - Logistics Supervisor
	: 2 - Nutrition Supervisors
	: 4 - Field Officers
	: 2 - Shipping Officers
	: 1 - Document Expediator
Projects	: 1 - Project Officer
Finances	: 1 - Accountant
	: 1 - Assistant Accountant
ETADEP	: 1 - Project Manager
	: 2 - Assistant Project Manager
	: 1 - Secretary

Seven Indonesian employees out of the total of 16 have worked with CRS for five years or more, three for over ten years. The high turn-over occurs mainly in the lower clerical positions.

### 3. Title II Program

The CRS program currently reaches 95% of all recipients of Title II food commodities in Indonesia. Church World Service also handles Title II foods and has an approved FY 1984 program to reach 11,475 recipients as compared to the CRS FY 1984 program which has an approved level of 203,500 recipients.

The CRS Title II Program is implemented through agreements with the following local Counterparts:

Lembaga Karya Dharma (LKD)	- Surabaya, East Java
Yayasan Sosial Bina Sejahtera (YSBS)	- Cilacap, Central Java
Yayasan Sosial Soegijopranoto (YSS)	- Semarang, Central Java
Lembaga Karya Bhakti (LKB)	- Tanjungkarang, Lampung
Lembaga Karya Sosial (LKS)	- Palembang, South Sumatera
Lembaga Sosial Usaha Bersama (LSUB)	- Pontianak, West Kalimantan

Department of Transmigration

The program follows Title II norms, regulations and guidelines and strives to make the most cost-effective use of food aid resources to relieve poverty and malnutrition and improve the standard of living of the program participants. The CRS counterparts deliver food commodities to needy people and elicit from the recipients the maximum possible return in terms of participation in educational programs of nutrition, health and development and cooperation in productive activities. The achievement of the educational and development objectives is dependent on the facilities and factors of production which are made available to the participants.

In Indonesia the CRS Title II Program is implemented mainly through a Food and Nutrition Program (FNP) and Food for Work (FFW). In the Food and Nutrition Program food assistance is delivered to needy beneficiaries and their participation is

elicited in programs of nutrition, health and household development, the dominant program being the GOI nation wide UPGK (Family Nutrition Improvement Program). The participants, namely the mothers of young children, are expected to regularly attend educational sessions in nutrition, health and income generating activities, principally those income generating activities which are best carried out in the household sector and are managed by women. Wherever possible the participants are expected to undertake worthwhile income generating activities in response to the aid program.

Through the Food for Work Program, food commodities are delivered to needy unemployed and underemployed people in return for their cooperation in labor intensive activities in the public or community sector. The goal of FFW projects is the relief of unemployment and the economic/social benefits of the community.

The number of recipients in the FNP and FFW for FY83 and FY84 for each counterpart organization is summarized on Table 4.

#### 4. CRS/Counterpart Relationships

There are important differences in the relationship CRS has with each counterpart. In part this reflects distinctions in the organizational structures, staff training and abilities, procedural details, and even the goals of the different counterparts. But it also reflects the different histories of interactions between each counterpart and CRS and, hence, of different expectations (both positive and negative) on the part of the various individuals involved. For this reason some counterparts at present have better working relationships than others with CRS and vice versa. Further details are provided in the material presented on each counterpart organization in the next section of the report.

Each year, before CRS/Jakarta submits its Annual Estimate of Requirements (AER) for Title II commodities to USAID, each counterpart submits to CRS/Jakarta, its request for the coming year. CRS reviews these requests and makes adjustments where necessary before final submission to USAID. In the past few years adjustments have been necessary in that approving any increases has been extremely difficult due to the limitations on budgetary levels set by USAID/Washington. Another factor taken into consideration when approving increases or allocating imposed decreases is the Counterpart's past performance.

After CRS has been notified of the approved AER and allocations to the various Counterparts has been set, the Counterparts are notified and they are required to sign an agreement. The agreement basically states that CRS provides the stated commodities in return for monitoring and auditing rights and that the Counterpart provides the necessary reports and observes requirements as outlined in the CRS Title II Operations Manual.

The actual programming has been left to the discretion of the Counterparts as long as it does not violate the Operations Manual, which is mainly concerned with commodity accountability.

As a result, relations between CRS and the counterparts have been mainly on a one to one basis and the most frequent CRS contact with the counterparts has been the end use checkers who are monitoring compliance with regulations. The redesign process has modified this relationship as seminars were held which involved meetings between CRS and the counterparts as a group to discuss programmatic issues. This method of program management will be continued and expanded in future (See discussion in Section D. below).

In addition to the Title II commodities, CRS provides medicines, used clothing and EEC milk to the Counterparts for distribution. Project Grant proposals are also accepted by CRS for possible funding.

TABLE 4. TITLE II PROGRAM BY COUNTERPART - FY 1983 and FY 1984

(in thousands of Recipients)

Counterparts	F N P			F F W			TOTALS		
	FY 1983 PLAN	FY 1983 ACTUAL	FY 1984 PLAN	FY 1983 PLAN	FY 1983 ACTUAL	FY 1984 PLAN	FY 1983 PLAN	FY 1983 ACTUAL	FY 1984 PLAN
LKD	40.0	34.8	28.6	-	4.5	10.0	40.0	39.3	38.6
YSS	33.0	25.3	23.5	22.5	21.5	30.0	55.5	46.8	53.5
YSBS	26.0	22.5	18.5	37.5	22.1	20.0	63.5	45.0	38.5
LKB/LKS	6.0	4.1	4.4	7.5	7.0	5.0	13.5	11.1	5.4
LSUB	-	-	-	7.5	7.0	10.0	7.5	7.0	10.0
TRANS MIGRATION	-	-	-	25.0	35.0	25.0	25.0	35.0	25.0
NET/ MONETIZATION <sup>1)</sup>	-	-	-	-	-	28.5	-	-	28.5
TOTAL	105.0	87.1	75.0	100.0	97.1	128.5	205.0	184.2	203.5

1) This portion of the FY 1984 program is still being finalized. Negotiations are underway with a Catholic organization in Nusa Tenggara Timor to restart its Food for Work Program, and the balance is being reserved for a monetization proposal.

Note: The FY 1983 actual FNP is considerably lower than the planned level. This resulted from action taken by the counterparts to achieve a phased reduction in their programs as soon as they were advised the FY 1984 level would be set at 75,000 recipients.

D. THE CRS COUNTERPARTS - ORGANIZATION, PROGRAMS AND GOVERNMENT RELATIONSHIPS

This section of the paper provides information on each of the counterpart organizations and on the Department of Transmigration. The topics covered include a general description of the total program of each counterpart, their organizational structures, sources of funding, and the evolution in program size and commodities over the past five years.

The local political context of Indonesia has a profound effect on the Title II programs of the counterpart organizations, making inputs into project planning, approval and funding. In order to clarify the subsequent description of the individual counterparts and their relationship to government, we begin with a general description of the local political structure before describing each counterpart in turn.

Table 13. on page 29 at the end of this section summarizes the amount of contributions received by counterparts from recipients and local government. The specifics of FFW and FNP programs of the individual counterparts is not covered in this section but can be found in the relevant portions of Section II below.

1. Political Context of the Counterpart Programs

a. Political Organization

The Government hierarchy and the responsible official at each level can be summarized:

<u>national-nasional</u>	- <u>presiden</u>
<u>provinces-propinsi</u>	- <u>gubernur</u>
<u>regencies-kabupaten</u>	- <u>bupati</u>
<u>subdistricts-kecamatan</u>	- <u>camat</u>
<u>government villages-desa</u>	- <u>kepala desa; lurah; pendagawa, etc</u>

In the political hierarchy shown above the officials indicated under the level of president are in the Department of Home Affairs (Departemen Dalam Negeri). Officials down to the camat are appointed by the central government, while kepala desa or lurah are voted upon in local elections and approved by the central government. Below the desa level are sometimes found "traditional villages", the social and political organization of which vary according to the geographic and ethnic region within Indonesia.

b. Project Planning at Various Levels

(1) Kabupaten and Kecamatan

The bupati (district head) appointed by the central government is responsible for organizing a district development plan which is coordinated with and is in large part determined by similar plans at the provincial and national levels. To carry out this plan the bupati obtains funds and other resources from these two higher levels and also from taxing within the district (kabupaten

is the lowest administrative level with the power to tax). For FNP and FFW type projects the bupati generally works through his district Public Welfare Office (Kesejahteraan Rakyat or KESRA).

As the bupati is an important political/administrative appointee whose main ties are to the central government, his interests are met in carrying out the district plan as completely as possible and generally he must accomplish this with inadequate funds. It is on the basis of his performance in this regard that he is judged by those above him. For this reason he may attempt to insure that whatever outside aid becomes available for sub-kabupaten level projects (i.e., at camat or desa levels) will fit his district development plan needs and hence will be viewed by those above as bupati accomplishments.

The next administrative level below the district or kabupaten is the sub-district or kecamatan headed by the central government appointee, the camat. The camat is generally far more familiar on a day to day basis with specific conditions and needs in his area than the bupati could or even should be. Unable to tax and without a fixed five-year plan, the camat acts more in the role of a conduit between the district government and the local village leadership.

## (2) Desa

While the village head, in Java the Kepala Desa is the central official of the desa, other leaders referred to as pamong are consulted as important decisions are made. The pamong may consist of various key community figures - political and/or economic patrons, school teachers, leaders of sub desa, groups of various types etc. Community development projects of the FFW or FNP type are formally organized through the LKMD (Lembaga Ketahanan Masyarakat Desa - Villager's Coordination Board), though the Kepala Desa usually has other informal connections with outside groups (such as the CRS counterparts) who can supply ideas or technical assistance for projects.

It is important to keep in mind that Kepala Desa are almost invariably powerful local patrons in an economic and social sense as well as being the main political conduits to and from the central government. Though they seldom act in a wholly arbitrary or self-interested manner in making important desa decisions (i.e., they take into consideration the interests and advice of the pamong, LKMD, and the community generally) they still often wield substantial power on the local scene and are generally able to push their own favored village activities or projects through the community decision-making bodies.

It must be emphasized for those unfamiliar with the Indonesia setting that the patron status of the Kepala Desa does not imply any open antagonism between the Kepala Desa and other villagers including other local patrons of various types. On the contrary, the Kepala Desa retains the "authority" to wield his substantial power in the community precisely because in most cases he fulfills the expectation of paternalistic benevolence implied in the role of village patron.

Plans for development related projects, including FFW, may arise either from the desa or from levels above the desa. If projects are initiated at the desa level, approval must then be sought at the office of the sub-district officer (camat) who forwards the request to the district officer (bupati).

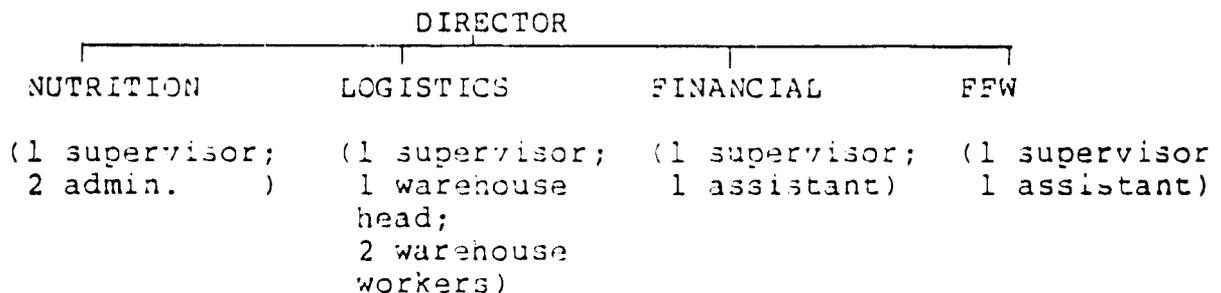
As will be seen in the subsequent discussion, there is a variation in the level of government to which the different counterparts relate. Two of the counterparts (YSS and LKD) work closely with district government at the project identification/planning stage, while YSBS, LKB and LSUB work more directly with specific villages in preparing project proposals. As a result, there is a variation also in the source of funding for the organizations with YSS and LKD receiving significant funding from government while the other organizations rely upon recipient contributions to meet program expenses.

## 2. Lembaga Karya Dharma (LKD) - Service Works Organization

### a. General Overview

Lembaga Karya Dharma in Surabaya is the oldest counterpart and is a private Catholic welfare agency with activities targeted on the poorer segments of society in rural East Java. One of the largest projects of LKD is the family and children welfare training center. LKD also carries out other smaller scale community development activities in the areas of handicrafts, foster children, and women's groups. LKD first began distributing CRS/USAID food commodities after a flood in 1968. LKD presently carries out both FFW and FNP programs in three East Java Province districts: Lamongan, Blitar and Banyuwangi.

The LKD organizational structure as it relates to the Title II program is as follows:

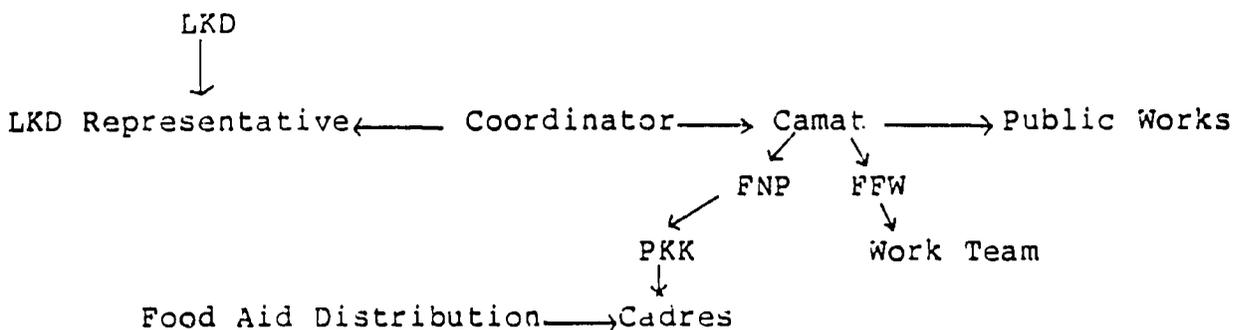


AREA COORDINATION (freelance; government-LKD go between)  
 (2) coordinators;  
 (8) assistant coordinators  
 (5 locally placed assistant coordinators)

### b. Relationship to Government and Project Holders

The relationships between LKD and the East Javanese government concerning CRS food aid has changed significantly over the past fifteen years. At first food aid was given directly to villages. By 1970, however, commodities were sent to and distributed by the sub-district head, the camat. In 1971 receipt of and distribution passed under the control of the district head, the bupati. In 1976 responsibility for transport and inclearing

costs passed from the recipient villages to the district government. Since 1981 a fairly sharply defined arrangement with government has been in force. This arrangement is illustrated in the following diagram.



This arrangement differs from other CRS counterpart/government arrangements.

c. Commodities, Recipient Levels, and Program Funding

The following Table summarizes Title II commodity and recipient levels of LKD for the Years FY 1980 through FY 1984.

Table 5. LKD - Recipients and Title II Commodities Distributed  
FY 1980 to FY 1984

FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	45,315	Bulgur: 1,282 CSB: 712 Rice: 994	9,393	Bulgur: 325 Rice: 1,122
1981	49,674	Bulgur: 1,938 WSB: 727 Rice: 974	17,603	Bulgur: 850 Rice: 1,343
1982	46,669	Bulgur: 1,203 WSB: 1,701 CSB: 298	15,293	Bulgur: 2,276 Corn: 532
1983 (est.)	34,770	Bulgur: 1,036 WSB: 1,096 NFDM: 380	4,452	Bulgur: 408 WSB: 13 Corn: 140
1984 (planned)	28,600	Bulgur: 1,030 NFDM: 1,030	10,000	Bulgur: 960 NFDM: 240

LKD costs for Title II activities include office and staff salary costs plus handling/insclearing, transportation and storage of commodities. We were advised by LKD that these are covered through FNP recipient contributions of Rp450 per ration and district funds for FFW projects.

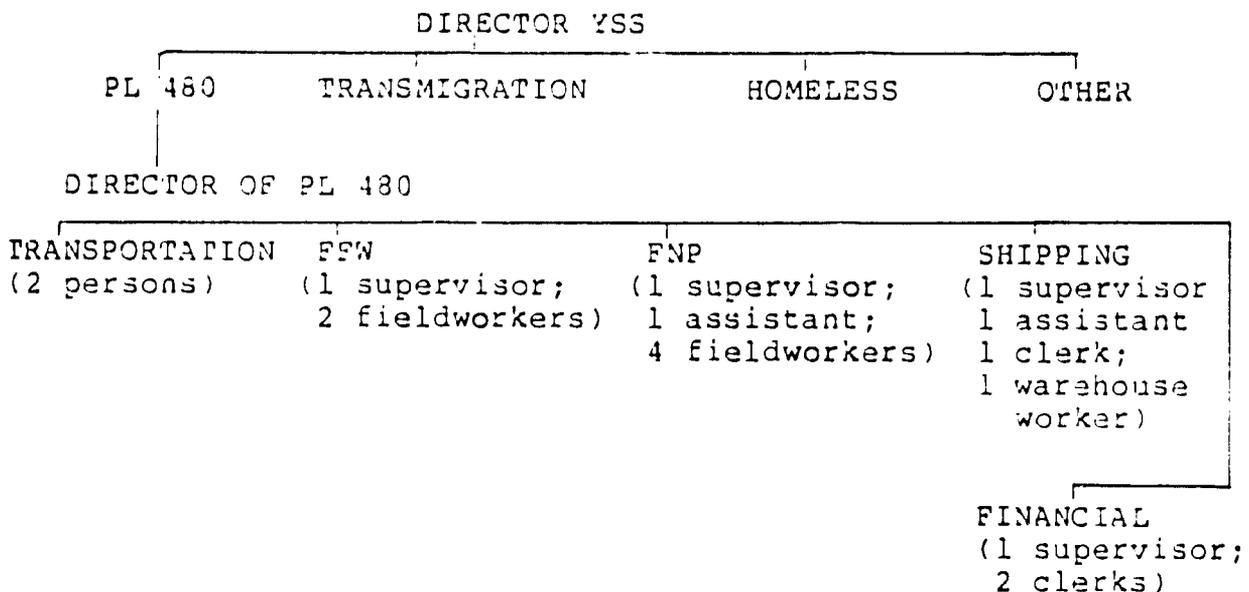
3. Yayasan Social Soegiyapranata (YSS) -  
Soegiyapranata Social Foundation

a. General Overview

The YSS was founded in Semarang, Central Java, in 1963 and though it was Catholic in origin it is essentially non-sectarian in its activities. The foundation is headed by a Catholic Brother and is involved in a variety of developmental activities including health services, basic skills training programs, small credit organizations, and disaster relief services, as well as distribution of CRS supplied food commodities. Today YSS runs strong FFW and FNP programs.

The relationship between CRS and YSS has varied over the years in terms of degree of communication and cooperation and, in the past, CRS has twice ended the supply of food commodities. However, today the PL 480-Title II section of YSS is more isolated from the day-to-day activities and administration of the parent foundation, and in the past two years communication and cooperation between this Title II section and CRS has been improving.

The organizational structure of YSS is as follows:



b. Relationship to Government

The entire YSS Title II program is currently in Kabupaten Pemalang (Pemalang is located approximately 110 kilometers east of Semarang), and the YSS Title II staff work closely with the district level government in carrying out both FFW and FNP projects. Due to problems YSS had in 1978, the organization was required by CRS to restrict its activities to a single government district and to work more closely with the district government than is the case of the other CRS counterparts. YSS has apparently interpreted the latter requirement very strictly, and now works closely with the Kabupaten Pemalang Social Welfare Office (KES&A) in carrying out its projects.

KESRA has set up a special office to coordinate Title II projects, and appears to all but determine both the types of projects which YSS carries out (at least where FFW is concerned) and the types of villages targeted for Title II Food Aid. The director of the KESRA office is a very socially concerned individual and his relationship to YSS is close. As a result, YSS believes the close cooperation with KESRA is beneficial to the program. For example, it has allowed YSS to concentrate on technical aspects of projects and to carry out projects characterized by a high degree of interagency cooperation (for example with Public Works).

However, YSS has lost some of its ability to target those geographic areas which it feels to be most in need of its services. In FY 84 the organization wishes to program the expansion of its FFW program into another Kabupaten closer to Semarang.

c. Commodities, Recipient Levels, and Program Funding

The following table indicates the overall commodity and recipient levels of YSS Title II activities between FY 1980 and FY 1984.

Table 6. YSS - Recipients and Title II Commodities Distributed  
FY 1980 to FY 1984

FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	6,000	Bulgur: 162 Rice: 144	-	-
1981	7,169	Bulgur: 86 Rice: 50 CSB: 36	16,920	Bulgur: 462
1982	12,318	Bulgur: 472 WSB: 226 CSB: 225	19,730	Bulgur: 412 Corn: 2,906
1983 (est.)	25,295	Bulgur: 958 WSB: 291 NFDM: 667	21,681	Bulgur: 2,014 Corn: 587
1984 (planned)	23,500	Bulgur: 346 NFDM: 346	30,000	Bulgur: 2,880 NFDM: 720

YSS costs for Title II activities include office and staff salary costs. We were told that these were financed through a contribution made by the Kabupaten Pemalang at the rate of Rp1,000 per metric ton of grain and Rp1,500 per metric ton of milk. YSS pays the initial warehousing costs on commodities until they are cleared from Semarang harbor; thereafter all transportation and warehousing costs are borne by the Kabupaten

Pemalang government. If YSS expands into a new Kabupaten it will have to negotiate with the government or recipients in that area for funds to cover the costs on those foods (in any case, YSS intends to maintain the present level of its program in Pemalang).

4. Yayasan Social Bina Sejahtera (YSBS) - Social Welfare Guidance Foundation

a. General Overview

YSBS was founded in 1976 in the city of Cilacap, Central Java Province, by Father Charles Burrows. Father Burrows had been active in the Cilacap area since 1972 and the YSBS was founded to better coordinate his activities. In addition to FFW and FNP activities, the YSBS is engaged in economic development through agriculture and animal husbandry, and fishery projects, promotion of community health, low cost housing construction for the homeless, and skills training courses. It is presently operating FNP centers (often through local Catholic entities) in five Kabupatens - Cilacap, Kebumen, Banyumas, Purbolinggo, and Klaten, and FFW projects primarily in Cilacap.

YSBS has the following organizational structure and staff:

DIRECTOR

SECRETARIAT

SHIPPING/LOGISTICS  
(2 persons)

FFW  
(1 admin.  
8 fieldworkers)

FNP  
(1 admin;  
1 finan;  
6 field-  
workers)

WAREHOUSING  
(2 admin;  
15 laborers)

TRANSPORTATION  
(2 admin;  
11 drivers)

At present YSBS is considered to have a much stronger FFW than FNP program. However, both FFW and FNP organizations are highly centered on the director who appears not to delegate authority to any great degree. Relations between YSBS and CRS have been strained in recent months due in part to disagreement between the two on the degree to which CRS should be directly involved in monitoring and programming of YSBS Title II activities.

b. Relationship between YSBS and Government

In contrast to YSS and LKD, YSBS works directly with the village level government in organizing and carrying out its programs. At the same time, we were told by staff members that a special agreement is in force as of this year between the YSBS director and the  bupati  of Cilacap which ensures that YSBS FFW projects will receive approval in exchange for a heavy involvement in  kabupaten  road building projects.

c. Commodities, Recipient Levels, and Program Funding

Table 7 indicates the overall commodity and recipient levels of YSBS Title II activities between FY 1980 and FY 1984.

Table 7. YSBS - Recipients and Title II Commodities Distributed FY 1980 to FY 1984

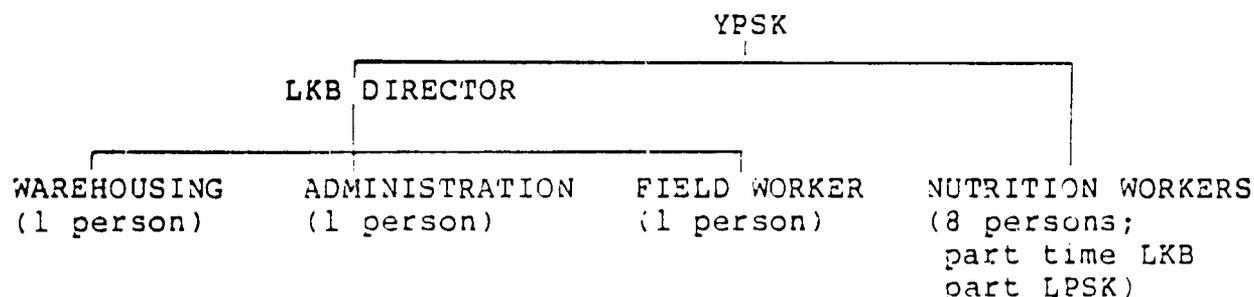
FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	22,493	Bulgur: 968 Rice: 780	5,670	Bulgur: 29 Rice: 515
1981	42,773	Bulgur: 1,070 CSB: 544 Rice: 771	12,988	Bulgur: 967 Rice: 701
1982	31,865	Bulgur: 772 CSB: 727 WSB: 447 Rice: 569	30,018	Bulgur: 680 Rice: 1,417 CSB: 100 Corn: 2,112
1983 (est.)	22,947	Bulgur: 1,300 WSB: 234 NFDM: 248	22,119	Bulgur: 1,689 Corn: 992 NFDM: 137
1984 (planned)	18,500	Bulgur: 666 NFDM: 666	20,000	Bulgur: 1,920 NFDM: 480

YSBS costs for Title II activities include office and staff salary costs, inclearing, storage, and transportation costs as well as material inputs into certain FFW projects (cement etc.) and cash wages paid to certain of the individuals involved in FFW projects. We were told that these costs are covered by YSBS funds and FNP recipients contributions without any government assistance.

5. Lembaga Karya Bhakti (LKB) - Social Welfare Organization and Lembaga Karya Sosial (LKS) - Social Works Organization

a. General Overview

LKB is a Catholic organization which was organized specifically to receive and distribute Title II commodities. It is actually a sub-division of Yayasan Pembinaan Sosial Katolik (YPSK) at Tanjungkarang, Lampung Province, Sumatera. YPSK was founded in 1966 to aid in social and economic development, especially concerning the interests of unskilled and agricultural laborers. LKB carries out both FNP and FFW programs with a staff of 4 full time persons and 8 persons primarily attached to YPSK:



LKB has the smallest Title II programs of all CRS counterparts. The director does not wish, however, to expand rapidly, preferring instead to carry out a slow and careful growth. By agreement with CRS, a portion of LKB food commodities (approximately 50%) is redirected to Lembaga Karya Sosial (LKS) of Palembang, South Sumatera Province. Since 1981, LKS has carried out only FFW projects.

In addition to road and irrigation projects, both LKB and LKS carry out land-clearing activities in which farmers are given funds to clear their own lands. Unfortunately due to lack of time and to the small scale of operations of LKB and LKS, we were unable to visit South Sumatera to study these projects.

b. Relationship to GOI

Both LKB and LKS work directly with villages rather than through the district or sub-district governments.

c. Commodities, Recipient Levels, and Program Funding

Table 3. indicates the overall commodity and recipient levels of LKB Title II activities between FY 1980 and FY 1984 and Table 8 provides the same information for LKS.

Table 3. LKB - Recipients and Title II Commodities Distributed  
FY 1980 to FY 1984

FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	4,903	Bulgur: 68 Rice: 205	3,195	Bulgur: 27 Rice: 60
1981	5,612	Bulgur: 285 Rice: 21 WSB: 51	6,619	Bulgur: 500 Rice: 28
1982	5,414	Bulgur: 231 WSB: 150	3,208	Bulgur: 226 Corn: 65
1983 (est.)	4,156	Bulgur: 64 WSB: 190 NFDM: 53	5,131	Bulgur: 470 Corn: 145
1984 (planned)	4,400	Bulgur: 158 NFDM: 158	2,500	Bulgur: 240 NFDM: 60

Table 9. LKS - Recipients and Title II Commodities Distributed  
FY 1980 to FY 1984

FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	2,375	Bulgur: 66 Rice: 100	2,626	Bulgur: 24 Rice: 82
1981	3,589	Bulgur: 103 Rice: 108	2,720	Bulgur: 140 Rice: 47
1982	-	-	1,464	Bulgur: 151 Corn: 25
1983 (est.)	-	-	1,935	Bulgur: 84 Corn: 149
1984 (planned)	-	-	2,500	Bulgur: 240 NFDM: 60

LKB and LKS pay for their operations (salaries, transportation, inclearing, etc.) with funds from FNP participant contributions (Rp400 to Rp600 per ration) and village fund donations for FFW aid (Rp750 per 50 Lbs sack of grain). Neither organization receives government aid.

6. Lembaga Sosial Usaha Bersama (LSUB) -  
Organization for Social Cooperation

a. Overall Program

The Lembaga Sosial Usaha Bersama (LSUB) was formed under CRS auspices in 1972 with the expressed intent of channelling Title II FFW commodities to villages in the West Kalimantan Province. Today it continues to run only FFW projects. The staff presently includes a director, an assistance director (who was earlier the director), and four field representatives with training in administration and social organizing but not in technical subjects. Since the present director assumed responsibilities for the organization in 1981 there has been increased interest in expanding operations both in terms of project types and in terms of geographic areas.

In the past, LSUB FFW projects have primarily been of two types:

1. What are referred to as 'Educational Food for Work Projects'  
This is an arrangement whereby poor students from rural areas who are housed in dormitories are given food supplements for participating in basic skills courses (e.g., carpentry, cooking, tailoring etc.) in addition to regular school studies.
2. More familiar road construction, land clearing types of projects.  
There are presently plans to expand into more technically complex topical areas primarily involving formation of marketing

and/or agricultural cooperatives. In terms of geographic expansion, LSUB intends to direct more of its resources and attentions to poorer inland villages i.e. (outside of the immediate vicinity of Pontianak). LSUB has, then, been evolving away from being merely a food distribution agency into a more mature village institution building organization. While CRS supplied food commodities will remain an integral part of this institution building goal, the LSUB management recognizes that the staff will require additional training and additional personnel (especially technical personnel) will most likely be required to carry out these more ambitious plans.

b. Relationships to Government and Other Non-Government Organizations

In general the West Kalimantan Government is concerned with infrastructural projects at a level quite above that of organizations like the LSUB. Given the great contrast in the level of development between most areas of the Outer Islands such as West Kalimantan and the provinces of Java, this primarily means emphasis on major roads connecting kabupaten towns or cities. There is therefore limited provincial or kabupaten level interest in becoming directly involved in the kinds of projects at the village level which are typically carried out by LSUB. For this reason LSUB staff generally work directly with village leaders and villagers (lurah and the LKMD) in organizing specific projects and only then are the proposals submitted by the village leaders themselves to the camat and from the camat to the bupati for approval.

c. Commodities, Recipient Levels, and Program Funding

Table 10 indicates the overall growth in FFW commodities tonnage and recipient levels between FY 1980 and FY 1984.

Table 10. LSUB - Recipients and Title II Commodities Distributed FY 1980 to FY 1984

FY	FNP		FFW	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	-	-	2,594	Bulgur: 311
1981	-	-	6,528	Bulgur: 490 Rice: 293
1982	-	-	6,753	Bulgur: 114 Corn: 696
1983 (projected)	-	-	7,010	Bulgur: 484 Corn: 357
1984 (estimated)	-	-	10,000	Bulgur: 960 NFDM: 240

LSUB costs for carrying out their activities include both office and staff salaries on the one hand and warehousing and transport

for food commodities on the other. We were told that these costs are entirely met through an administrative charge of Rp45 per kilo paid by recipient villages. While this arrangement has provided adequate working funds for LSUB in the past, it will not be adequate to meet future needs, since LSUB plans to extend their activities into the interior regions of the province.

These interior villages are substantially poorer than more coastal villages and are therefore less able to bear such administrative charges and at the same time are more distant from Pontianak and require greater expenditure for transport.

## 7. Transmigration

For many years the Indonesian government has been supporting transmigration projects aimed at moving large numbers of Javanese, Sundanese, and a smaller number of Balinese into less populated areas of the Outer Islands, primarily to Sumatra, Kalimantan, Sulawesi, and to a smaller extent, West Irian. Since 1978, the GOI has had World Bank support on a massive scale for certain of these projects, though others including recently begun projects, continue to be funded by the GOI alone or with limited foreign assistance of various types.

The central government's Department of Manpower and Transmigration was reorganized in 1983 to form two Departments, one of which is the Department of Transmigration. Transmigration has always been, however, essentially a 'coordinating agency' which brings together Agriculture, Health, Public Works, and other government agencies for planning and carrying out transmigration schemes. There are subordinate transmigration offices at the levels of provincial and district government which are normally under the authority of the governors and district heads. These also serve to coordinate the activities of several agencies in carrying out transmigration projects.

Unlike the ordinary GOI government structure at sub-district, village, and sub-village levels (described in Section I above), transmigration areas are administered entirely by transmigration officials until they have reached a level of self-sufficiency at least equivalent to surrounding village areas. Only at this point are they turned over to the district government to be formed into kecamatans and desas. This usually does not occur for a number of years, however, since central government inputs in terms of physical resources, often have to be continued after the expected withdrawal dates.

Since 1978 in Sumatra and since 1980 in West Kalimantan, CRS has been working with the Department of Manpower and Transmigration (this year the Department of Transmigration) providing rice to aid transmigrants in the clearing of new lands for building roads and other infrastructure. Table 11. indicates the years that agreements were made between CRS and Transmigration, and the areas covered by the agreements. The years indicated are the years of the agreements and in most cases, the foods were sent the following year. Numbers of recipients and amounts distributed are shown on Table 12.

Table 11.

Year	<u>Islands</u>	
	Provinces in Sumatera	Provinces in Kalimantan
1978-79	Jambi, Lampung, Bengkulu	-
1980	West Sumatera	West Kalimantan, South Kalimantan, East Kalimantan
1981	West Sumatera	-
1982	West Sumatera	West Kalimantan

Table 12. Transmigration - Numbers of Recipients and Title II Commodities FY 1980 to FY 1984

FY	West Sumatera		Kalimantan	
	Recipients	Commodities (MT)	Recipients	Commodities (MT)
1980	10,000	Rice: 300	50,46	Rice: 1,459
1981	10,000	Rice: 595	24,562	Rice: 1,230
1982	10,000	Rice: 946	3,030	Rice: 43
1983	10,000	Rice: 769	25,907	Rice: 1,114
1984	-	- -	25,000	Rice: 3,000*

\* This is the estimated allocation for Transmigration but the area, or the specific program is not yet identified.

The relationship between CRS and the Department of Transmigration is fundamentally different from the relationships CRS has with other counterparts. Unlike other counterparts which are NGO's, Transmigration has an extensive and well-trained staff. Consequently, although CRS field staff do appear to have fairly good procedures for monitoring the commodities sent to transmigration areas, CRS has, and can have, only limited, if any, control over programming.

**Table 13** VILLAGE AND LOCAL GOVERNMENT CASH CONTRIBUTIONS TO TITLE II ACTIVITIES

Counterparts	LEW		FNP		
	Contribution from village to counterpart	Contribution from local Gov't to Counterpart	Contribution from recipients to FNP center	Contribution from FNP Center to Counterparts	Contribution from local government to counterpart
YSS Semarang	None	Rp 800/50 lbs grain	Rp 0 to 150/ration of 3 kgs grain + 3 kgs NEDM	None	Rp 800/50 lbs grain; Rp 1500/50 lbs NEDM
LKD Surabaya	None	Rp 1,000/50 lbs grain	Rp 450/ration of 3 kg grain 3 kg NEDM	Rp 850/50 lbs grain Rp 1,750/50 lbs NEDM	None
YSBS Cilacap	None	None	Rp 300/ration of 5½ kg of grain	Rp 498,90/ 50 lbs grain; Rp 1,190.70/ 50 lbs NEDM	None
LKB Tanjung Karang	Rp 750/ 50 lbs grain	None	Rp 450 to 600/ ration of 3 kg grain + 3 kg NEDM	Rp 750/50 lbs grain; Rp 2,000/50 lbs NEDM	None
LKS Palembang	Rp 40/kg grain	None	-	-	-
LSOB Pontianak	Rp 1,150 to Rp 1,750/ 50 lbs grain	None	-	-	-

### III. ASSESSMENT OF THE FOOD FOR WORK AND FOOD AND NUTRITION PROGRAMS

The scope of work of the Assessment/Redesign Team (See Annex I.A) specified that the team assess the Food for Work (FFW) and Food and Nutrition Program (FNP) from the point of view of management, content and impact or potential for impact. The team found that the differing situations of the two programs had a considerable effect on its ability to carry out the scope of work.

The FNP was evaluated in 1982 and considerable discussion of the program between CRS and USAID followed that exercise. CRS also organized seminars with the counterparts in 1983 which developed plans for a redesigned FNP. Elements of this new program were already implemented by the counterparts in pilot centers. These actions provided an excellent starting point for the assessment team and the information available was supplemented with material from field visits. The detailed nature of the assessment and the specific problems identified in Section B. below reflect the work which was carried out before the team's visit.

The situation with respect to FFW is very different. The FFW program in Indonesia had not been evaluated for several years, and the previous evaluation focused on the amount of physical accomplishments in relation to the man-days of labor supported. On this basis it was judged to be successful. Subsequent audits and field visits by USAID personnel which reviewed the program from the same perspective, came to the same conclusion. As a result, USAID recommended that the FFW program be expanded in FY 1984 to compensate for a phase-down in the FNP program which was considered necessary to correct management deficiencies and other problems discussed below.

However, there was very little information available on the development impact of FFW (as opposed to kilometers of road completed etc.) and these issues had not been considered or discussed with CRS and the Counterparts. In this case, the team had to develop information on the content and development impact of FFW itself, and did not have a program with specific purposes (as opposed to overall goals) to assess. Accordingly, the assessment team has identified areas of concern for the subsequent consideration of USAID, CRS and the Counterparts rather than specific problems to be corrected.

We begin with the assessment of Food for Work, followed by that for the Food and Nutrition program. This section of the paper should be read in conjunction with the Case Studies in Annex II, III and IV which provide illustrative background information on the points made here.

## A. Food for Work Program

### 1. Background

#### a. AID Defined Objectives of FFW

AID has identified the following two objectives for Food for Work: A. To provide income and employment and B. to the maximum extent possible: (1) to develop technical skills for future employment; (2) to develop productive infrastructure in the target area; and (3) to strengthen community organization.

It is important to recognize from the outset that these two major FFW objectives (employment for rural poor and building of rural infrastructure) are distinct and separate and in many cases may be contradictory. Projects aimed at the widest possible impact in terms of producing jobs for the poor necessarily mean heavy emphasis on unskilled labor inputs. Projects designed to produce increases in agricultural production or rural infrastructure generally require technical and managerial expertise, materials and skilled labor with a corresponding decrease in emphasis on unskilled labor.

The first objective (generating immediate employment for the poorer members of rural communities), takes on the characteristics of "employment relief" since the objective is to place a wage in the form of food in the hands of poor people who would otherwise have no wage at all. The second objective (producing either agricultural or non-agricultural infrastructural improvements) is specifically "developmental," since the objective is to make improvements in the rural landscape which will presumably stimulate or at least allow various increases in rural productivity and employment to occur over time.

Evaluation of achievement of the employment relief objective can be carried out in an immediate and straight-forward fashion, while evaluation of achievement of the infrastructure development objective is far more complicated and ambiguous. Finally, conceivable FFW projects may be designed to emphasize either of these two objectives, but only certain, well-conceived and targeted projects will be able to achieve both.

To what extent then do CRS counterpart FFW projects achieve these objectives? As we examine CRS and counterpart performance and the possibility for redesign, it will be necessary first to briefly describe the differing perspectives of USAID/Indonesia and the counterparts concerning the objectives of the program. Secondly, the socio-economic context of Indonesia profoundly effects the employment generation possibilities of FFW. We begin, therefore with a brief overview of each.

b. Perspectives on the Objectives of Food for Work -  
USAID/Indonesia and the CRS Counterparts

USAID emphasizes employment generation as the principal purpose of the FFW program. The Country Development Strategy Statement (CDSS) identifies four development goals for the USAID program in Indonesia, the first of which is expanding off-farm employment. In the Action Plan for the CDSS which was contained in the Annual Budget Submission (ABS) for FY 1984, FFW is identified as supporting this goal. Accordingly, the numbers employed and the productivity of the program are most important to USAID although the ABS also stated that the principal purpose of the redesign was to maximize the development impact of FFW.

By contrast, all the counterparts emphasize the building of rural infrastructure, including the development of the capacity of communities to create the resources they require, as the principal purpose of FFW. As they have not defined priority areas in which to work, the counterparts tend to support "targets of opportunity". As was described in the previous section of the paper, two of the counterparts (YSS and LKD) work closely with the district government and are requested by the bupati to undertake specific projects. These officials do have priorities for FFW projects; for example, the government official interviewed in Pemalang where YSS operates stated that the government priorities for projects are 1) irrigation, 2) flood control and 3) roads. YSS and LKD indicated that they could refuse to undertake certain of the projects which were presented to them, and made their decisions based on defined social criteria (generalized benefit, minus areas, etc.).

Although they were aware that certain projects had favorable results when combined with other activities (for example, mention was made by YSS of a reduction in migration rates from one village when an irrigation project was combined with the introduction of cash crops), the reactive nature of their project selection process prevents them from utilizing this awareness as effectively as they might. YSS and LKD are also highly constrained by the limitations on the resources which have been available to carry out FFW projects. The low level of remuneration permitted and the lack of funds for other inputs (technical expertise, cement etc.) has lead to their mainly choosing projects they know can be executed effectively, rather than those that might have greater social/development benefits.

The purposes and priorities of YSBS with respect to FFW were not clear to the assessment team (the director of YSBS was on leave at the time of the team visit). One purpose appeared to be generalized development of poor areas in the mangrove swamps near Cilacap. Certain of the FFW projects in this area were also designed to produce financing to carry out other development projects e.g. the development of structures for pig raising were supported with FFW while the profits from the pig raising venture were to be used to build schools etc. How the choice was made of which areas to support was not explained. The basis used by YSBS to choose which government projects to support was uncertain also. It may be that they undertake the government projects primarily to insure cooperation for the balance of their program,

and take on those projects which they know can be done effectively with FFW.

LSUB explained its purpose for carrying out projects most clearly; the organization is primarily interested in fostering a capacity in poor villages for self-development and the organization of cooperatives. The villages LSUB is working in are made up primarily of migrants from a variety of ethnic groups originating in other parts of Indonesia and other countries. These groups arrived over an extended period and control different resources as a result. There are major barriers to be overcome in developing cohesive social organization and joint action to create needed village infrastructure. Self-help is essential in the area as government resources are too limited to carry out village level development (e.g. resources must be committed to construction of major roads between cities, and none are available for feeder roads to connect villages to the main arteries).

Accordingly, the Counterparts, are primarily concerned with creating village level infrastructure rather than employment for the poor per se. Community action to create these resources is supported by social structures which have a long history on Java. As these social structures are highly compatible with Food for Work resources, they have made possible the success of the program in terms of physical accomplishments. The next section of the paper describes the nature of these social structures and their impact on the productivity of Food for Work.

### c. Socio-Economic Context of FFW

#### (1) Social Organization of labor

In Indonesia, specifically among the ethnic groups of Java where most of the CRS food aid is distributed, a number of alternative modes of social organization of labor are used. These include, traditional 'patron-client' relationships, traditional collective (usually village) cooperative participation referred to as gotong royong, wage labor, and cooperatives. Specific tasks carried out by a definable group of people for particular ends are organized on the basis of one or other of these modes. Because there are strong village expectations that any given type of task be organized according to a particular mode, attempts to organize labor for a given task on an 'inappropriate' basis are usually met with resistance or outright failure. This means, for example, that repair of a central village road may be carried out according to cooperative participation but productive tasks are always organized on the basis of wage labor or through cooperatives.

What we will refer to as "village cooperation" projects are generally conceived of by villagers as those types of projects which have collective benefits, and for this reason, villagers are willing, in their own self interest, to contribute their labor to accomplish the task. Such projects might involve road building, irrigation canal building or repair, dike building for land reclamation in marsh areas, etc. Labor is always contributed on an egalitarian basis and usually with no

compensation. In some cases a small wage, imbalan, may be paid to each worker to serve as a 'stimulant' (perangsang) for carrying out the task. Imbalan serves to cover at least a part of the worker's daily household cost.

A small number of households in any given village are freed from the laboring requirement, serving as village leaders, bookkeepers, repairmen, etc. Where there is no male representative currently in the village, a cash substitute may be provided. Nonetheless, these households are also "participating" in the sense that they provide services for the collective good. In the case of village cooperative participation types of projects, no single village member would be allowed to refuse participation in some form.

The mode of labor organization which we are calling village cooperative participation is sometimes referred to in Indonesian as gotong royong. Gotong royong, however, carries a wider and more ambiguous connotation than we intend. It includes, for example, any type of work done on a collective input basis as well as many types of work done for the good of the community as a whole. Village cooperative participation is then only one main form which gotong royong takes and we have selected our terminology accordingly.

Most of the FFW projects visited by the assessment/redesign team are organized on the basis of cooperative participation with an imbalan in the form of a food commodity. The standard FFW imbalan is 2.5 kilos of grains per day which in the case of bulgur is worth Rp250 per day (with few exceptions, we were told that bulgur is worth roughly Rp100 per kilo; corn is worth even less). This wage is far below the standard rate for unskilled labor of Rp700 to 800 per day on most of Java. The 2.5 kilo per day results from the USAID determined maximum ration of 50 kilos of bulgur per month per worker and is hence based on 20 days of labor per month. In some cases we found that workers were required to work for more than 20 days per month. This is possible with imbalan labor as there is no consensus concerning the correct level of compensation.

The addition of imbalan to village cooperative participation projects is a valuable input in carrying out FFW construction activities. Several project holders, who are usually the lurah of villages, told us they were able to complete projects in a few months with FFW which would normally have taken several years to complete. This is because villagers generally cannot afford to donate more than two or three days per month to uncompensated village cooperative labor. We found that such labor with imbalan is usually being used to construct projects and cooperative labor without imbalan is often used to maintain them.

Labor compensated at the unskilled wage rate, upah, is quite distinct from cooperative labor as described above. In one sense, the distinction between upah and cooperative labor with imbalan is found in the value of the wage paid. If a laborer is paid in food which has little actual value then the payment will be treated as imbalan and it will only be meaningful in the context of labor organized on the basis of cooperative

participation (and hence aimed at a collective good). If the payment has a value closer to the going unskilled labor wage it will be considered to be upah and its value to individual workers will be judged on a strictly individual basis independent of whatever collective benefits may accrue to the community as a whole.

'Actual value' is of course a relative concept. In those communities in which there is some possibility of remuneration above Rp250 per day, then 2 1/2 kilos of bulgur or corn will not represent a meaningful wage for a day's labor and it will be treated as imbalan. On the other hand, in a few villages in which for whatever reason (chronic environmental problems, drought, extreme physical isolation, etc.) no possibility for a daily wage above Rp250 exists or where for some reason food grains are simply not available, the 2 1/2 kilos of grain may be treated as an upah or wage. In such cases, a village head may ask 'who is willing to work for 2 1/2 kilos grain per day' and in this way select out the few most impoverished households.

In contrast to the Food for Work Program, the GOI labor intensive public works program, Padat Karya Gaya Baru (PKGB), operates entirely on the basis of upah. PKGB pays at the rate of Rp625 per day on Java (rates are higher on the Outer Islands) which is slightly below the unskilled wage labor rate. This is high enough to be considered upah, but it is intentionally set at a low rate to attract only those poorer members of a community who do not have and cannot find alternative work at the higher unskilled wage rate. In a very limited number of FFW projects (primarily in the YSBS - Cilacap area) projects have been organized on the basis of upah. In this case food or a cash wage is paid to each worker at rates which approach or exceed the going rate for unskilled labor.

## (2) Productivity of FFW Projects

It is not possible to be precise about the productivity rates achieved on FFW projects as there are several different ways of measuring productivity and these give conflicting results. The difficulties are compounded by the lack of uniformity in the way the counterparts report achievements and the fact that projects which involve different types of construction tasks (e.g. earthworks as opposed to stonework) are often undifferentiated. In an overall sense, however, the total achievements per annum in terms of the number of compensated man-days of labor indicate reasonable productivity.

If one looks at productivity in terms of the local market value of the food incentive (about Rp250 per person day) as opposed to the actual costs of external plus community inputs, the FFW projects have demonstrated very high productivity rates. For example in FY 1982, the FFW village road construction projects of YSS averaged 3246 man-days per kilometer (FFW compensation valued at approximately \$850). By comparison, PKGB averages about 4000 man-days per kilometer for similar roads, i.e., at labor costs of approximately \$2600 per kilometer of road.

However, a very different picture emerges if actual US government procurement costs are considered. In this case, the bulgur ration is worth 776 rupiahs per day which translates to labor costs of \$2597 per kilometer. If clearing charges, storage charges, and transportation charges are added, productivity in terms of total costs drops significantly.

As can be seen, the actual costs of the food used as a labor incentive are close to or above the costs of the PKGB wage rate. PKGB is of course, organized as upah labor. Yet because the local market value of FFW commodities is perceived by villages to be so low, FFW projects must be organized as cooperative labor with imbalan rather than as upah or wage labor.

## 2. Possibility of Meeting 'Employment Relief' Objective

In the first section of this chapter we distinguished two distinct objectives of FFW projects. The first of these was 'employment relief' which might be defined as attempts to place a wage in the form of food in the hands of those persons and their families who would not otherwise be employed during the period during which the wage is to be paid. In general, the employment relief objective of USAID is conceived of as being targeted on the relatively poorer and unemployed households within rural communities.

Given the preceding discussion of the distinction in Indonesia between an upah wage and cooperative labor with imbalan, it should be clear that the only way to target 'employment relief' within communities is to provide a low upah wage. This is because all cooperative labor projects (with or without an imbalan) necessarily involve village-wide labor drafts which are inherently incapable of isolating poorer from wealthier village households. With a low upah wage, preferably in the form of cash but alternatively in the form of food, one can differentially attract those community members who, unable to find alternative and higher paying jobs, would be willing to work for the lower upah wage. However, while upah wage might be more successful in targeting the unemployed within communities, we have found that there are a number of arguments against use of an upah wage in the context of FFW projects in Indonesia, especially on Java:

a) Perhaps most important, as noted earlier, upah wage is generally thought of in terms of cash while imbalan may take the form of cash and/or some other item of value, in this case food. The expectation that upah be in the form of cash arises from the fact that a laborer has numerous other household costs beyond provision of a staple grain. Payment in food at a rate commensurate with the going cash wage rate would almost inevitably mean that a portion of the food provided would be sold to meet these other needs. The only alternative would be to provide a food-plus-cash wage equivalent to a low upah wage for the area.

Cash resources, however, are much more difficult to administer and control and their use in FFW programs would introduce the need for a whole new control system for both CRS and the counterparts, a change which both would probably resist.

b) Provision of a low upah wage rate in cash to carry out development is precisely what the GOI Padat Karya Gaya Baru (PKGB) program is doing. Given the tremendous commitment of the GOI to this program, it is an open question as to whether PVOs, with far less resources and expertise in this area, should become involved in this type of project.

c) In a few cases, as already noted above, the 2 1/2 kilos of grain is already operating as an upah wage, in effect differentially selecting out the most impoverished families for community improvement projects. The wisdom and fairness of this practice is, however, questionable since it sets up a situation in which the poor, due to their very poverty, can be differentially drafted into community service for what amounts to a further 'impoverishing' wage.

d) The counterpart organizations emphasize commodity development and the development of self-reliance on the part of villages as the principal objective of their program. Changing to a situation where only the poorest were working on projects would be counter-productive in this context.

Given these various considerations concerning the relationships between upah wage and cooperative labor with imbalan in the Indonesian context, it appears that the FFW objective of 'employment relief' within communities is not, and in fact, cannot be achieved without a shift from the present emphasis on cooperative labor or extremely low upah wage to a more reasonable upah as payment in order to isolate poorer members of a given community. Such a shift would require major changes in the organization and philosophies of both CRS and CRS counterparts.

Rather, we suggest that if the 'poor' and 'unemployed' are to be targeted at all in FFW projects this should be done at the level of whole communities through creation of projects absorbing large amounts of community-wide unskilled labor. Even then, however, in order to have any meaningful employment relief impact, the value of the imbalan must be substantially increased. The present practice of using cooperative labor with a low rate of imbalan does not and cannot represent employment relief, being instead a form of labor tax. CRS and the counterparts have recognized this problem already, and plan to distribute milk in addition to bulgur wheat in FY 1984. Whether or not this is the best commodity mix to use is an issue which needs to be considered further.

For the above reasons, in the context of the prevailing cooperative labor mode of organization for FFW projects, such projects cannot in general be reasonably thought of as aimed at employment relief, nor should they be evaluated in such terms. Perhaps in those few special cases in which the primary aim of food aid is to provide emergency employment relief (e.g., in cases of crop failures) labor compensation could be raised to a value commensurate with a low upah wage for the region.

### 3. Possibility of Meeting the 'Infrastructure Development' Objective

The second objective of Title II food aid as described in the first section of this chapter is to develop those types of rural infrastructure (both agricultural and non-agricultural) which can be expected to result in higher rates of both productivity and employment in the future in targeted communities. This might be accomplished, for example, by building roads so that farmers can more easily get crops to market, by improving irrigation facilities, or by opening or reclaiming wasteland for agricultural use.

As in any developmental effort there should be concern for the proper choice of projects undertaken to ensure maximum returns at minimum cost. At the same time, given both GOI and USAID overall development goals, a strong effort should be made to ensure equity of benefit in the projects undertaken. This last goal becomes all the more important when it is recognized that in the present modes of labor organizations for FFW projects using extremely low compensation we are in effect heavily taxing already poor communities with the promise of substantial collective benefit from infrastructure development. Even if the imbalance for workers is increased significantly, additional inputs on the part of villages (tools, donations of land, other project inputs) are a heavy burden. Ensuring that benefits are both 'substantial' and 'collective' are essential points here.

Are benefits from FFW infrastructure development projects as they are presently planned and carried out both relatively substantial and relatively collective? What changes in CRS or CRS counterpart organization and/or operations could be recommended in order to improve project benefits in the above regard?

In order to ensure that benefits from infrastructure development are both substantial and collective, at least four requirements must be met:

- FFW activities should be targeted on those communities which are relatively worse off in terms of poverty and high-unemployment to ensure maximum over-all benefit from food aid.

- FFW projects must have clearly identified social/economic benefits and a self-evaluation system should be in place so that counterparts can assess their success or lack thereof in realizing benefits. Such a system would serve also as a mechanism for improving counterpart programming abilities in this regard.

- Projects must be technically sound with all technical and maintenance problems adequately considered from the outset to avoid waste of materials and labor.

- An adequate CRS monitoring/auditing system must be in place to insure all parties, but especially CRS and USAID that food commodities are being used properly and in accordance with project holder and counterpart reports. At the same time, administrative burdens to counterparts must be kept to a minimum

to allow them to focus on development related problems.

At this point it will be useful to review separately each of these four issues. In fairness to CRS and the CRS counterparts it should be kept in mind that these are a posteriori considerations and therefore should not be taken to represent a performance evaluation of either CRS or counterparts. Nonetheless, it will be useful to review the present organizational and operational capacities of both in terms of each of the above issues in order to make useful recommendations concerning redesign of the overall FFW program.

a. Successful Targeting on Poorer/High Unemployment Communities

Given the limited time frame for this evaluation, we have not been able to gather and analyse the kinds of information which would indicate whether or not relatively poorer, high-unemployment communities are in fact being selected for FFW projects. While most of the villages which we visited appeared to be relatively disadvantaged, a few actually appeared to be better off than the surrounding villages. Still, we hesitate to draw any conclusions based on such unsystematic observations.

Nonetheless, while we do not have clearcut evidence one way or the other concerning actual targeting, we did find that certain conditions and methods presently characterizing the counterparts procedures for selecting projects probably militate against highly rationalized targeting, at least rationalized targeting under counterpart control.

First, all counterparts emphasized that they operate on a 'reactive', 'target of opportunity' basis responding to requests from government or villages. While most counterparts encourage proposals from villages in which they are otherwise active, there appear to be no cases in which systematic review of district or provincial data are used to determine which villages or areas might best benefit from FFW projects.

Second, in the case of two counterparts (LKD-Surabaya and YSS-Semarang) which work closely with district and sub-district governments offices, decisions concerning targeting are to a large extent out of their hands, since they are responding to government requests for food aid. District and sub-district offices (with far wider responsibilities than the CRS counterparts) have their own reasons and criteria for targeting specific areas or villages for development projects and these may or may not be compatible with the USAID/CRS objectives of infrastructure development in poorer communities.

This is not to suggest that the GOI is not highly concerned with developing impoverished areas. In fact, NGO's are often recognized by the GOI as useful in precisely these areas since GOI investments, for obvious reasons, must be focused on districts with the best chances of rapid development. Nonetheless, in those cases in which the district and/or sub-district governments provide heavy resource inputs into FFW activities, we feel that it is reasonable to assume that they will tend to direct these activities to areas of primary GOI

development concern, and these areas, as we have already noted, are usually not the most impoverished ones.

At present, then, CRS counterpart methods for choosing villages and projects are largely incompatible with rationalized area-wide targeting procedures under counterpart control and aimed at high unemployment/low income areas. This situation undoubtedly results in part from the historical origins of counterpart involvement in Title II food distribution which, in the earliest years, took the form of food relief with limited concern for the kind of development issues which have motivated the present study. Lack of concern with targeting issues over the years has also resulted from the assumption by all parties concerned that few if any programming problems existed in the FFW aspects of Title II in Indonesia.

b. Assurance that Expected Benefits be Collective

For reasons already discussed, it is important that cooperative labor based projects be beneficial primarily to all those who take part in them rather than beneficial primarily to only a few community members. For all of the FFW projects which we examined, counterparts could articulate expected benefits and these benefits tended to be cast in generalized or community-wide terms. Most types of FFW projects probably have numerous anticipated and unanticipated benefits to both whole communities and to special interest groups within them. However, while it is this very multiplicity of benefits which would strengthen the case for such projects in the first place, at the same time it increases the difficulty of identifying the expected benefits at the outset. Yet, if counterparts are to improve their abilities to rationally select projects with large and community-wide benefits such attempts at initial identification of benefits must be made.

At present, counterparts (as well as CRS and USAID) are more or less considering it self-evident that benefits of projects are substantial and community-wide. We feel, however, that in many cases a more detailed study of projects would show that benefits are often somewhat unevenly distributed. In one extreme case, for example, a road is being built at substantial community and FFW expense through the tobacco fields of the project holder. The intent here is not to point an accusing finger at counterparts. Rather we suggest that a more rationalized procedure for identifying and evaluating expected benefits combined with a clearly stated goal of supporting only those projects which have primarily community-wide benefits would be useful to the counterparts themselves.

As the counterpart's own goals are congruent with these ends, we expect that implementation of such procedures (under counterpart as opposed to CRS control) would aid counterparts in terms of increasing their own conviction that their projects are not merely benefiting a select few. Moreover a well-organized and highly rationalized procedure based on certain objective indicators would also be of use to the counterparts in urging government officials to accept their plans for projects in villages which might otherwise receive low government priority.

### c. Project Must be Technically Sound

Again given the high costs of FFW projects (both external costs and costs to the community), it is extremely important that they be sound in a technical sense. In most cases, the methods used to carry out projects are simple and more or less traditional as in the case of preparing a roadbed, and gathering and crushing rock to harden it. In most cases, the projects visited by the team were producing infrastructure of good quality.

However, we found that there was a general problem of lack of consideration of overall technical issues and a distinct tendency on the part of at least some counterparts to put off consideration of more thorny technical problems to an unspecified future time. In one case, for example, we found that a saltwater reclamation project initially involving simple dike building methods, would later require the addition of fairly expensive and complex sea valves to hold out the sea at high tide. In addition, no expert advice of any kind was sought in advance concerning the likelihood of overall success given the complex hydrological, geological, and agricultural issues involved in such an ambitious project (See Annex II Project 3).

At present (except in the single case of YSS), counterpart staffs do not have technically skilled personnel. Only in those cases in which they have a working relationship with local government offices (Public Work Service, etc) can they obtain adequate technical advice.

While it would not be feasible to upgrade counterpart staffs to a high level of technical expertise, it does appear feasible to train them to recognize specific types of technical problems which commonly arise in the type of projects which they carry out most often. Most important, they could be trained to recognize that there may be various levels of technical problems to be considered as in the case of the land reclamation scheme mentioned above. At the same time it would be useful to have access to technical consultants in the case of certain technically complex but otherwise promising projects.

### d. Reasonable Monitoring of Projects

Over the years there has grown up in CRS Indonesia an elaborate monitoring system to permit CRS to determine whether or not foods are being disposed of in compliance with USAID and/or CRS regulations and according to actual counterpart reports. These methods include Monthly and Quarterly Reports by counterparts (listing project data, man-hours, work completed, recipient numbers, food quantities, and other data). In addition, field visits are made by CRS field representatives to check counterpart records and warehousing and to make spot checks at project sites.

Counterpart records, if faithfully kept, provide evidence for determining how commodities are being disposed of in specific projects.

The standard procedure used by counterparts to organize projects and to distribute foods is as follows. First, the village, sub-

district or district (depending upon the counterpart) sends a project proposal to the counterpart. A counterpart staff member then visits the project site, if necessary adding or correcting total project size, work norms, man-days, food required, and other estimates. Once a project has begun, the project holder periodically (every one or two weeks) fills out a special form which contains the name of the work-group leader along with either man-hours (the case of YSS, LKD, LKB) or work completed (in the case of YSBS and LSUB) during the period by the members of the group.

This record is then reviewed by a counterpart staff member who writes a Delivery Order to move the appropriate amount of commodities from a counterpart warehouse to the project site. The counterpart staff member is expected to oversee the distribution of foods to the workers. As evidence of receipt of foods, the thumbprint of each individual worker listed in the report is placed next to his name. This process is repeated every time foods are distributed, often up to nine or ten times per project. The total number of distribution reports for any project reflects the number of distributions made.

Two problems are inherent in this monitoring procedure. The first, mentioned constantly by counterparts concerns the heavy burden of paperwork - the standard metaphor being "five kilos of paper for a single kilo of bulgur".

The second problem arises in connection with thumbprinting. Assuming that AID auditors have no special fingerprinting expertise, it is difficult to see how the use of thumbprinting provides a reasonable assurance that foods are indeed being disposed of as indicated in either project holder or counterpart records. Even if an AID auditor were to follow reports down to the level of individual thumbprinters, how could he possibly know whether or not a given print was legitimate.

In discussions with counterparts, we have found that a less burdensome, but more accurate system of monitoring food distribution may be possible. This new system is described in the recommendations contained in Section V.

#### e. Geographic Focus of FFW Operations

For the reasons already discussed, present CRS counterparts will, in all likelihood, continue to rely primarily on cooperative labor with imbalan for FFW projects. Given the nature of essentially 'reactive' project selection by these groups, even with improved targeting and project evaluation procedures (recommended below), there remains the problem of identifying potential projects which will 1) absorb large amounts of unskilled labor, 2) produce technically sound infrastructure development and 3) ensure community-wide benefits from projects.

However, most FFW activity (outside of Transmigration over which CRS has quite limited influence) presently takes place on the island of Java. Java is already far along in terms of infrastructure development and it is therefore difficult to find projects which will have substantial impact in terms of the above

three points. Road networks for example are extensive in Java and most FFW projects on the island involve road upgrading. Most such projects require much more than unskilled labor inputs, involve several levels of technical complexity, and are difficult to assess in terms of benefits.

By contrast, the Outer Islands, exemplified by LSUB activities in West Kalimantan, present the opportunity to carry out numerous low technology labor intensive projects with multiple and almost automatic positive impact on the social and economic well-being of villagers due to the present limited condition of rural infrastructure.

## B. Food and Nutrition Program

### 1. Background

#### a. Objectives of the FNP

The Food and Nutrition Program was formerly called the Maternal/Child Health (MCH) Program. It was renamed to emphasize its focus on food and nutrition and its non-medical nature. However, the FNP falls under the MCH category of Title II. AID Handbook 9 (Chapters 3 and 10) identifies a number of objectives as valid for an MCH program. These are:

- (1) To improve the nutritional status of preschool children and/or pregnant and lactating women;
- (2) To change nutritional knowledge and practices of the mother;
- (3) To achieve greater access and utilization of health services;
- (4) To reduce fertility;
- (5) To involve women in community development and income generating activities;
- (6) To strengthen local private or governmental institutions in the delivery of nutrition and health services;
- (7) To institutionalize a nutrition planning capability at the national level; and
- (8) To stimulate agricultural production.

It should be emphasized that any of these objectives are equally valid for a Title II supported FNP. It was the general impression of both USAID/Indonesia and CRS that the only acceptable objective was the first objective. This belief coupled with the difficulties of proving significant nutritional impact created many of the problems of the two organizations with the FNP.

At present, CRS and the four Counterpart organizations who implement the FNP are struggling to define the objectives of the program more precisely and to develop approaches to achieve the objectives as well as the means of measuring achievement. Their difficulties arise also from the evolutionary nature of Title II program development, i.e. programs were not designed specifically to achieve certain purposes but have been evolving in line with changing priorities for Food Aid.

CRS cooperation with some of the field agencies in FFW projects and institutional feeding dates back to the early 1960's but it was not until 1974 that the MCH food aid program (now more appropriately termed FNP) was initiated. Hence the situation was created in which agencies, with extensive experience in FFW programs, began to branch out into a new field. There was still a food aid component, with all the logistic and accountability repercussions basically the same, but a new element had been introduced demanding a new orientation, requiring new skills and strategies.

This was the case not only for CRS but also for the counterparts. One outcome of this situation was that CRS guidelines on program content were loosely defined, and each counterpart developed the operational aspects of their FNPs in line with the overall program orientation of the counterparts and their partners, ranging from food distribution to the need to nutrition programs with education activities.

During the late 1970's and early 1980's administrative requirements tightened up with more stringent demands for accountability of food aid. In some areas as a result MCH food distributions to many of the "purely welfare" partners were discontinued and counterparts became more absorbed in providing administrative proof of their accountability. This had negative repercussions on the quality of field programs, especially for those of the counterpart/partners where no clear nutrition strategy had been formulated. The food aid was the central focus of the program, other activities being a proforma requisite for receiving aid.

In the early 1980's, CRS and the Counterparts recognized the need to improve the operations and results of the FNP. A series of meetings were held to consider various program issues, and by June 1983, the organizations produced a proposal for a redesigned FNP. This proposal specified the goal and purpose of the FNP and outlined seven basic components for achieving them. These are:

Goal. The goal of the CRS/Indonesia Food and Nutrition Program is to improve the nutritional health of pre-school aged children and their mothers.

Purpose. The purpose of this program is to increase the food consumption of pre-school aged children both quantitatively and qualitatively.

Components.

1. Contract or commitment
2. Targeting
3. Food distribution
4. Growth Surveillance
5. Training and Support of Kader (Community nutrition workers)
6. Group sharing nutrition education activities
7. Supporting activities (income generation).

Accordingly, CRS and the Counterparts have established the first objective (i.e., improved nutritional status) as the goal and

purpose of their program. This redesigned program is to be implemented in stages, beginning with 6 pilot centers for each counterpart. To increase effective implementation, staff training and program supervision are to be intensified. The management/supervision capabilities of CRS and the counterparts and the components of the FNP are assessed in Section 2. below.

Despite the efforts being made by CRS and the Counterparts to strengthen the FNP, questions have been raised as to whether the FNP should be continued. This issue, and the basis of CRS/Counterpart support for the program are considered next, followed by a description of the programs of the individual counterparts.

b. CRS/Counterpart Rationale for Continuing the FNP in Indonesia

In recent years, certain sections of the USAID Mission in Indonesia have recommended that the Food and Nutrition Program supported by CRS be drastically reduced. Their objections to the program appear to derive from two sources.

(1) The National Family Nutrition Improvement Program (UPGK) is based on creating self-reliant village programs while use of non-local foods creates dependency. This is viewed as a particular problem with respect to any feeding activities related to the program.

(2) UPGK and Counterpart organizations are carrying out similar types of activities. Therefore counterparts should not operate in villages where UPGK is already present. On this basis, counterparts would have to phase out of 75% of the centers where they currently have programs.

CRS and the counterparts take a different point of view based on their perception of local field conditions. Of most importance to them is the question of participation. They point out that in villages where the UPGK program benefits from the addition of food aid, participation in weighing and nutrition activities is very high (participation averaged more than 90% in the records reviewed by the assessment team), as compared to a 40% average in those villages without food aid. This difference carries important implications to the government program for three reasons:

1) If a very high percentage of the total nutritionally at risk population (underfives, pregnant and lactating mothers) of a given village attend the monthly weighing sessions, it means that the nutrition program is in fact reaching the poorest segment of the population. It is recognized that the poorest families are

usually the hardest to reach and yet are the most vulnerable in terms of malnutrition. It can be assumed that the availability of a subsidized commodity that is acceptable to poor families offsets the perceived opportunity costs involved in participating in monthly weighing activities.

2) The experience of nutrition programs in Indonesia and other countries have shown that a high participation rate is a major factor in increased weights of children.

3) Mothers are aware of the nutritional value of the commodities distributed, bulgur wheat and milk, and have learned to consume them in various ways. These commodities therefore contribute to the nutritional value of the family diet.

A second important consideration is the context within which the FNP operates. The nutrition centers provide one of the few means of directly involving women in development activities and especially those from families in the lower socio-economic groups. The counterparts wish to reach the vulnerable groups of women and children, and cannot do this effectively with FFW activities. Very few women are involved in FFW and the projects are by nature short term. The nutrition centers and the related interactive women's groups involve women over a significant period of time, and can be used as a basis for skills training as well as the creation of effective credit programs directly under the control of women.

Finally, there is the issue of program effectiveness and local institution building. The food input is desired by local government and by the village UPGK programs, and they are prepared to contribute to cover the costs of administration. As a result, the counterpart personnel can provide more extensive supervisory services than is available from government programs. The counterparts can also help to make other program inputs which may not be available in sufficient quantities from government, e.g., training of kader, provision of KMS charts and nutrition education materials. Finally, the counterparts have some personnel and resources available for income generating activities.

In all villages visited, counterpart field workers and government field workers have a close and long standing relationship, and the contribution of counterpart personnel is appreciated. It is recognized that these assets were not utilized as effectively as was desirable in the past. However, the components of the redesign will strengthen areas where the counterparts have been judged to be weak (in most cases, UPGK programs have been criticized for the same deficiencies).

CRS and the counterparts are developing a strategy to avoid creating dependency on the food resource. The principal method is to require a commitment (described in Section 2.b(1), below) from the villages and individual beneficiaries to carry out certain activities in return for the food, as well as making a contribution towards the food. It is the assessment/redesign team's opinion that additional positive steps should be taken to foster self-reliant programs. Suggestions for a possible

approach are contained in Section V. below.

With specific reference to using non-local foods in the program, it is the consulting team's opinion that the foods chosen, NFDM and bulgur wheat, do not create significant problems in this regard. NFDM is marketed widely in Indonesia. Bulgur wheat can be used in the same ways as local foods such as corn and cassava which are consumed in significant quantities in many of the poor areas covered by program activities. Bulgur is not a high status food, and its use is unlikely to create a continuing demand. In addition, these foods are used as an incentive for attendance and not for feeding activities at the center other than cooking demonstrations on their use. Any feeding activities carried out at the centers, e.g. of severely malnourished children, utilize local foods.

### c. Counterpart Programs

The activities of each counterpart will be described briefly, to provide a more detailed background to the overall program. The information presented is based on team visits to 24 FNP centers (both "old" and redesigned") of three counterparts. The decision not to visit the South Sumatera program of LKB was based on considerations of distance, time constraints and the limited scope of the program. Further details of center activities and characteristics can be found in the materials in Annex III, and income generating activities in Annex IV.

#### (1) Lembaga Karya Dharma (LKD) - Surabaya, East Java

In FY 1983, LKD had 34,800 recipients in its FNP. This was a sharp and much regretted cutback from the 46,700 recipients in FY 1982 and is reflected also in the reduction in the number of centers from 148 in October 1982 to 74 in September 1983. In FY 1984 the program is to be further reduced to 28,600 recipients. LKD has a motivated qualified FNP team consisting of a nutrition supervisor, two administrative assistants, and eight field staff (drawn from the area coordination personnel mentioned in the previous discussion of LKD). LKD has 10 pilot centers in 10 districts, selected on the basis of smaller villages with active kader and comprehensive programs.

For LKD the redesign involves increasing the effectiveness of ongoing activities, especially nutrition education and income generation, as many of the centers already have embryonic redesigned programs. In 1984, LKD plans to build up old programs, including the income generating activities. Extra funds would accelerate this process.

The three district governments provide the required support for LKD activities. Cooperation in the villages is similar to the experience of YSS (discussed below). The LKD's community development orientation, backed up with training facilities, contribute significantly to the quality of the largest FNP program.

(2) Yayasan Sosial Soegiyapranata (YSS) - Pemalang,  
Central Java

In FY 1983, the YSS FNP reached 25,300 recipients at 71 centers in four sub-districts of one district, Pemalang. The YSS program has expanded over the past few years, and growth in the number of centers and recipients was particularly marked in FY 1983 (from 12 to 71 centers, and from 12,800 to 25,300 recipients). This growth is the result of the efforts of a well motivated and dedicated team of six; a supervisor, assistant supervisor and a team of four field staff who are complemented by six staff appointed by the district government. CRS strongly supports the program of YSS, and the program will be reduced only slightly to 23,500 recipients in FY 1984.

The six redesigned pilot centers in three districts were selected in cooperation with the government. They are smaller villages with active kader and a potential for income generating activities. Throughout the program area there are 2-3 posts per village with between 400-1200 participants per village. In contrast to old programs, the redesigned villages have begun to form smaller groups for educational and income generating activities, and administration is more efficient. At the end of 1983, old programs in one district are to be terminated due to food supply cutbacks, however the PKK is planning to continue the nutrition program. YSS has a general plan to gradually redesign the programs in the remaining posts.

YSS has a close and mutually beneficial relationship with the district government which has been built up over the years. The cooperation with the PKK and implementors of the UPGK program in the villages is also mutually beneficial with the extra resource of food being enthusiastically received. District government technical staff provide periphery support only. It is hoped in the future that YSS can expend less effort on quantitative accountability and more in increasing the qualitative aspects of their dynamic program.

(3) Yayasan Sosial Bina Sejahtera (YSBS) - Cilacap,  
Central Java

The YSBS FNP reached 22,900 recipients in 34 centers located in five districts spread over an extensive area in FY 1983. The planned FY 1984 program is for 18,500 recipients. An underqualified team of eight (a supervisor, financial assistant, and six field workers) is responsible for the program. The four redesigned centers were selected because of the active involvement of the kader. Old programs are largely focused around food distribution, with weighing and educational activities in large groups.

In 1984 YSBS plans to form smaller groups in all centers to build up nutrition education and income generating activities. YSBS has no formal contact with the district government and incidental contact (with a few exceptions) with district officials. The village programs complement PKK activities, and the UPGK program.

(4) Lembaga Karya Bhakti (LKB) - South Sumatera

The LKB FNP reached 4,100 recipients only in FY 1983, being spread thinly over 3 districts. There are only 4 field staff who are poorly qualified and over extended, although their supervisor is well qualified. LKB has 3 pilot projects in 2 districts. The FY 1984 program is for 4,400 recipients.

2. Assessment of the CRS/Counterpart Redesign for FNP

This section of the paper begins by discussing the resources of CRS and the counterparts for supervision and monitoring of the program. Thereafter, each of the seven components of the redesigned FNP are analyzed on the basis of information collected in discussions with CRS, the Counterparts and during field visits. In each case, problems noted by the team during the course of the assessment are discussed, to provide a background to the suggestions for improving the program which are contained in Section V. below.

As a result, the subsequent analysis gives a somewhat negative impression which does not do total justice to the program. It should be emphasized that the team visited the centers only a few months after the redesigned components were introduced, which is much too soon to evaluate how effective the new approach will be in reaching the goals of the program. The team was impressed by the enthusiasm and energy of CRS and the Counterpart organizations, and by their desire to improve their programs. The problems noted and suggestions for improvement are to assist them in this process, and it is not the intention of the team to create an impression that no progress had been made prior to the period of assessment/redesign.

a. Program Supervision and Monitoring

(1) Current Situation

Supervision of the program is at two levels, CRS and the counterparts. There are two components to supervision, accountability and technical guidance.

CRS

The deputy director is the main person responsible for all aspects of the food and nutrition program. Three checkers are responsible for accountability of food commodities, both for FNP and FFW. The deputy director makes regular field visits to monitor and collect first hand information on the progress of Title II Program, both FFW and FNP.

In the area of program content and provision of technical guidance, the deputy director is assisted by two staff referred to as FNP supervisors. One is a graduate of a local nutrition academy and is currently pursuing her masters degree in Food and Nutrition at the University of the Philippines. She will return to duty in January 1984. The other FNP supervisor is a qualified nurse and childcare professional and has worked for many years in hospital/clinic settings. This year, the latter has provided

most of the FNP technical guidance through regular field visits.

The nutrition supervisor performs diverse tasks in the field:

- observes ongoing activities, giving tips to the Kader and mothers on these occasions,
- incidental home visits,
- meets with counterpart field workers to discuss recent program developments and problems encountered,
- gives feedback to the counterpart FNP supervisors and discusses problems observed in the field,
- occasionally assists with Kader training.

### Counterparts

Each counterpart has a FNP supervisor. Although none have a professional nutritional background, all have worked for several years in this field and have extensive experience in the management of FNP. They have also acquired knowledge about technical aspects of the program. All supervisors have close contact with the centers.

Each supervisor has an assistant with administration functions, and one with limited field tasks (YSS). The field staff of each counterpart have closest contact with the centers. Responsibility extends to 20-30 centers per field worker.

YSS has 4 single female field workers. All are well-motivated. Each month they visit 71 posts over 3 weeks, and work on reports at the office for 1 week. In line with the current preoccupation of YSS, and the limited knowledge and experience of the field workers, their tasks are primarily accountability oriented rather than providing technical guidance. YSS has created a simple system for monitoring the quantitative aspects of center activities. Thanks to the very close relationship between YSS and the district government, the Social Welfare Office has appointed 6 staff to assist with supervision of the FNP. However, they are young and inexperienced and 4 are on small honorariums only. Both motivation and performance of the government field workers are poor.

LKD has 8 field staff, 6 single women and 2 single men. They are trained social workers with 3 months extra training in nutrition and related activities. All live in the field, 2 per 3 districts. Some have extensive experience having worked for LKD for several years. They perform accountability functions and give some technical guidance. The field workers meet once a quarter in Surabaya for reporting and discussion of problems.

YSBS has 7 field staff. All are women with no background in nutrition or community development. They are based in Cilacap, visiting centers a minimum of once a month.

It is significant that field staff turnover for all the counterparts is minimal despite the demanding nature of their work.

## (2) Problems

### (a) FNP Supervisor's Functions

With the plans to expand the FNP in quantity and quality in the next five years, CRS needs to consider improving the skills of the FNP supervisors. Although the 2 current supervisors are qualified professionally, their supervision skills need to be upgraded. Supervision of a community - based on a nutrition program requires a different orientation and specific skills in management in addition to technical knowledge of nutrition. There will also be a need for an additional supervisor in the future as it is expected that the current supervisors will be overworked as more of the redesign components become fully implemented.

### (b) Field Staff Development

Under the guidance of the supervisors, the counterpart field staff, have the most constant contact with the Kader and other program implementors. These individuals have the greatest opportunity for improving the quality and diversity of the FNP program. However only a few are equipped to contribute a significant technical input, and even these few could benefit from exposure to other ideas after having spent several years in the same program.

Another problem is the paucity of qualified and motivated local people in most areas who have taken an active interest in the program and are willing to assume a supervisory role when the counterpart field workers leave the area, particularly staff from related government services and the family planning worker. It is important that there be continual supervision, particularly as counterparts are working with communities in minus areas with limited resources.

### (c) Work Load

With the growing emphasis on program quality and diversity the current area coverage of the field staff is too extensive, particularly if they are not resident in the area.

## b. Components of the Redesigned Program

### (1) Commitment

#### (a) Current Situation

CRS and the counterparts recognize that in order to achieve the FNP goal of improving the nutritional status of all children under five, active participation of the mothers is essential. They have therefore instituted a "contract" with each participant mother which stipulates that in exchange for food aid each mother has the responsibility to: 1) participate in all the center's activities; 2) utilize to the maximum the food ration received to improve the nutrition of the child; 3) take the necessary steps to increase the child's weight should the child be in the "most at risk category". Through this commitment, a relationship can

be developed in which both partners, the food supplier and the food receiver, have responsibilities to work together to achieve a common goal. In this context it is possible to decrease the dependency and other negative repercussions of a charitable hand-out.

In East Java the commitment is in the form of a signed statement contained in the individual ration cards. In Pemalang and Cilacap, the commitment is in the form of a verbal understanding between kader and mothers and is reinforced by field workers. In all target areas, this commitment is reiterated time and again during weighing sessions, village meetings or group meetings.

Sanctions for broken commitment exist in all areas. In East Java, absence from the weighing session for three consecutive months means termination of food aid rations to the individuals concerned. Cilacap and Semarang are not as explicit in the sanction, although village authorities have taken upon themselves to threaten participants with exclusion. As far as can be gathered, there has not been any case of expelled participants.

(b) Problem

The potential of the commitment to establish a partnership in which both the mother and the supplier of food aid assume specific responsibilities to achieve improvements in the family situation is not exploited to the fullest. In addition, the commitment needs to be extended to the community in terms of a commitment to work towards creating a self-reliant program over a period of years.

(2) Targeting

As is indicated by the information presented on the problems of malnutrition and undernutrition in Indonesia presented above (Section II.A.), the CRS program is directed to the areas with the most acute problems, i.e. East and Central Java. However, the Title II program can reach only a small portion of affected mothers and children in the provinces. Accordingly, the assessment team focused on the procedures used by the counterparts to select villages, and participants within villages, as well as the method of choosing which villages to phase out of the program.

(a) Current Situation

(i) Area Targeting

In selecting the areas which will be given priority for food aid, counterparts usually consult with district government officials to determine the poorest or "minus" areas in the district. Sub-district officials then assist by indicating the poorer villages within the "minus" area. The counterparts can negotiate at this stage, or after the official survey, in which a village is further screened. If roughly 35% or more of underfives are in "B" and "C" categories (below 80% on the growth chart) the village is considered eligible.

Although the economic status of the village and nutritional status are the major criteria, the availability of food resources, logistic and political considerations also play a role.

(ii) Participant Targeting

Providing sufficient food aid is available, almost all families with underfives and pregnant and lactating women who register at the required time, receive food aid. If there are food supply constraints more specific screening is carried out with greater priority being given to children under 3 years of age in poorer families and over threes in the "B" and "C" categories.

The request for food assistance is renewed annually, and the size of the food supply is determined according to the actual number of participants registered and the continued availability of the food resources.

(iii) Phasing out Food Aid

Food aid has been phased out for two main reasons. One is the response to counterpart evaluation of the preparedness of a community to continue the FNP activities without further aid. The considerations are usually based on the activity of the kader, community support of ongoing activities and economic conditions. The final decision for discontinuation is reached in collaboration with local government officials.

The other factor controlling discontinuation is the cutback of food supplies. In selecting which villages will be phased out under such conditions, preparedness based on the above mentioned criteria is the major consideration. In some cases however inefficiency in management may be the principal criterion for phase out.

Supervision by counterparts ceases when food aid is discontinued.

(b) Problems

(i) With the current method of annual registration inclusion of some potential highly vulnerable recipients (pregnant women and babies under one year old) may be postponed for up to 12 months.

(ii) The present method of determining food requirements (AER) does not allow flexibility in registration procedures.

(iii) There is no clear strategy for preparing a village to maintain a viable FNP on discontinuation of food aid after a specific time period.

(3) Food Aid and its Distribution

The component of the CRS supported FNP centers that distinguishes them from other similar government programs is the distribution of Title II food commodities. Each recipient receives six kilograms of nutritious foods. In FY 1983, 7,560 MT was distributed for 105,000 mothers and children through

approximately 220 distribution centers. For FY 1984, 5,400 MT is planned for distribution in approximately 170 centers. This reduction for FY 1984 was a compromise worked out between CRS and USAID. USAID wanted a reduction to the level of 20,000 recipients and CRS originally requested to remain at the FY 1983 level. The counterparts had requested a 25% increase.

The compromise was reached in April of 1983 in a meeting between CRS, USAID and the Counterpart representatives. The counterparts explained that their programs were more geared towards FNP than FFW and a large changeover as proposed by USAID (the reduction in FNP was to be matched by an increase in FFW) would severely disrupt their program. It would also be a financial strain as operating costs for FNP are covered by recipient contributions whereas in FFW it is not allowed to ask contributions from the recipients. The agreed upon reduction has made it easier for some counterparts to institute the proposed improvements in the FNP. The team felt that the Counterpart FNP activities were basically sound and that any additional large fluctuations between category recipient levels would be disruptive and are not justified at this time.

The types of commodities utilized in the program are bulgur wheat and non fat dried milk (NFDM). The choice of the commodities are made by CRS and has changed often over the past few years. Since 1977, the grain supplement was changed from rice to bulgur to corn and back again to bulgur and the protein supplement has changed from CSB to WSB to NFDM.

The counterparts complain that because the commodities provided are not indigenous to Indonesia (except corn and rice), it takes them time to educate the recipients on the proper uses. But just when the recipients begin appreciating a certain commodity, it is replaced by a different commodity and the education process must begin anew. CRS admits that only after the fact are counterparts notified of the changes because of the AER approval process. USAID/Washington sets a dollar ceiling each year for each country Title II program and requires that the AER not to exceed the limit. Fluctuations in commodity prices leaves CRS with two choices - keep the higher priced commodities and reduce the recipients or choose lower priced commodities and keep the same or, if possible, increased levels of recipients. As long as dollar limits are set by AID, this will continue to be a problem in the future when there are large price fluctuations of the commodities. However, CRS could involve the counterparts more in making these decisions.

If the recipients had their choice, there is no doubt that they would choose rice over bulgur for the grain supplement. But they have grown accustomed to bulgur over the years and make good use of it as a rice extender. Bulgur rates higher in preference than both corn and cassava. The low market and status value of bulgur assures that it is not coveted by the better-off community members. The milk has a high market value (Rp1500/kg) but is not widely consumed in Indonesia. There were various cases of diarrhea when the milk was first introduced, but these soon disappeared with continued use and education on proper use. Milk is generally consumed in liquid form, but it is also used in

porridge and cakes. Many of the recipients expressed a wish for WSB instead of milk as it is more versatile in the way it can be prepared.

The recipients interviewed believed the food received from the centers helped improve the health of their family and especially the children. They also said that because of the assistance, they were able to spend less each month as they did not have to buy as much rice as before. The economic benefit of the food received is particularly evident among the poorest segment of the rural population. Studies made in Indonesia indicate that 80% of a poor family's income is spent on food and that half of that amount is spent on staple food alone. The milk provides a real addition to the family diet because if it was no longer available, it either would not be replaced or far smaller quantities would be used due to the cost. None of the recipients objected to the contribution fee which ranged from Rp150 to Rp420 per ration. They said it was a small amount to pay and they could afford it.

The Title II commodities are called forward four times per year by CRS to the port nearest to each counterpart. After the shipping documents are received by CRS, duty free clearance is secured by CRS in Jakarta. The documents are then handed over to the counterparts so they can clear and forward the commodities. Once the documents are handed over to the counterparts, CRS holds the counterpart responsible for accounting for each bag from the time it is off-loaded from the ship to the final distribution to the recipient. This involves a lot of paperwork, monitoring and expenses. The counterparts cover these costs by charging each center a certain amount per bag or kilogram delivered. In Pemalang the local government contributes to the shipping and handling costs. The centers in return recover their costs by charging the recipients a certain amount per ration.

Recipients receive the distribution at their FNP center level once a month. The team found that the distribution is carried out by the centers in an orderly manner and no misuse was noted. The center staff are very meticulous in their record keeping to conform to CRS regulations. However, some centers felt that the arrival of the food commodities is unpredictable and prevents them from planning specific activities that revolve around some form of food distribution.

Every counterpart complained of the large amount of paperwork required by CRS. CRS agrees that there is too much reporting requirements but CRS in turn is required by USAID to provide all the reports. CRS contends that everytime an AAG audit report is made, more paperwork is required from the recipients to clear the recommendations. The assessment/redesign team believes it is essential to reduce the paperwork involved to the minimum necessary for accountability, so all levels of personnel can concentrate on the qualitative aspects of programs.

#### (4) Growth Surveillance

##### (a) Current situation

The system of Growth Surveillance employed in the CRS Title II Food and Nutrition Program in Indonesia is the same as that employed by the GOI in its nationwide UPGK program. The basic tool for growth surveillance is the weight-for-age (Path of Good Health) chart. The weight-for-age measurement is entered into this record, according to the "calendar system" which was first introduced by D. Morley of the Institute of Child Health in London.

The Path of Good Health Chart is primarily a diagnostic tool (screening and follow-up) for the kader and an education tool for the child's parents.

The child is weighed with a hanging beam scale of the same type as the commercial scale commonly employed throughout rural Indonesia. The capacity of the scale is 25 Kgs. The smallest division is 100 Grams. Specially prepared containers (trousers or baskets) are employed to position the child on the scale. Depending on the weight of these containers, the scale may need to be adjusted with the addition of counterweights or the reading must be corrected by subtracting from it the weight of the container.

The design of the Growth Chart adopted in Indonesia has certain limitations which affect the correct entering of the weight measurements and its educational potential. The "Path of Good Health" for the first 12 months of the child's life is too narrow to allow a proper entering of the weight measurement and to convey an effective visual impression of the child's progress from one month to the next.

The nutritional classification adopted in Indonesia in relation to the Growth Chart is as follows:

- Class A = well nourished (above 80% classification)
- Class B = moderately malnourished (between 80% and 60% classification)
- Class C = very malnourished (below 60% classification)

##### (b) Problem

A large number of children are found to be in Class B and they are not perceived to have improved until they enter Class A. It is known that a weight improvement within the B area of the Growth Chart may represent a definite sign of nutrition and health progress and that a number of children are not expected to enter the A area before being regarded as having reached an acceptable level of weight for age. The current Growth Chart does not give clear evidence of weight progress within the B area which reduces its educational potential. The morale of the kader is affected, because they cannot claim success until the child enters the A level of the chart. The statistician is equally frustrated because he finds it difficult to give statistical significance to the weight changes within the B area.

(5) Training and Support of Kader  
(Community Nutrition Workers)

(a) Current Situation

Kader are the key community workers in the FNP in all areas visited. Each village has from 6-14 kader, with from 4-6 allocated in each center. The majority are women. Most were initially approached by the village head who requested them to become kader, based on their active involvement in village activities, their willingness to work, their literacy, and approval by the PKK. In fact, many of them double up as committee members of the PKK, PKK kader, or UPGK kader.

When questioned on their motivation, the kader explained enthusiastically that their position provided them with the chance to learn, to get to know officials and visitors, and in turn to be better known. Some also mentioned their desire to work for their community. Although none referred to the monetary gains, they admitted it was a welcome boost to their incomes.

All kader, with the exception of some replacements, have been trained. LKD trains a group of kader from one district for 5 days, inviting government officials to participate. YSS organises 4 days training with the local government for kader from several districts. On the last occasion a grand total of 280 kaders were trained, expenses being split between YSS/CRS and the district government.

In both cases the time is short and as a result the timetable is packed. Content includes all aspects of administration of food aid, and general health and nutrition. The kader are provided with stencilled materials in lecture format for future reference. There is a team of lecturers from the counterpart, CRS and government officials. By contrast YSBS provides on-the-job training, some of the kader having had basic UPGK training previously.

In the centers visited the kader appeared well-motivated and actively involved in the basic activities including: registration, underfives weighing, nutrition education, food distribution, extensive administration, and in some cases there are referral of more severely malnourished children or special feeding activities. In centers with income generating activities some of the kader were involved in this too. At times one suspects they were wearing at least two "hats" - one from FNP, another from PKK, and possibly a third from UPGK. One kader estimated that she spent 3 days a month on FNP activities. This would probably be a moderate estimate of time spent.

Unlike other kader serving in the community, the FNP kader obtain a monetary incentive, ranging from an irregular Rp2000 (YSBS) to Rp3,500-Rp4,000 per month plus transport costs (YSS and LKD) - a significant contribution in minus rural areas. This honorarium is paid from community funds raised from the mothers' contributions for food aid.

When asked about supervision, the kader mentioned they have at least once a month access to the counterpart field worker, occasional contact with the CRS FNP supervisor, and intermittent contact with government officials visiting the village. The contacts provide a valuable opportunity to reinforce the motivation of the kader, and to share technical input with them. Nevertheless the latter is probably only achieved in an ad hoc way if the resource person has the ability to help the kader solve their problems. Administrative matters can be easily handled by counterpart staff, but this is not always the case with program managerial problems, and even less so with technical questions relating to program content.

In an effort to increase the managerial skills, especially in income generating activities, and broaden the vision of kader from active centers, CRS is sponsoring 10 places twice a year in a 3 month community development course run by Bina Desa in Ungaran, Central Java. The second group is now in training.

(b) Problems

(i) Training

To perform their managerial and human relations tasks effectively in the community kader require not only additional knowledge but also particular attitudes and skills. To acquire even some of these in a 4-5 day course demands intensive contact amongst the kader and between the kader and trainer. Participatory methodology is highly conducive to this type of interaction. However in groups of over 30 participants it is difficult not to resort to the traditional teacher-student roles, using the lecture method, especially if a vast amount of material needs to be covered in a limited amount of time. Although it proved impossible to observe kader training in action in the field it is highly probable that YSS, and LKD face these problems. This conclusion is based on the large number of participants in each course, the mixed teaching teams (including government officials) and thick bundles of lecture notes.

(ii) Level of Skill

Kader exhibited practised skill in administration with the exception of the new Master Chart which they cannot yet use as a monitoring tool. Most kader interviewed also had basic knowledge of nutrition and health. However many claimed they have problems of getting across messages to many of the mothers, in particular those who are illiterate and semi-literate. Interest was expressed in the possibility of acquiring extra knowledge and skills.

(.ii) The Administrative Burden

The kader did not complain about the requirement of filling in at least 15 different books providing alleged accountability for the monthly food distribution and their activities. They accept all this administration as a condition of receiving the food aid. However kader are volunteers and their time should be used as

effectively as possible in contact with the mothers. Fulfilling administrative obligations should not be a primary task.

(iv) The Number of Kader

It was difficult to assess whether the present number of kader per village for the current program is adequate. However there were no strong indications to the contrary, although some kader claimed there was not enough time to carry out all their plans.

Nevertheless this will become a problem when activities are concentrated on smaller neighborhood groups of mothers. Under such circumstances it will be preferable to have two kader for each post.

(v) Post Termination of Food Aid

To sustain the enthusiastic participation of the kader after the food aid terminates, it is important that their need for attention and personal gain is taken into account. Their motivation may dwindle if remuneration ceases, or supervision declines.

(6) Group Sharing Nutrition Education

(a) Current activities

Very promising forums for nutrition education are created by FNP Programs: the high attendance of mothers of young children at weighing posts, the nutrition education meetings, and home visits. Through these forums most of the women in a village are reached, including those from the lowest socio-economic groups. This is an achievement seldom attained in other nutrition and development programs, therefore providing a unique opportunity for the promotion of nutrition.

The current FNPs already utilize many of these opportunities to transmit health and nutrition messages to mothers, through the kader and counterpart field workers, assisted by village officials, the local family planning worker and occasionally by staff of related government departments.

Content covers a wide range of health and nutrition topics, including information on specific government programs. Unfortunately the team only observed one educational session, but this experience and interviews suggested that the major method of conveying messages is lecture, sometimes incorporating stories. Demonstrations are occasionally used in a few centers, as for example at the initial stage of a program when mothers are shown how to cook the imported foods, and recipe books from CRS are distributed.

Availability of visual aids depends on incidental gifts from Department of Health staff, or the family planning worker, or the creativity of the local kader or counterpart field worker. Visual aids include examples of actual foods and other printed posters, locally produced posters, graphics, a few flipcharts and the KMS growth chart. Most were attractive, colorful aids. A nutrition game has been introduced recently in a few posts in East Java.

## (b) Problems

### (i) The Setting

All field experience confirms the difficulty of promoting behavioral changes, relating to food practices in particular, and also to child care. Because of this, the degree of interaction between a mother and the information sharer is critical in meeting the mother's specific needs. The timing is also most important, a message being more meaningful if given when it is felt by the receiver to be needed.

Based on these convictions it is feared that the "promising forums" are not being utilized very effectively. In most cases groups are too large. A kader cannot be expected to fill in up to a hundred growth charts (or enter weights into a registration book) - sometimes the number is even more - and give the time and attention required to help each mother with a poorly progressing child. Likewise very few mothers will have the courage to question an unclear message or ask about personal problems in a forum of 60-80 mothers, or even in a smaller group when a lecture is being delivered.

Although group sharing in small groups is being promoted in the pilot centers, problems have been experienced. It is difficult to change from the conventional lecture oriented method of imparting information to group discussions. A new more personal orientation, and new convictions and skills are required. It also requires greater effort to organize the mothers into smaller groups for one specific activity, and it may prove difficult to maintain good attendance figures over a long period.

### (ii) The Message

A specific, action message repeated often from several sources is likely to have greatest impact on behavior. However despite attempts in a few centers to draw up an annual nutrition education program, messages are too diverse and insufficiently action oriented.

### (iii) The Aids

With few exceptions visual aids, and also guidelines on content for nutrition education, are distributed sparsely and on an ad hoc basis. The impression was gained that in those centers fortunate enough to have them, aids are often not used actively.

It should also be noted that the messages in the most widely available aid, the KMS, were not understood by many of the mothers. The difficulties in using the KMS for educational purposes is discussed above. The complexity in composition and symbolism of some of the other aids would probably cause problems in comprehension for many mothers, but this was not investigated.

## (7) Income-Generating Activities

In many of the 23 pilot project villages, efforts have been made by the counterparts to organize the FNP participants into "work

groups" (kelompok usaha) for the purpose of encouraging participants to engage in a group activity related to earning income. A handful of the groups have been formed over a year while others have been organized as recently as August and September. The size of the groups ranges from 20 to 60 members. Many of them have chosen a group leader (ketua kelompok), a secretary, and a treasurer. The basis for the formation of these groups are either a common business interest (e.g., tempe-makers, rabbit-raisers, etc.) or geographic proximity (e.g., 40 women residing in one neighbourhood R.T.). Whereas the LKD in East Java have managed to include all participants into their work group scheme, YSS and YSBS have worked with only a very limited number of work groups whose membership is completely voluntary in nature and which cover a small percentage of the total number of participants in a given village.

Work groups are encouraged to meet on a regular basis to discuss division of tasks, utilization of profits, and other areas of concern in the pursuit of a productive activity chosen by the group members. From a purely group dynamics point of view, the size and formation of the work groups constitute a solid foundation on which close interaction and trust building, two basic ingredients for developing a strong economic entity, can flourish. Furthermore, the groups have the potential for becoming effective channels for the dissemination of various kinds of information such as technological innovations, marketing trends, and other messages of social import such as nutrition.

#### (i) Economic Activity of the Work Groups

The work groups undertake economic activities such as production of home made noodles, detergent, shampoo, salted eggs, tahum ready made clothes, small-animal raising, savings and credit clubs, and or arisan. Finished products are usually sold to members within the work groups. In some cases, surplus goods are sold on consignment in neighborhood stalls (warungs). The few groups involved in small animal raising have not begun to market their animals or by-products and have not seriously considered where and how they are going to do this. It has also been observed that in the case of the rotating savings and credit (simpan-pinjam) activities, there is a continuous inflow of monthly contributions (iuran) and a demand for small loans. Because of the fungible nature of cash, it is a logical assumption that a portion of these funds are channeled into productive use through a smoothing of liquidity flowing through the household consumption/production units.

The impression that one gets from first hand interviews with the participants is that while the women have expressed a strong desire to supplement family income, they have not been given much assistance in making their activities a truly profitable venture. It has not been impressed upon them that the primary reason for the work groups is economic and not a social, keep-them-busy reason. (This is the mistake of many social agencies who have incorporated income-generating activities in their social programs). For example, while the income-generating activities chosen such as detergent and shampoo-making are meeting the demand of the members, the marketing potential of the products is

very limited.

The initial capital as well as the return on investment are minimal (see case studies in Annex IV for figures) and does not offset the opportunity cost of those already involved in their own private business. These activities are also not labor intensive and therefore do not justify the size of the group. Most of the activities can be done by one woman and require a very short period of actual working time.

In the long run, the work groups could die a natural death because there is no sound technical planning involved in the activities currently engaged in. There is good reason to question whether the choice of the economic activities are feasible to begin with.

The linkage between these work groups and the formal women's organization (PKK) varies from village to village depending on the available PKK resources and leadership, with East Java's PKK being the most supportive. It is a much-encouraged and popular practice of the PKK organizations in Java to initiate and sponsor economic-related activities much like those pursued by the work groups described above. Most of these activities receive funding and technical assistance from various government agencies. In all the villages visited, the PKK officials expressed commitment to the work groups. However, in actuality, there has been minimal channelling of PKK funds and technical resources to these work groups.

#### (ii) Capital Formation

In all of the FNP villages, a cash contribution is received from each participant in exchange for the food aid. This individual contribution amounting to Rp150 in Pemalang and Cilacap, Rp380 in Blitar and Rp420 in Lamongan, is collected during the monthly food distribution. It has been explained to the mothers that this contribution is necessary to pay for the transportation, handling, and other administrative costs involved in commodities distribution. In East Java, a portion of the amount collected is remitted to LKD and the rest is kept in a kitty commonly called Kas Pos. In Cilacap and Pemalang, the total amount collected remains in the village Kas Pos. In general, the Kas Pos funds are used for cadre honorarium, on-site feeding, "charity cases", administrative supplies, and contributions to PKK special projects. In LKD villages, the balance is deposited into a Tabanas account to be used at a later date. Depending on the number of recipients in a given village, the amount collected may be as much as Rp100,000 every month.

A small portion of the Kas Pos is given to some work groups to be used as initial capital for their chosen economic activities. The more common amount given to work groups is Rp5,000. As yet, there is no set policy from any of the counterparts with regard to a more productive use of the Kas Pos balance, criteria for selecting which groups may receive a grant from the Kas Pos and how much can be requested.

Another practice to accumulate capital is to collect monthly dues

from the members of the work group, the amount ranging from Rp50 to Rp200 per member per month.

YSS in Semarang has received a commitment from the local government for funds to capitalize some income-generating activities. YSS itself is prepared to provide some funds for credit unions.

### (iii) Monitoring and supervision

Monitoring of the work groups is limited to a set of books at the work group level. A ledger records the transactions made and the financial standing of the group every month. There are also a registry of members and sometimes a book which summarizes the minutes of group meetings. The simplicity of the cash book or ledgers is a positive aspect, although some minor inaccuracies have been observed. If the income-generating component of the FNP is to be strengthened, then a more uniform monitoring system which can collect helpful data on the progress of each work group is needed. These data should also be made available to the program managers for analysis.

Technical supervision is at a minimum level because of the lack of staff at both CRS and counterpart levels who can provide full-time attention or who are trained to manage the income-generating program component. The CRS nutritionist has done most of the supervision in addition to her function as supervisor for the nutrition component. The fieldworkers who are quite competent in the field of nutrition have not received any training in management of income-generating program.

### (iv) Training

There has been no training conducted or planned in the near future for the counterpart field supervisors and field workers. In June, however, CRS sponsored nine people from the pilot project villages to participate in a 3-month long live-in community development training program conducted by Binar Desa. The intention was for the nine people to return to their respective villages and become the key stimulators for starting income-generating activities. Unfortunately, because of the nature (live-in) and length of the training program, the training participants chosen were either men or young, unmarried girls. Selection was based mostly on availability rather than those who would benefit most and ability to apply in the village what has been learned in the training site. As far as can be gathered, the training has not made that much of an impact on the villages.

Only two of the trainees have begun elementary income-generating activities in their respective villages to date.

#### IV. ASSESSMENT OF THE POSSIBILITIES FOR IMPROVING INTERAGENCY COLLABORATION

In the course of the assessment, it became apparent that certain of the difficulties experienced by CRS with USAID (and vis versa) and between CRS and the Counterparts were due primarily to lack of information and sympathetic communication channels between the organizations. USAID is often unfairly viewed by CRS, and in turn CRS by the counterpart organizations as acting in an arbitrary and unreasonable manner. CRS programs are also considered by USAID to be weaker than they are in reality partly because USAID is not fully aware of the extensive supervision structure, strengths and constraints of the various counterparts.

Audits, evaluations, and accountability dominate the interchanges between the organizations. These are requirements for conducting the program, but need to be supplemented by positive interchange on programmatic matters. Accordingly, before turning to suggestions for a redesigned program, we are presenting information on these problems in communication and suggestions for developing more positive relationships between the organizations involved in the various levels of the Title II Program.

##### A. Potential for Increased CRS/Counterpart Communication

In the discussion which follows, we will primarily be dealing with the perceptions of the parties involved, particularly those of the counterparts. We emphasize that these perceptions, are not necessarily accurate and at certain points may appear overly and unfairly critical of CRS. In fact, it is our feeling that CRS, in general, carries out its various tasks in a highly professional fashion given the various constraints involved. The problems, to the extent that there are problems, are often problems of communication and 'image' rather than substance and, for this reason, we feel that substantial improvements could be made in the relationships between CRS and the counterparts simply with a strong commitment on the part of CRS to build an improved dialogue with the counterparts. In fact, this has already been partially recognized by CRS management and certain changes in this regard were already taking place before this assessment began.

##### 1. Building an Overall Atmosphere of Cooperation

In discussions with counterparts, we found that one of the most commonly mentioned problem areas was the general feeling that CRS does not have enough concern for or even understanding of the problems faced by them in their day-to-day interactions with villagers and local governments. Time and time again, we were told that CRS merely "passes down rules" while refusing to recognize the difficulties and contradictions engendered by the need to follow what are thought to be inappropriate CRS demands.

An example will illustrate the point. Almost every counterpart staff person interviewed on the subject, felt that the CRS rule that FFW recipients were not to sell their rations was highly unreasonable since there is a strong feeling that disposal of a

wage (whether upah or imbalan) is the innate right of any worker. Counterparts who press this point with villagers are placed in the position of policing a regulation which they themselves believe to be absurd, even 'immoral', and which leads to numerous misunderstandings and ill-feelings between counterpart and the villagers with which they work. These ill-feelings are, then, borne by counterparts against CRS. Typically, however, almost no-one realized that this is an AID regulation which CRS must enforce. Moreover, not a single counterpart appeared to be aware of the reasoning behind the regulation, i.e., that only in this way can nutritional benefit be guaranteed to the recipient.

Whatever the merits of this particular regulation, the point is that at least some of the misunderstandings of counterparts towards CRS caused by this and similar regulations, could be avoided were CRS to take a different approach to the problem. If indeed, (as in this case) CRS has no choice but to follow a given USAID requirement, then this fact should be communicated to the counterparts with appropriate empathy and commiseration.

In other cases, CRS may have more control over the regulation and here it may be useful to spend more time listening to and to the extent possible responding to counterpart complaints. Counterparts themselves can contribute to compromise solutions and even where this does not occur, the fact that CRS management has been willing not only to listen to but to elicit counterpart complaints may have significant effects on overall interactions in a number of areas. Continuing with seminars involving all the counterparts (such as those organized by CRS to develop a redesign for the FNP) on at least an annual basis would provide a useful forum for discussing these issues.

## 2. Reducing Administrative Burdens in an Atmosphere of 'Trust'

CRS has built up an admirable system of checks and has developed a well-trained staff of field representatives for the monitoring of food movements and distribution. At the same time, however, successes in administrative terms have had certain costs in terms of overall CRS/Counterpart relations.

For one thing, counterparts resent the heavy administrative burden ('five kilos of paper for a single kilo of bulgur') which adequate monitoring appears to require. We expect this problem to be partially resolved with the introduction of the new monitoring system suggested in Section V below. A second problem has been in the atmosphere of distrust which has resulted from the 'policing' character of the work of the monitors, i.e., the CRS field representatives. Given the nature of their jobs, the field representatives have had to develop a more or less suspicious and confrontative manner in their interactions with counterparts which is highly resented in many cases. Yet counterparts often feel they cannot complain without appearing 'guilty'.

In one sense, this cannot be helped given the fact that ultimately the job of the CRS field representative is to ferret out and report instances of careless or willful counterpart mismanagement of food commodities (and such instances do occur).

This is essentially an 'auditing' function and dislike and distrust of auditors is perhaps an almost universal trait.

Improvements in reducing this atmosphere of distrust will probably be achieved with a combination of increased dialogue between CRS and counterparts plus training in more refined field methods for the CRS representatives. The first objective can be achieved through a more open approach by CRS as already mentioned above. The second can be achieved through the training of CRS field staff in connection with a new monitoring system (discussed in Section V. below).

### 3. Expected Effects of Programming Improvements

The previous discussion of the problems inherent in the monitoring or auditing role of the CRS field representatives underscores the inherent limitations of depending upon these workers to increase positive communication between CRS and CRS counterparts. In fact, while a degree of improvement can probably be expected from changes in the style of inquiry used by the field representatives (as discussed above), it will probably be important for CRS to do nothing to decrease their effectiveness as auditors per se.

It is for this reason that we recommend that monitoring and programming functions be kept separate within CRS, both conceptually and organizationally. The monitoring sub-organization of the present personnel and tasks is essentially an auditing apparatus. The additional FFW, nutrition and income generation advisor plus outside consultants recommended in the redesign proposals presented below represent a new sub-organization grafted onto CRS and committed to service or assistance to the counterparts, helping them to upgrade their programming and technical abilities.

While the primary benefits of building the latter sub-organization will be better programming on the part of the counterparts, an important secondary benefit will probably be an overall increase in positive communication and cooperation between CRS and the counterparts. This is precisely because of the expansion of roles of CRS from policing auditor to a useful resource for self-improvement on the part of the counterparts.

### B. Possibilities for Increased CRS/USAID Collaboration

The assessment included review of the USAID program to identify experience or resources which could serve as a basis for increased collaboration. This is not to imply that the CRS program should be integrated with particular USAID projects. As is noted in a recent evaluation of the PL 480 Title II program in the Dominican Republic (issued January 1983), integration implies a standardization and control which private agencies find uncomfortable. Collaboration, on the other hand, implies exchange of information, mutual assistance, coordination of plans and coverage, and the like - a complementary relationship which recognizes both similarities and differences of interests and ways of conducting programs.

Among the potential benefits which could arise from such collaboration are two which were considered particularly important by the assessment/redesign team. Firstly, the fostering of broad based contacts between CRS and Mission personnel in a programmatic sense is essential to improving their relationship. Positive interaction will result in a better appreciation on the part of both organizations of the strengths and potential benefits to be derived from regular interchange of information. This is in contrast to past contacts which were dominated by audits and evaluations. These resulted in defensive behaviour rather than an open exchange on program concerns.

CRS fears that a closer relationship would result in even more "control" over its program. However, utilization of Mission experience does not require Mission control. Interaction in a programmatic framework will both spread the "supervision" workload of USAID with respect to Title II and remove the general impression of program weakness which derives mainly from lack of information. Contacts should be fostered not only between CRS and USAID project managers dealing with activities in which CRS and USAID have a common interest, but also with personnel of the technical assistance teams, and government or other agency participants in the provinces. Such a relationship will be beneficial to the USAID personnel and projects also, providing additional information, and in some cases organizations and resources which they can relate to or utilize in carrying out their projects.

Secondly, certain Mission projects have developed information on project planning, implementation and evaluation highly relevant to the type of activities which CRS and the counterparts are undertaking. Utilization of this experience avoids costly duplication of efforts and false starts. There is no need for CRS to "reinvent the wheel" when USAID has already invested millions of dollars in creating similar management systems.

Three areas were identified in which USAID, CRS and the counterparts have mutual interests. These are:

1. Creation of a system for delivering effective nutrition services to villages which can operate primarily with resources provided by the local communities, i.e. a "self-reliant" nutrition delivery system. The USAID project with particular relevance to this effort is the Village Family Planning/Mother-Child Welfare Project.

2. Establishment of effective rural credit programs and off-farm employment generation. USAID has a number of projects in these areas, including the Provincial Development Program, and two planned projects in the process of development, the Financial Institutions Development project, and the Central Java Enterprise Development Project (CJEDP). One of the proposed areas of involvement in the last project is improving management of shrimp culture in brackish ponds in Central Java. Fish or shrimp culture ponds created by FFW projects, certain of which are intended to be operated as cooperatives (see Projects 1 and 5 in Annex II) might be considered as possible candidates for involvement in the CJEDP.

The Village Family Planning Project has experience in operating savings and credit programs in conjunction with UPGK centers in East Java. The training packages and forms developed for this activity would be particularly helpful to CRS and the counterparts in designing the income generating component of their programs.

3. Creation of the capacity to carry out labor intensive rural infrastructure projects which are technically and developmentally sound. The project with particular relevance to this activity is Rural Works II, also called Project Padat Karya Gaya Baru (PPKGB). This project was described above, and an analysis of the relevance of the management system created by PPKGB to the FFW program is presented in Annex II B.

There are a number of ways in which USAID could assist CRS and the Counterparts with their projects in these areas of mutual interest. Technical assistance personnel working on USAID projects could be identified to carry out specialized short term consulting on specific program problems, or could assist CRS in finding other consultants with the necessary skills. Information developed by the projects could be shared with CRS/Counterparts, and personnel from the organizations could be permitted to attend special training programs (e.g. teaching skills training package developed for family planning workers involved in the UPGK). Finally USAID could arrange seminars/workshops on topics of common interest (e.g. credit programs, techniques for labor intensive construction) including not only CRS and the Counterparts but also other non-governmental organizations with similar interests. These seminars and workshops would most likely provide USAID with information useful in its design/implementation of projects also.

## V. REDESIGN OF THE CRS TITLE II PROGRAM

The original scope of work of the assessment/redesign team required the team to prepare a recommended program plan with a high degree of specificity regarding commodities, recipient levels, and program strategy. In the course of the team's work, it became apparent that it would not be possible to fully carry out the scope of work as there was not sufficient time available to resolve a number of issues with the counterparts. Given their important role in programming, their agreement will be required before a specific, recommended plan can be prepared. In addition, the differing situations of the FFW program and the FNP require different approaches to preparing a multi-year plan.

The assessment/redesign team developed information on the FFW program which indicates there are a number of issues to be resolved by CRS and the counterparts as a first step in preparing a program plan. Secondly, a number of actions need to be taken to improve the overall planning and management of the program. In the course of resolving the issues and improving the management system, other questions such as the recipient levels, commodity mix and implementation strategy should be answered also. However, it will take some months, probably to the end of FY 1984, for CRS and the counterparts to complete this effort. The issues identified by the team are outlined below, followed by suggestions on the steps to be taken to improve the management of the program.

Given the work which had been accomplished on the FNP, the team developed proposals and information to assist CRS and the counterparts in preparing a final program plan. Some additional issues to be resolved are identified, and recommendations are outlined for each of the current components of the program. Section C. below discusses briefly the question of commodity levels and budgetary requirements and CRS has prepared an extensive draft budget proposal which is included as Annex V to the paper.

### A. Food for Work Program

The assessment found that the FFW program currently operates mainly through use of the cooperative labor method of organization by providing an imbalan which permits continuous working. As such it is taxing individuals and communities to create infrastructure. Since the principal objective of the Counterparts is community self-reliant development, this is not necessarily bad, and in addition, achievements with the limited resources available are maximized. However, in these conditions, it is essential that the benefits from projects are substantial, collective and, if possible, targeted on the poor. At present, CRS and the Counterparts do not have a project design/implementation/monitoring/evaluation system which can assure that projects result in these benefits.

The team recommends that such a system be introduced and that projects be designed in a manner which insures that subsequent benefits are targeted to the maximum extent possible on the poor.

This will require that resources other than food (technical support, materials, etc.) be available to the Counterparts, and the funds to provide these resources will have to be found.

CRS and the Counterparts must consider if this is the approach they wish to take. The alternative is to consciously organize projects in an upah (wage) mode which can target employment relief on the poor. In this situation it will be sufficient if the overall development impact of the program is improved, and it will not be so necessary for the subsequent benefits to be targeted on the poor. It is possible that different Counterparts may wish to operate their programs differently, and CRS should allow such flexibility.

It is suggested that CRS convene a seminar with the Counterparts to consider these issues and decide which course they wish to take. Thereafter a specific plan of action can be prepared. Section 1. below sets out issues to be considered at the seminar, and Section 2. suggests steps to be taken in improving the management system of the program. It is emphasized that shifts in the program will have to be made gradually to avoid disrupting the relationships between the Counterparts and their local partners, both private and governmental. In addition, the counterparts are the same organizations currently involved in making major changes in the Food and Nutrition Program. Although the personnel involved in FFW and FNP are mainly separate, the management of the organizations could be overburdened if major changes in FFW are attempted too quickly. Improvements in the FFW program will have to be made over time, and within a context of stability in recipient numbers/budgets if the desired results are to be achieved.

## 1. Issues

### a. Imbalan or Upah

(1) Should the program continue to operate mainly as community cooperative labor with an imbalan, or should a commodity mix be identified (or even commodities plus cash through central monetization of commodities) which would be sufficient to be treated as upah? Here, the differing experiences of YSBS (which appears to operate on an upah basis) and that of the other four counterparts involved in FFW can be studied to determine the relative merits and effects of the differing approaches.

(2) An immediate question to be considered is the effect of the FY 1984 FFW ration. It is generally agreed that the previous ration of bulgur (or other cereals) alone provided an imbalan which was too low. CRS planned to improve the situation by providing 2 kilos of non-fat dry milk (NFDM) per recipient per month (10 kilos per family), in addition to the 10 kilos of bulgur per recipient (50 kilos per family). Taken together with the bulgur, the milk will nominally increase the value of a ration for a day's work to Rp800-1000 which should result in its being treated as an upah rather than an imbalan. However, it would only have that value if families wished to consume that much milk or if they could sell it.

During the assessment meetings, the counterparts expressed their concern that the value of the ration was too high and, more worrying to them, that significant quantities would be sold. A reduction to a ration of .8 kilos of NFDM per recipient per month (4 kilos per family) could be considered as an alternative. This would significantly increase the imbalan but keep it below the level of upah, while providing a more realistic amount of milk for home consumption. The balance of the milk ration could be used for monetization (see budget discussion in V.C. below).

(3) For the longer term, closer attention to the commodity mix, and consultation with the counterparts concerning local preferences is required. It is noted that certain commodities which are inexpensive on the PL 480 budget (e.g. currently NFDM) may have high local values. Attention to these factors may provide a means of increasing the imbalan (or reaching the level of upah) and retaining recipient numbers while staying within the overall dollar budget set by AID.

#### b. Maximizing FFW Benefits to the Poor

Most FFW activities currently involve general infrastructure construction (upgrading roads etc.). It is generally recognized that while the poor benefit from these types of projects they generally benefit less than individuals with higher incomes and more resources, e.g. transport owners. Attention needs to be given to how benefits to the poor can be increased, particularly if projects continue to be organized as cooperative labor with an imbalan. This can be approached in several ways, and some suggestions are set out below.

(1) CRS and the Counterparts could develop projects which emphasize other objectives permitted for FFW, i.e., acquiring technical skills for future employment and strengthening community organization.

(2) Certain projects in the program are directed to creating productive resources, e.g. Annex IV, Projects 1 and 5 (fishpond construction) and Project 3 (marshland reclamation). If these types of projects can be targeted on poor individuals and households who currently lack such resources, the low level of remuneration on FFW is not so serious. It is in the area of working with communities and getting agreement on the creation of productive resources for the poor and landless that the counterpart organizations show particular skill.

Accordingly, it is desirable that these types of projects receive more emphasis in the FFW program particularly on Java where physical infrastructure is already well developed. It is recognized that these projects are more difficult to organize, particularly in insuring that the poor will receive the benefits and that only a few can be undertaken by the counterparts at any one time.

At the same time, inputs other than food are generally needed in constructing these resources, e.g. technical expertise and cement. Their subsequent management is another difficulty as is assuring that start up funds are available (e.g. to purchase fish

food). CRS and the counterparts need to consider how they can insure that such resources will be forthcoming when required. Collaboration with USAID (per the discussion in Section IV above), other donors and the GOI is one means. Another is to enhance the capacity and resources of their own organizations as is suggested below. However, a conscious decision to place more emphasis on these types of projects must be taken first so that projects can be designed from the beginning to achieve the desired results.

(3) Another possibility which should be explored is organizing FFW projects which are similar to the types of income generating activities now contemplated for the FNP. As an example, FFW could be provided to poor families to plant trees with economic/nutrition returns in their own gardens. Analysis of gardens in Java found that access to garden space is somewhat more equal than access to rice fields, but that families with insufficient rice land receive much less income from their gardens. This was because the households with sufficient rice fields to meet their household consumption requirements plant long-term investment trees with high income returns in their gardens, while families without rice fields have to plant their gardens in low value basic food crops (Anne L. Slotter, "Garden Use and Household Economy in Java", p. 242-254 in Gary E. Hanson, editor, Agriculture and Rural Development in Indonesia, Westview Press, Boulder, Colorado 1981). The provision of FFW could help poor households to overcome this barrier to higher income returns, and provide them with a better diet in the longer term.

#### c. Increased Resources for Programs in the Outer Islands

An earlier USAID evaluation of the FFW program suggested that CRS place more emphasis on programs in the Outer Islands. The current study found that Counterpart programs in the Outer Islands were particularly beneficial for reasons already discussed in the assessment section. At present, the major portion of CRS support to Outer Island programs is through Transmigration which directs its resources to migrants and does not assist settled inhabitants to any extent. Ways of increasing food resources to counterparts in the Outer Islands should be considered, and in addition, attention needs to be given to resources other than food which are required if these organizations are to carry out effective programs.

Essentially, it is the team's opinion that CRS should consider a gradual shift in its specific infrastructure development FFW to the Outer Islands and away from Java, as it is in these areas that the stimulation of community cooperation to create needed infrastructure is most valuable.

CRS is already negotiating with a counterpart organization in Nusa Tenggara Timor to restart its FFW program which will represent a major increase in FY 1984 counterpart Outer Island programs if agreement is reached. However, it is suggested that CRS develop a specific strategy for Outer Island programs which would involve both systematic identification of counterparts and areas where FFW could be used most effectively, and providing the

additional resources needed to undertake the programs.

With respect to other resources, the preceding analysis found that Outer Island counterparts received no budgetary assistance from local government while two out of the three counterparts on Java received substantial resources from this source. Cash resources are needed by these organizations to increase and train their staffs, and to cover the costs of transport, inclearing, storage and administration of food. These are all higher on the Outer Islands and are a particular problem when the organizations wish to carry out projects in more remote areas with relatively greater needs. Only limited amounts can be supplied by local communities as these are FFW projects and the recipients cannot be charged individually. CRS needs to consider how it can assist these organizations with these expenses, possibly through such sources as Outreach Grants or monetization of food commodities.

## 2. An Improved Management System for the FFW Program

Whether the decision is taken to continue to operate the FFW program as cooperative labor with an imbalan, or to change to an upah mode of operations, the management system of the program must be improved. It is the details of project purpose and implementation as well as the indicators of achievement which will be altered depending upon the mode of labor organization, not the requirement to design, implement, monitor and evaluate the projects. The following sections suggest an approach to take in improving the management system.

### a. Creating an Improved Management Structure

#### (1) Upgrading CRS Support Capability

At present, CRS has no staff responsible for dealing with programming and technical issues arising from FFW, nor any staff with the qualifications necessary to undertake these responsibilities. It is recommended that immediate steps be taken to establish and fill a position of FFW advisor. Given the large amount of work to be done at present, it is further recommended that this person be complemented by an Indonesian or Indonesian-speaking consultant with specific technical skills in programming and labor intensive construction for a period of two years. The consultant will be essential if CRS decides to fill the FFW Advisor position with someone on its present staff, as the individual will require additional training (probably formal as well as on-the-job) to be effective.

#### (2) Counterpart FFW Management

Each counterpart with a FFW program should identify a FFW program specialist to work with the CRS FFW Advisor and the consultant. In most cases this will be the person presently heading the counterpart FFW program. Where possible this person should be supported by staff with specific qualifications in labor intensive construction as well as individuals with skills in community organization.

b. Creation of a Project Design/Implementation/Monitoring/  
Evaluation System

It is recommended that the first task of the FFW advisor and the consultant should be the development of a draft project design/implementation/monitoring/evaluation system. The specifics of this system will depend on whether the overall objective of the program is employment relief or community development, or both if there are differences between counterparts in this regard. In either case, provision will have to be made for sound technical design.

It is suggested that CRS use the work completed by the Project Padat Karya Gaya Baru (PPKGB) staff as a basis for this effort. An analysis of the instruments created by PPKGB which are relevant to the FFW program is contained in Annex II.B. The team has prepared also suggestions for a revised project monitoring system which is contained in Annex II.C. In addition, CRS/Indonesia should utilize relevant portions of the management systems which are under development for other Food for Work Programs (e.g. see "An Emerging Monitoring and Evaluation System for PL 480 Title II Food for Work Programs in India," by William D. Drake, Community Systems Foundation, August 29, 1983).

As soon as the draft system is prepared, a workshop should be convened for all CRS and Counterpart staff involved in FFW to discuss the various elements of the system, finalize it, and train staff in how to use it. It is suggested that CRS take advantage of the phase-out of the technical assistance team of the PPKGB (scheduled to take place in FY 1984) to enter into a contract with their training personnel to organize the workshop. This is recommended as the PPKGB technical assistance team has far more Indonesia-relevant experience than could be found in any other organization.

c. Enhancing the Technical Design Capabilities of the  
FFW Program

The new management system described above will provide a basis for improving the technical design of projects. For it to be effective, counterpart personnel will have to have specific training on technical construction methods, and continuous upgrading as new methods of construction are developed or new types of construction attempted. It is also imperative that counterpart staff be upgraded in their abilities to recognize potential technical problem areas on the FFW projects on which they are working. While it is not feasible to expect counterparts or CRS Jakarta to hire permanent technical staff to solve all such problems once recognized, it is important to have funds available for technical inputs in those cases in which other sources (e.g. Public Works Offices) cannot or will not provide the necessary help.

With respect to training counterpart personnel, it is suggested that after the initial workshop is held, the PPKGB training personnel be contracted to prepare training materials for a series of seminars. After an initial session with counterpart personnel, refresher training sessions should be held at least

annually. The CRS FFW Advisor should also collect and present information on new labor intensive methods at these sessions. In order to meet the requirements of providing specialized technical expertise when needed, the team recommends that CRS set aside a small technical consulting fund for use when counterparts request such assistance.

d. Provision of Other Inputs Needed for Effective Projects

The team found that the Counterparts experience problems on projects in assuring that all materials and equipment resources, e.g. bridges and sea valves, are available to carry out their projects. In other cases, the Counterparts recognized that inputs such as cement would enhance greatly the quality and durability of the structures under construction. However, as there was no source of funds to buy these inputs, they were building them anyway to the best of their ability. If the program emphasizes subsequent income generation from construction activities, the need for material inputs other than food will be even more acute.

It is suggested that the project design system include provision for forward planning of projects (e.g. preparation of plans for projects to be carried out in FY 1986 by the time the FY 1986 AER is prepared) and identification of the other resources which will be needed. Indication should be given of the expected source of such inputs. It should be accepted that monetization of PL 480 commodities from a portion of the AER will be used to generate the inputs which are not available from any other source.

3. Preparation of a Multi-Year Plan for the Food for Work Program

A multi-year plan for the FFW program should be prepared as soon as decisions have been taken on the objections of the program and the management system outlined in Section 2. above is in place. As this plan will also depend on the size and form of the Food and Nutrition Program, and the degree of complementarity between FFW and the FNP, preparation of the plan is discussed in Section C. below after the suggestions for the redesigned FNP are presented in Section B.

## B. Food and Nutrition Program

The assessment of the FNP found that considerable work had been accomplished by CRS and the Counterparts in designing the FNP. However, both the goal and purpose of the program were defined in terms of improvements in nutrition status which is just one of the objectives which AID has established as valid for an FNP-type program. At the same time, the program is to include seven components, several of which are also considered to be valid objectives for an FNP by themselves. Implementing needed improvements in all the components will be a major task. As such the redesign may be overambitious if implemented simultaneously in all of the operating centers. Therefore a phased approach as suggested below in Section 4 (Page 90) would mitigate the problem of overloading the counterparts capacity.

To assist them, the team prepared revised goal and purpose statements for the program which retains improvement in nutritional status as the overall goal of the program but sets out the purposes in terms of the components of the program. Indicators of purpose achievement are outlined also. Subsequently, suggested actions to be taken in improving the overall supervision of the program and each of the components are discussed. An outline is also provided of a Five Year Plan of Operations as well as a Phased Five Year Village Development Program.

The Phased Five Year Village Development Program outlines a strategy, including required inputs, for a village program which aims to prepare village institutions and the people to continue an effective comprehensive nutrition program when food aid is discontinued after a maximum of 5 years. This phased program is a guide for development in new program villages. However, if a village program has been in operation for over five years and has shown proficiency in several of the components, an accelerated time frame should be considered with emphasis on nutrition education and income generation.

The Five Year Plan of Operations outlines the phased implementation of recommendations on each component of the FNP and the proposed participation of the three major implementors - CRS, counterparts and the village community. The period covered is 1983/1984, a year of consolidation and preparation, followed by the five year period 1984/1985 to 1988/1989. The first two years emphasize concerted effort to improve on-going activities, with expansion beginning in the third year.

It is suggested that CRS and the Counterparts review these materials and consider the extent of the actions to be taken to improve each of the components of the FNP and the FNP as a whole. As there is a commitment on the part of the GOI to extend the UPGK to all of the villages in the country by the end of the decade, CRS and the Counterparts should consider how they can cooperate more effectively with UPGK. This is especially important as evaluations of Title II programs in other countries have found them to be most effective when operated as part of ongoing country programs.

It is noted that CRS and the Counterparts intend to enter into cooperative arrangements with other organizations in Indonesia such as Yayasan Indonesia Sejahtera, BKKBN, Bina Desa and UNICEF, to assist them with various components, especially training and development of nutrition education materials. This action will help to spread the workload involved in implementing the redesigned program. The team strongly supports this approach and recommends that USAID also provide assistance per the discussion in Section IV above if they are asked to do so by CRS and the Counterparts.

1. Suggested Goal and Purpose Statements and Indicators of Purpose Achievement

a. Goal for the FNP

(1) Goal Statement

To improve the nutritional status of families in poor communities by mobilising community resources and maximising community participation in nutrition and income generating activities.

(2) Goal Indicator

Enhanced nutritional status of project participants.

b. Purpose Statements

The purposes of the FNP are:

(1) To give priority to FNP centers in poor villages, and within villages to cover all families with pregnant and lactating women and children under five (with priority given to children under three).

(2) To increase the participants' knowledge of specific nutrition messages.

(3) To promote the effective use of the current growth surveillance system for education, monitoring and program management.

(4) To develop viable income-generating activities for participating mothers and a system for generating funds to continue operation of the centers.

c. Indicators

(1) (a) Counterparts have a system for identifying poor communities and are carrying out a significant portion of their programs in those areas.

(b) Centers are effectively reaching the target population as evidenced in high participation rates in the program.

(2) A significant proportion of participating mothers have acquired knowledge of nutritional messages delivered.

(3) (a) Centers are supplied with components of the growth surveillance system.

(b) Community workers are performing prescribed procedures

correctly.

(c) Growth surveillance data are collected and used by program managers.

(4) (a) Income generating activities are resulting in successful enterprises for a significant number of participating mothers.

(b) Development of a system acceptable to participating mothers to provide continuing financial support for center activities.

## 2. Program Monitoring/Supervision

### CRS

A nutrition supervisor with management skills should be appointed to assume overall responsibility for CRS overview/support of Counterpart programs. This supervisor and the two existing nutrition supervisors (hereafter referred to as nutrition advisors) should be relieved of all accountability functions. These should be assumed by the CRS field representatives. However, the nutrition supervisor should orient the field representatives to the program aspects of the FNP.

The nutrition supervisor should begin by reviewing the job descriptions of the CRS Nutrition Advisors and the Counterpart FNP supervisors. The following tasks should be carried out, and should be allocated between the various levels of personnel so that each has a reasonable workload.

- a. Planning the training program and strategy;
- b. Providing planned input on nutrition and management of nutrition activities to the counterpart field workers on a regular basis;
- c. Providing the nutrition program component in kader training and refresher meetings of kader;
- d. Consulting with FNP counterpart supervisors;
- e. Working with counterparts in developing appropriate nutrition education materials.

### Counterparts

#### a. Field Staff Development

The following actions should be taken to upgrade counterparts field staff.

(1) Provide opportunities for counterpart field staff to gain a thorough program content orientation on hiring.

(2) Provide opportunities for counterpart field staff to follow a course in nutrition and community development after a specified period of service.

(3) Use field worker meetings as forums for in-service training,

utilizing CRS and other appropriate resources.

(4) Provide the opportunity for field workers from all counterparts to meet together regularly in workshops. Each counterpart could host these meetings in rotation, enabling field visits.

(5) Encourage short-term interchange between counterpart field staff for cross fertilization of ideas.

(6) Increase the participation of local government officials in the supervision of the FNP program.

#### b. Work Load

The current area coverage of field staff should be reviewed and adjustments made taking into account maturity of program, distances, field worker's experience and counterpart resources. An approximate maximum would be 6 villages per worker.

### 3. Components of the Redesigned Program

#### a. Commitment

The assessment/redesign team identified two levels of commitment, village level and individual.

#### Village Level

At the village level there should be a commitment to develop a self-reliant program after a period of support from the Title II Program. The following steps are suggested.

(1) Village women's groups should be advised from the outset that food will be available for a limited period. This can be done in a positive way, explaining that the village will be helped to create its own self-sufficient program but that at the end of the period, the counterpart organization must use its resources to help other villages.

(2) Program activities should be designed to last for a maximum of five years in any one village and be directed to creating self-reliant programs over that period. In particular, a nutrition fund created and replenished by the income generating activities should be established to meet the continuing costs of program operations. The design and phasing of program activities set out in the Phased Five Year Village Development Program are directed to reaching this goal.

(3) Given the time period and coverage of the program, most village women in the vulnerable groups will be involved in the FNP. During the concluding year of the program, the women's groups should be encouraged to include new mothers in the program after the food is phased out.

## Individual Recipients

(1) The commitment elicited from mothers should be phased in accordance with the growth and expansion of the program. For example, the commitment could be extended to cover specific development activities, such as income generating and tree planting.

(2) The commitment should emphasize as well the responsibility of each mother to contribute to the support of an ongoing nutrition program in the event that food aid is discontinued.

### b. Targeting

(1) Area targeting should be based on:

- (a) economic need
- (b) cost effectiveness
- (c) local government and community cooperation

(2) Priority should be given to all children under three, pregnant and lactating mothers, and at risk children between 3 to 5 years.

(3) There should be ongoing registration of new participants enabling the inclusion of all pregnant mothers and of children as close as possible to the time of birth.

(4) There should be flexibility in the allocation procedures of food supplies to allow for increases in the number of registrants.

(5) A five year phased program should be implemented aimed at strengthening village institutions, community management of the FNP, and capital resources to enable a village to continue a viable FNP on discontinuation of food aid.

### c. Food Distribution

(1) For continuity, CRS should obtain a long-term commitment from USAID regarding commodity levels and types of commodities.

(2) The linkage between food distribution and the mothers' commitment to participate in the other activities should be strengthened.

(3) CRS should improve its dialogue with the counterparts in planning AERs and choosing commodities.

(4) CRS should review with the counterparts the reporting requirements and try to reduce the quantity where possible.

### d. Growth Surveillance

(1) A more sensitive classification of the child's growth should be adopted to improve the educational and diagnostic value of the Growth Chart. The child's growth progress would be scaled into ten grades. Grade 1 would correspond to the area below the

lowest line of the Growth Chart. Grade 10 would be the area above the highest line. Grades 2 to 9 would correspond to subdivisions of the area contained between the lowest and highest lines of the chart.

The grading of the child's growth on a scale 1 to 10 makes the progress of children (especially those in the B area of the chart) far more obvious. The outcome of the weighing procedure can then be communicated to the mother in terms of 1 to 10 grades. Mothers may easily memorize their child's nutrition grades from month to month. This greatly reinforces the nutrition message conveyed by the chart.

(2) The implementation of the proposed "grading" will be facilitated by the employment of the "Master Chart" (an enlarged replica of the child's weight record) which has recently been introduced by CRS in its Food and Nutrition Program in Indonesia.

(3) A manual should be developed to explain how to employ the new grading system as well as how to fill in the Master Chart and to use it for analysis and interpretation.

#### e. Training and Support of Kader

##### (1) Training

(a) Kader training should be organized in smaller groups using participation methodology. Twenty-five per training group is manageable.

(b) Counterpart staff should participate actively as trainers, particularly in key areas, such as motivational material, and how to impart nutrition messages.

(d) Key counterpart staff in FNP should follow a training for trainers course.

(e) CRS should study the training package to teach kader how to teach which was developed for UPGK/BKKBN by the USAID supported Village Family Planning/Mother-Child Welfare Project. Appropriate materials should be incorporated into training courses for kader. CRS should also negotiate to enable key CRS and counterpart FNP staff to follow a BKKBN course in order to master course content and training methodologies.

##### (2) Increasing the Level of Skill of Kader

(a) Opportunities should be given for kader to obtain additional knowledge, skills and motivation. These opportunities could include:

- Short refresher courses at least once a year based on problems encountered in implementing their tasks.
- Intra and inter-village meetings between kader on a regular basis to share experiences and solve problems.
- Field visits by kader to other counterpart programs and areas with successful nutrition and community development programs. Bojonegara and Banjarnegara districts are two possibilities.

- Continuing opportunities for well-selected kader to take special courses to increase managerial skills and creativity. To increase the effective functioning of these kader, a work plan should be drawn up with them on completion of the course and back-up support provided. The counterparts should be actively involved in this process. These kader could meet periodically to share experiences and ideas.

### (3) The Administrative Burden

The administrative system for RNP should be reviewed critically and all records which are not of crucial importance eliminated.

### (4) The Number of Kader

Depending on the size of a village and its population, the number of kader should be increased to enable more even geographical distribution of kader to assist at the local weighing post, and to work closely with a neighborhood group of families.

### (5) Post Termination of Food Aid

(a) Kader should be given the opportunity to participate in income generating activities.

(b) Community funds are to be generated through community income generating activities, e.g. tree planting on community land. A portion of the funds accumulated through the parents' contribution to the PL 480 food could be put aside. Both of these sources could be used to assist kader in the future.

(c) Supervision of the kader and the community nutrition and income generating activities should be continued by counterpart field workers for up to 2 years after termination of food aid if requested by the village.

## f. Group Sharing Nutrition Education

### (1) The Setting

(a) Individual contact between the kader and mothers and between mothers with healthy children and mothers with poorly progressing children should be maximized. This could be achieved by:

- Limiting the number of mothers attending one weighing session (maximum 40) to enable greater sharing and more personal contact.

- Dividing up duties between kader so that each kader is responsible for a specific group of households, facilitating more effective follow-up of poorly progressing children and of referred cases, and more frequent contact.

- Training kader not only on what messages to convey to mothers but also on how to convey these messages. This training would be most effective in a discussion - problem solving format based on situations of direct applicability to mothers. Role play of specific situations could achieve this.

(b) Kader and PKK officials should be encouraged to use other regular gatherings in the village, such as traditional arisan groups, women's movement (PKK) meetings, and festive occasions, for sharing nutrition and child care messages.

## (2) The Message

(a) A limited number of specific, mutually supportive, action messages, based on local problems should be selected. The UPGK messages can be used as a guide from which to develop specific action messages. The mother's understanding of specific messages would provide easily measured indicators for evaluation.

(b) Arrangements should be made for assessing which messages should be given priority in the mothers' groups, and also for pre-testing the educational materials before they are communicated to all Kader and groups.

(c) All the messages should be presented in the context of a healthy mother and a healthy child, and based on locally available food and other resources.

(d) Themes for a given period, related to specific conditions in an area, should be prepared.

## (3) The Aids

(a) An inventory of all educational aids available which support the selected messages should be prepared. CRS could usefully perform this function as a resource center, sharing the information with all counterparts, and providing them with some key materials.

(b) Simple action - oriented modules elaborating the selected messages to be used by kader field workers, PKK and the potential nutrition information sharers should be developed. This would simplify the task of those providing nutrition education and would help standardize and limit the number of messages being conveyed to the mothers.

(c) Simple communication cards on the same messages for insertion, at for example quarterly intervals, in the KMS plastic envelopes should be prepared.

(d) Kader and field workers should be trained in the most effective ways of using any aids introduced into their area, with special attention to using the KMS as an educational tool.

(e) Short term specialists should be hired to assist the CRS nutrition supervisors in the development of nutrition education materials.

## g. Income Generating Activities

The Income Generating Component includes new activities for the Counterparts as far as the FNP is concerned although certain of the organizations have been involved in some of the activities contemplated, e.g. savings and credit schemes, in other contexts. As many changes need to be made to improve the other components of the program, it could be questioned whether this element should be included in the program, particularly at this time. However, the assessment/redesign team recognized that the inclusion of income generating activities in the FNP results

largely from Counterpart response to village demand for services. Many villages have shown keen interest in savings and credit programs.

Savings and credit programs are "services" which villages wish to have made available to them in their village. CRS and the Counterparts are seeking to combine their program to improve nutritional status with the desired services to increase the viability of the FNP. This strategy is strongly supported by data from evaluations of Title II Programs in other countries, e.g. India and the Philippines where it was found that "a key ingredient to achieving effective programs is the active participation of the community in the design, implementation and support of the programs." (quote from AID cable to USAIDs worldwide).

The addition of the income generating component does represent an additional burden but the viability of the small women's groups which are intended to create a suitable environment for nutrition education will depend on their meeting a broad range of women's interests. It is most unlikely that women will continue to attend over a number of years (particularly after food is phased-out) unless the groups are engaged in other desired activities in addition to nutrition education. Accordingly, it is the team's opinion that this component should be included in the FNP.

The assessment found that the activities currently underway are not very effective. Although this is due partially to their starting only recently, it is also due to the lack of a sound design for the component and a management structure. The team recommends that CRS and the Counterparts prepare a design for the component which should initially include three elements: a savings and credit program, skills training and tree planting.

The planning stage for the design should include: a) identifying feasible income generating activities which are being pursued successfully or can be pursued by women within the context of village life; 2) identifying technical resources in both the private and government sector to support these income generating activities. This information will assist in planning the skills training, and linking it to successful use of the credit available from the savings and credit program. In addition, consideration should be given to making effective use of the funds (Kas Pos) available from the recipients' contributions.

The following sections discuss Planning and Design of Activities and Management of the Income-Generating Component.

#### (1) Planning and Design

##### (a) Savings and Credit Scheme

The uses and returns to credit are well known in Indonesia, and, as a result, there is a substantial demand for credit. A variety of traditional credit arrangements have developed and funds are available from a range of individuals and organizations. Moneylenders and traders (middle men) make funds available to farmers and small scale producers but charge very high interest

rates, typically around ten to fifteen percent per month or higher. There are also traditional savings and loan organizations in the village, arisan, savings clubs which make funds available to individual members on a rotating basis, and simpan-pinjam, savings and loan associations which make small loans to members and other villagers.

A variety of loan schemes have also been created by the government. One of the most successful (and helpful to village women workers who require small loans) is the Badan Kredit Kecamatan Program. A recent evaluation of this program (Credit to Indonesian Entrepreneurs: An Assessment of the Badan Kredit Kecamatan Program by Susan Goldmark and Jay Rosengard, Development Alternatives Inc., May 1983) found that women receive sixty percent of the loans. These women are mainly petty traders; they benefitted by avoiding supplier credit arrangements which have higher interest rates and/or by purchasing larger quantities at a time to receive supplier discounts. As a result, most clients report increases in the size of their businesses and their incomes. Monthly interest charges on loans combined with enforced savings result in a high total payment (10-40% of the value of the loan). Loans are for short periods with approximately six months being the longest period allowed. Despite the level of the charges there is a low default rate and about 40% of the borrowers establish savings accounts in addition to their enforced savings. This is evidence of the returns to small scale credit; unfortunately as yet, the program covers only a small portion of villages.

The value of credit in Indonesia and the ability to use credit effectively is not typical of most developing countries. In these special circumstances a savings and loan program can be a valuable tool for income generation and the financing of other village needs. With particular reference to the FNP, additional inputs of capital and improvement in management skills can strengthen the simpan-pinjam to become viable credit institutions, both to meet members needs for credit and to create a means of financing the nutrition program.

The BKKBN/UPGK is already experimenting with such a program in East Java, and initial results are promising. Typically, Simpan-Pinjam associations levy a surcharge on loans they make to members and these funds are used for group activities and to increase the amount of loanable funds. Although borrowers repay more than they borrow (typically a surcharge of 3-5% per month is levied on the face value of the loan e.g. if the loan is for five months they repay the face amount plus 25%) they do not regard this difference as interest since the funds are returned to them either directly or indirectly. In this case the surcharge would be used to finance the nutrition program and increase the loanable funds available.

It is suggested that CRS make two loans of Rp 700,000 each to village programs to capitalize the savings and loan schemes. The first loan would be made in the second year after the redesigned program begins in the village if the women's groups are well organized. The second loan would be made in the third year on the condition that the first loan is being repaid. Repayments on

the loan would be made without interest, and could come from the recipients' contributions for the food.

The following elements should be included in the design of the savings and credit program.

- At least 3 community workers (village ketua, cashier, and book-keeper) in each village trained sufficiently in credit management and book-keeping skills. These three women will have only administrative functions leaving decisions on who borrows how much as well as the responsibility for timely repayment to the work groups of 40 women.

- In order for the credit services to reach the poorest segment of the population, priority should be given to a) female heads of household; b) landless families.

- The whole operation must be based on the principle of open management.

- A good system of financial accountability and book-keeping.

- Minimized or no default rate. The use of small cohesive groups based on mutual trust is a good way to monitor timely repayment. Even a 2% default rate on any given month is deleterious to the economic viability of a credit scheme.

- To reach maximum turnover levels, repayment installments should be rescheduled at least on a monthly basis, with weekly or bi-weekly payments being preferable.

- Loan periods should not exceed more than 5 to 6 months.

- A surcharge on loan principal to cover the costs of the program.

The amount of the surcharge to be levied on loans would be agreed by the members of the women's group. This amount should be high enough to cover lender costs (administration, community workers honorarium, transportation, supplies, etc.), inflation and risks of non-payment. The amount required to generate a Village Nutrition Fund could be financed by adding an additional percentage to the surcharge. For example, a total surcharge of 6.5% per month of the face value of the loan is collected from the borrowers. This total surcharge is then divided into 3% to be designated for equity shares (or compulsory savings) and capital preservation, 2% for administrative costs, and 1.5% for the Village Nutrition Fund.

During the period that the Title II Program is operating in the village, it will not be necessary to withdraw funds from the savings and loan scheme to cover the costs of administration and of the nutrition program as these expenses can be met from the recipients' contributions. As a result, funds generated by the surcharge can revolve in the system, and assist in building up a much larger capital base. When the Title II program is phased out, on average four years after the first loan is made to the scheme, a substantial level of funding will be available to meet the costs of the program. This is an advantage not enjoyed by the BKKBN/UPGK savings and loan scheme.

Projection Tables 1-4 in Annex IV B have been prepared to show what can be accomplished with the level of funding contemplated under a variety of conditions. Table I shows low levels of increase in the capital base due to the need to expend all the

surcharge on meeting the costs of the program. This would be the case where there was no Title II program operating and there was a high monthly default rate. Table II shows somewhat better performance. Here, although funds are withdrawn throughout for administration and the village nutrition program, there is a lower default rate. Tables III and IV show what could be accomplished under conditions where the village had a Title II Program operating and did not have to withdraw funds for four years for administration and the village nutrition program. The spectacular performance projected in Table IV is due to the low default rate on loans. This illustrates the importance of achieving group cohesion which creates the conditions where such low rates of default can be achieved.

It is emphasized that the level of the surcharge and the results which can be achieved under different circumstances shown on Tables 1-4 in Annex IVB are strictly illustrative. The level of the surcharges actually used should depend upon the wishes of the individual village groups and their differing circumstances. For example, a village group which achieves a very low default rate may decide to lower the rate of the surcharge. This will decrease charges to members but will also reduce the amount available for relending to members.

Strict rules for the use of the Village Nutrition Fund should be agreed in advance. It would be needed to cover the costs of the honorarium of the kader, to repair or replace Dacin scales, to provide on-site feeding for severely malnourished, transportation and medical expenses for referral cases and sick underfives after the Title II program is phased out. It is suggested that the Counterparts continue to follow-up with the villages for a period of at least two years to encourage them to use the Nutrition Fund effectively. Some sort of incentive to use the funds regularly for nutrition purposes could be established, e.g. ratings for good performance.

#### (b) Skills Training

There is a need to improve production skills of the women already engaged in some kind of income-earning activities and to introduce selected new skills to those who want them. Most women interviewed during field visits expressed a desire to learn new skills for earning income. The experience of skills training programs in Indonesia as well as in other countries point to the lack of follow-up after training. Hopefully, with the highly motivated counterparts and trained additional staff to do the follow-up plus the availability of small loan services through the rotating savings and credit groups in the village, it will be possible to achieve more with the skills training effort than is usually the case. Skills training will be given on a case by case basis and will take into account both desire of mothers and economic feasibility.

#### (c) Tree Planting Program

A subsidized tree planting campaign is recommended to further increase the income of the family. Planting fruit trees has both economic and nutrition values. Trees are also very good sources

of much-needed firewood which can save many women time and money. Trees as compared to vegetables have a better survival potential especially in those villages where there is a very limited supply of water and where the dry season is extraordinarily long.

Tree planting can be successful if: 1) selection of fruit trees to be planted is dependent on soil conditions and suitability in each specific village and decided by the village with assistance from the local agriculture extension worker; and 2) preparation and follow-up are done to make sure that families are caring for the young seedlings.

## (2) Management of the Income-Generating Component

(a) CRS and the Counterparts should appoint additional staff with responsibility solely for the Income-Generating (IG) activities. It is recommended that CRS appoint a project manager for the IG component and complement that individual with a consultant for the first two years of the program. Each of the Counterparts should have at least one individual responsible for the program and preferably more. At the village level, CRS and Counterpart personnel will relate to the kader responsible for the credit program and skills training (if at all possible these should not be the same kader as those of the nutrition program).

(b) The CRS and Counterpart IG personnel should develop a training package on credit management for the field workers and group leaders. In this regard, materials and experience gained in the UPGK credit programs supported by USAID's Village Family Planning/Mother-Child Welfare Project should be reviewed and utilized where applicable. Training seminars should be organized for the village kader and take place in the year before the first capitalization loan is received from CRS.

(c) The CRS IG personnel should systematically collect information which can be used in the income generating activities, for example information on new techniques in tempe-production, or examples of profitable businesses. In addition, information on resources available from sources such as USAID's Provincial Development Program, the planned Central Java Enterprise Development Project, and the projects of other donors or the GOI should be identified by these personnel. The information can be communicated to the counterparts and passed on in their visits to village programs. In this way, CRS would become a link between the needs of village women, and the expertise and information available in Jakarta.

(d) A standardized monitoring and evaluation system should be designed for the program including the collection of baseline data.

(e) Counterparts should develop relationships with the village programs which will enable the field staff to continue to work with the IG activities after Title II funds are phased out. This will permit a smooth transition to using funds from the Village Nutrition Fund rather than the recipient contributions to support the nutrition program.

#### 4. Five Year Plan of Operations and The Phased Five Year Village Development Program

The team prepared the Five Year Plan of Operations in table form to clarify the actions to be taken with respect to the overall program and each of the components. It is set out on Table 14-20 below. The plan indicates which level of organization, CRS Counterparts or village centers are responsible for implementation of the various program operations, year by year. The period covered is 1983/84, a year of consolidation and preparation, followed by the five year period 1984/85 to 1988/89.

The Phased Five Year Village Development Program is outlined in Table 21 below. It illustrates how the redesigned program would operate in a new village center from initial contacts with the village and training of kader through phase-out of food supplies. It is emphasized that the team is not advocating phase-out of the FNP at the end of five years, especially in view of the likelihood of continuing major problems with income distribution and malnutrition in Indonesia. Rather, phase out is advocated from particular villages once they have been assisted to establish self-reliant village programs so that scarce resources can be used to reach a larger number of those in need. For this reason, new villages are shown to be entering the program in FY 1987, FY 1988 and FY 1989. These centers will be taking the place of certain of the existing 170 centers either in villages where the counterparts have been involved for several years already, or those brought into the redesigned program in FY 1983 and FY 1984.

#### 4. FIVE YEAR PLAN OF OPERATION

Table 14. TIMETABLE FOR IMPLEMENTATION - 1983/1984 - 1988/1989

	83/84	84/85	85/86	86/87	87/88	88/89
No. of pilot villages (10 groups per village)	23	30	40	40	40	-
New villages				40	40	60
Training *New Kader (8 per village) 25 kader per course	184 7 courses	240 9 courses	320 12 courses	640 26 courses	640 26 courses	480 20 courses
*Refresher Courses (4 kader per village) 25 per course		92 4 courses	212 9 courses	372 15 courses	680 28 courses	680 28 courses
*Income-generating (3 kader per village)	69 3 courses	90 4 courses	120 5 courses	240 10 courses	240 10 courses	180 7 courses
*Skills training for Women Participants (based on need & feasibility)	23 villages	30 villages	40 villages	40 villages	80 villages	80 villages
Capital Funds (Rp 700,000 per village for 2 yrs)	(23) Rp 16,100,000	(23+30) Rp 37,100,000	(30+40) Rp 49,000,000	(40+40) Rp 56,000,000	(40+40) Rp 56,000,000	(40+60) Rp 70,000,000
Tree Planting comp. etc. (Rp 500,000 per village)	(23) Rp 11,500,000	(53) Rp 26,500,000	(30+40) Rp 35,000,000	(40+40) Rp 40,000,000	(40+40) Rp 40,000,000	(40+60) Rp 50,000,000

Table 15.

MONITORING/SUPERVISION

PREP	84	85	86	87	88/89
<u>CRS</u> 1. Review & Simplify records/reporting with CP. 2. Review job descriptions. 3. Design monitoring system for I.G. activities with input from counterparts.			Review monitoring system & redesign if necessary		
<u>Counterpart</u> 1. Simplify reporting and recording system. 2. Review job descriptions and work loads. 3. Monthly supervision of I.G. & nutrition activities 4. Develop closer contact with local government staff.	same	same	same	same	same
<u>Village</u> Use of monitoring systems introduced for nutrition and income generation activities.	same	same	same	same	same

Table 16.  
STAFF DEVELOPMENT

	PREP	84/85	85/86	86/87	87/88	88/89
<u>CRS</u>	<ul style="list-style-type: none"> <li>- Appointment of an additional supervisor for food and nutrition program</li> <li>- Appointment of an advisor for the income generation program</li> </ul>					
<u>COUNTERPART</u>	<ul style="list-style-type: none"> <li>- Trainer training for FNP Supervisors</li> <li>- C.D. training for long-standing field workers</li> <li>- Basic kader training C.D. courses for key kader</li> <li>- Training on I.G. components for staff</li> <li>- Appointment of additional nutrition field workers</li> <li>- Appointment of:               <ul style="list-style-type: none"> <li>3 C.P. supervisors (I.G.)</li> <li>5 field workers (I.G.)</li> </ul> </li> </ul>	<p style="text-align: center;">same</p> <ul style="list-style-type: none"> <li>- organize group field visit for kader</li> </ul> <p style="text-align: center;">same</p> <p style="text-align: center;">same</p> <ul style="list-style-type: none"> <li>- Appointment of additional I.G. field workers</li> </ul>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>
<u>VILLAGE</u>	<ul style="list-style-type: none"> <li>- Select key kader for C.D. course</li> <li>- Training village managers, cashiers &amp; bookkeepers for I.G. activities</li> </ul>	<ul style="list-style-type: none"> <li>- Selected kader participate in group visit</li> </ul> <p style="text-align: center;">same</p> <p style="text-align: center;">same</p> <ul style="list-style-type: none"> <li>- I.G. group members participate in specific skills training in productive activities</li> <li>- Kader participate in refresher courses</li> </ul>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>	<p style="text-align: center;">same</p>

Table 17.

TARGETING AND GROWTH SURVEILLANCE

PREP.	84/85	85/86	86/87	87/88	88/89
<p><u>FRS</u></p> <ol style="list-style-type: none"> <li>1. Discuss registering procedures with counterparts</li> <li>2. Design grading technique for FRS/MC</li> <li>3. Write manual on MC usage and analysis</li> <li>4. Distribute manual to counterparts.</li> </ol>	<ol style="list-style-type: none"> <li>1. Revise and print manual</li> <li>2. Develop system for analysing data from MC.</li> </ol>		<ol style="list-style-type: none"> <li>1. Evaluate experiences with grading technique for KMS/MC</li> <li>2. Share findings with relevant authorities.</li> </ol>		
<p><u>COUNTERPART</u></p> <ol style="list-style-type: none"> <li>1. Begin new registration procedures</li> <li>2. Distribute the manuals for use and field testing.</li> </ol>	<ol style="list-style-type: none"> <li>1. Limited analysis of data from MC.</li> </ol>				
<p><u>VILLAGE</u></p> <ol style="list-style-type: none"> <li>1. Kader use and assist with field testing.</li> </ol>	<ol style="list-style-type: none"> <li>1. Begin implementing new grading technique (in pilot project villages).</li> </ol>				

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Table 18 .  
FOOD DISTRIBUTION

PREP.	84/85	85/86	86/87	87/88	88/89
<u>CRS</u> 1. Negotiate with USAID for multi-year commodity commitments (type and levels) 2. Set up annual dialogue for CRS/CP for CRS/CP AER discussions 3. Review administration reports with CP for possible reduction and simplification	Dialogue between CRS/CP on AER				
<u>CP</u> 1. Review and simplify administration 2. Distribute food to villages according to targeting procedures 3. Use simplified administration	same	same	same	same	same
<u>CENTERS</u> 1. Distribute food to participating families 2. Adopt simplified administration	same	same	same	same	same

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Table 15.  
NUTRITION EDUCATION

PREPARATION	84/85	85/86	86/87	87/88	88/89
<u>CRS</u> - Inventory of educational materials - Explain and encourage use of KMS as an educational tool	- Select educational messages for 1 year period with C.P. - Develop two nutrition education modules with C.P. - Develop 4 flyers for KMS related to messages in (1) and reproduce them	- same - same - same			
<u>COUNTERPART</u> - Supervise organization of mothers into smaller groups for activities (in pilot centers)	- Prepare field staff and kader to use selected messages - Prepare field staff and kader to use modules effectively - Distribute flyers to kader for distribution to mothers	- same - same - same			
<u>VILLAGE</u> - Form groups of a manageable size as the focus of all activities	- Use selected messages for nutrition education - Kader use modules for nutrition education - Kader use flyers as educational tool	- same - same - same			

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Table 2R

INCOME GENERATING ACTIVITIES

PREPARE	84/85	85/86	86/87	87/88	88/89
<u>CRS</u> - Survey of successful I.G. Activities in program and non-program areas. - Develop detailed project proposal with inputs from C.P. - Develop training materials for C.P. supervisors and village managers. - Develop information network for IGA. - Release capital funds for savings and credit groups. - Release of tree planting funds. - Develop guidelines for building evaluation system.	- Distribution of information on courses for IGA - Release skills training funds	same same same same	same same same - Participate in midterm evaluation conduct - Midterm evaluation	same same same same same same same	same same same - Participate in final evaluation conduct - Final evaluation
<u>CP</u> - Collection of baseline data. - Prepare new villages selected for next year. - Consider feasibility of skills training for women. - Prepare plan for tree distribution. - Approve village proposals for matching capital funds. - Distribute matching funds to villages based on proposals. - Coordinate with government agencies.	same same same same same same same	same same same same same same same	same same same same same same same	same same same same same same same	same same same same same same same
<u>Village</u> - Strengthen existing groups. - Prepare proposals for matching funds. - Collection of equity shares and begin savings and credit operations. - Defining skills to be introduced to village participants. - Participate in baseline data survey - Propose plan for tree planting - Begin tree planting	same same same - Participate in skills training for mothers same same	same same same same same same	same same same same same - Participate in midterm evaluation	same same same same same same	same same same same same - Participate in final evaluation

Table 21.

## PHASED FIVE YEAR VILLAGE DEVELOPMENT PROGRAM

(PART 1)

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Approach & Preparation		Review of program (end of year)				
Commitment	Commitment	Commitment	Commitment	Commitment		
Selection and training of Kader B	Regular Kader meetings Refresher course for 4 Kader Field visit by Kader	Regular Kader meetings Refresher course for 4 Kader Field visit by Kader	Regular Kader meetings Refresher course for 4 Kader Field visit by Kader	Regular Kader meetings Refresher course for 4 Kader Field visit by Kader	Regular Kader meetings	Regular Kader meetings
Registration	Automatic admission of newborn & review of 3 year olds	Automatic admission of newborn & review of 3 year olds	Automatic admission of newborn & review of 3 year olds	Automatic admission of newborn & review of 3 year olds	New babies join program	New babies join program
Food distribution Promotion of use of foods begin food distribution	Food distribution continued	Food distribution cont. Local weaning foods promoted	Food distribution cont.	Food distribution cont.	Discontinued	Discontinued
Form groups weighing nutrition promotion using specific messages preparation for I.G. activities Train 3 Kader	weighing nutrition promotion using specific messages begin I.G. activities with loan	weighing nutrition using specific messages review and expand I.G. activities with loan	weighing nutrition using specific messages maintain I.G. activities	weighing nutrition using specific messages maintain I.G. activities	weighing nutrition using specific messages maintain I.G. activities	weighing nutrition using specific messages maintain I.G. activities

Table 21. (cont.)  
INPUT FROM CRS/COUNTERPARTS

(PART 2)

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<ul style="list-style-type: none"> <li>- training for Kader (nutrition &amp; IG)</li> <li>- food</li> <li>- complete set of books for administration</li> <li>- scales</li> <li>- KHS &amp; HC</li> <li>- Nutrition promotion materials</li> <li>- Prepare for income generation activities</li> <li>- supervision (as often as necessary - 2nd &amp; 4th quarters twice a month)</li> </ul>	<ul style="list-style-type: none"> <li>- refresher training for Kader</li> <li>- food</li> <li>- nutrition promotion materials</li> <li>- skills training</li> <li>- subsidized tree planting</li> <li>- first release of capital fund loans</li> <li>- twice a month supervision</li> <li>- organization of annual field visit by Kader of nutrition &amp; IG activities</li> </ul>	<ul style="list-style-type: none"> <li>- refresher training for Kader</li> <li>- food</li> <li>- nutrition promotion materials</li> <li>- skills training</li> <li>- subsidized tree planting</li> <li>- second release of capital fund loans</li> <li>- once a month supervision</li> <li>- organization of annual field visit by Kader of nutrition &amp; IG activities</li> </ul>	<ul style="list-style-type: none"> <li>- refresher training for Kader</li> <li>- food decreased rations</li> <li>- nutrition promotion materials</li> <li>- skills training</li> <li>- once a month supervision</li> <li>- organization of annual field visit by Kader of nutrition &amp; IG activities</li> </ul>	<ul style="list-style-type: none"> <li>- refresher training for Kader</li> <li>- food decreased rations</li> <li>- nutrition promotion materials</li> <li>- once a month supervision</li> <li>- organization of annual field visit by Kader of nutrition &amp; IG activities</li> </ul>	<ul style="list-style-type: none"> <li>once every two months supervision</li> </ul>	<ul style="list-style-type: none"> <li>once every two months supervision</li> </ul>

### C. Recipient Levels, Commodities and Program Budget

For several years, CRS and the Counterparts expected the Title II Program to be phased out. In this situation, coherent program management and staff development were not easy to achieve. It now appears that the program will not be phased out in the foreseeable future. The assessment found that CRS and the Counterparts are carrying out programs which have positive benefits, however a number of actions are required to improve performance and management. These actions can only be taken within a context of stability in the overall size of the program and in the recipient levels for FFW and the FNP respectively. Given the costs in personnel and other resources necessary to make the required improvements, CRS, the Counterparts and their partners must be assured of a program size which will justify the expenditures.

The assessment/redesign team recommends that the overall budget for the Title II program be maintained at the FY 1984 level through FY 1989 with appropriate increases for inflation. The recipient levels for the FNP should be maintained at 75,000 and the FFW level at approximately 110,000 through FY 1987, with the budget allocation for 18,750 FFW recipients available to provide commodities for monetization to meet other program expenses.

The assessment/redesign team reviewed with CRS the planned allocations of FFW and FNP recipients for FY 1984 set out in Table 4. (p. 15 above), and agrees that this division is in accord with the capabilities of the various counterparts. With respect to the FNP, the Counterparts should leave at least 5% of the recipients unprogrammed at the start of each year, to permit entry into the program of pregnant women, newborn babies, and new arrivals in the village whenever they come for registration. Early in FY 1987 a major evaluation of the programs should be carried out, and adjustments made within the overall program level between FFW and FNP recipients and between counterparts depending on the experience with the redesigned program.

Once the overall budget level is established, CRS can agree with the Counterparts a commodity mix for the recipients which is in accord with local preferences, provides sufficient imbalan or upan for the FFW program, and is within the dollar budget. The commodities provided for monetization should be in accord with food policy for Indonesia, and will have to be negotiated annually between CRS and USAID. CRS should carry out forward planning of needed program expenses, and arrange for monetization to take place the year before funds are required to make certain they are available when required.

The draft budget prepared by CRS, included as Annex V. to the report, is a good start in preparing a budget for the multi-year program. It is noted that the budget does not provide for certain items recommended by the assessment/redesign team, e.g. funds for specialized technical consultants on FFW projects, and other inputs such as cement needed for FFW projects. However, monetization of approximately 2250 MT of commodities a year should provide more than the amounts which CRS has projected will be required from monetization. Certain of these funds should be programmed to cover these other needed inputs.

## ANNEX I.A.

### SCOPE OF WORK

#### TITLE II ASSESSMENT AND REDESIGN

I. Purpose: The main purposes of this study are to: 1) conduct an in-depth review of the overall program content, management and effectiveness of the USAID/Indonesia Title II Program; and 2) to develop a three year plan of action for Title II activities in Indonesia.

II. Background: The PL 480 Title II program has a long history in Indonesia, dating back to 1964. Title II programs are currently implemented by two private voluntary organizations (PVO's): Catholic Relief Services (CRS) and Church World Services (CWS). CRS manages the bulk of the program, distributing almost 93% of the commodities. CRS maintains a national headquarters in Jakarta and provides Title II commodity assistance to a variety of projects through the local Catholic church hierarchy, social welfare agencies and through government ministries. In 1982, CRS distributed approximately 19,000 MT to over 200,000 recipients.

The Title II program in Indonesia is divided into two main activities: Food for Work (FFW) and Maternal Child Health (MCH), with some commodities available for emergency food assistance. FFW activities serve a dual function, generating rural employment and providing for needed infrastructure improvements. The program accounts for a little over half of the total Title II authorization. The stated objective of the MCH program is to provide nutritional services in the rural areas in order to alleviate malnutrition among pre-school age children and lactating or pregnant women. The program also seeks to extend health and social services to the participants through education programs.

In 1982 an evaluation was conducted of the MCH program, after which CRS initiated revisions in the existing program content. The FFW component however has not yet been evaluated. The proposed assessment/redesign study will build upon existing documentation for MCH and as appropriate supplement these data with field visits. Although some documentation does exist for the FFW component, the examination of program content, management and effectiveness will, to a much greater degree, depend upon the collection of primary data.

III. Study Structure: The study will be divided into two phases. The first phase will involve an assessment of on-going Title II activities. This assessment is not intended to be a rigorous analysis of the impacts of these activities nor as an in-depth examination of program mechanics such as the movement, storage and accounting of commodities. Rather, the assessment is intended to serve as an overview of program content and management and its potential for achieving agreed upon objectives. The second stage of the study will be the development of a revised plan of action for the upcoming three years. This plan of action should include: recommendations

regarding commodity/funding levels, both for the overall program and for the two main components - FFW and MCH; a restatement of program objectives; the development of a program strategy to achieve these objectives; and the development of a monitoring and evaluation system.

A. Assessment: The assessment of both the FFW and MCH programs will be divided into three sets of questions: program content; program management; and program effectiveness, i.e. the impact or the potential impact of the program. An outline of the main elements of each of these steps is provided below.

#### FFW Assessment

1. Program Content: Involves overview of entire portfolio and site visits examining:

- a) Types of projects.
- b) Purpose of projects.
- c) Location of projects.
- d) Cost of projects.
- e) Number of participants.
- f) Kinds of food distributed.
- g) Period of project.

2. Program Management: Involves overview of entire portfolio and site visits examining:

- a) Criteria used for selection of projects.
- b) Criteria used for selection of participants.
- c) Decision-making process applying the above criteria.
- d) Mechanisms for implementing the project.
- e) Collaboration with local authorities/organizations.
- f) Monitoring system to ensure that program objectives are being realized.
- g) Reimbursement system (piece work/daily wage).
- h) Financial Management System.
- i) Overhead costs including transportation and storage.

3. Program Impact/Potential for Impact: Involves overview of portfolio and site visits examining:

- a) Capacity of counterparts to undertake activities both technical and managerial.
- b) Relationship of activity to needs of community including timing of the activity as well as availability alternative sources for funding the project.
- c) Impact on the community (e.g. improved rural infrastructure and its implications).
- d) Impact on the participants (e.g. increased income).
- e) Impact on families of the participants (e.g. improved well-being).

#### MCH Assessment

1. Program Content: Involves reviewing existing documents and detail recent changes (actual) in program content. Site visits (to East and Central Java) necessary to verify content. Is this

a valid basic program design (i.e. supplementary feeding and education)?

- a) Location of programs (including list of phase-out villages).
- b) Number of participants and kader per program.
- c) Kinds of foods distributed.
- d) Targeting of program and services.
- e) Description of educational component of program - types of materials, coordination with types of Title II foods, correctness of messages, link with outreach, practical interventions.

2. Program Management: Involves overview of both new redesign villages and old program villages, and site visits.

a) Targeting

1. Status of old program villages vis-a-vis GOI and other CRS programs (phase-out, dropped, integrated with UPGK, etc.).
2. Criteria used for selection of new redesign program villages.
3. Criteria used for selection of center participants.
4. Decision-making process involving above criteria.

b) Mechanisms for implementing the program at various levels.

1. Counterpart mid-level management (province, kabupaten, kecamatan or diocese).
2. Kader - including selection, supervision, training, etc.

c) Collaboration with local authorities/organizations (community outreach) and other health/nutrition activities.

d) Assess monitoring system - as described in 3. "Potential" for impact to ensure that program objectives are being realized - commodities distribution, service delivery, educational and nutritional status changes.

e) Assess system of identification, treatment and referral of severely malnourished children - screening/monitoring.

f) Assess supervision and training of field workers.

3. "Potential" for Impact: Involves setting clear program objectives and establishing "benchmarks" (indicators) for achievement based on delivery of services (both actual and planned).

a) Assess implementation status and capacity for use to evaluate program effectiveness of data system:

1. Capacity to measure "potential" impact - KMS card use or GSS (nutritional status).
2. Capacity to measure "process" impact - monthly inventory system (stocks and flows of food commodities).

b) Capacity of counterparts to undertake supervisory activities both technical (i.e. provide assistance to feeding centers for local interpretation of data), and managerial (i.e. transfer

knowledge from one center to another to assist kader).

c) Capacity for community participation:

1. Impact on community
2. Impact on participants and families of participants
3. Integration into village life, generation of self-help activities to increase women's incomes and family food availability
4. Relationship of activity to needs of community timing, self-reliance.

d) Capacity of kader.

e) Institutionalization - integration (or phase-out) to GOI programs, complementary activities and resources.

f) "Exceptional" cases assessment.

B. Redesign: The assessment of on-going activities is intended to serve as a guide for the development of a revised action plan for the next three years. The critical issues to be addressed in this action plan are as follows.

1) Funding/commodity levels: On the basis of the assessment's findings concerning the capability of CRS and its counterparts to efficiently and effectively implement Title II activities, recommend appropriate program levels, both for the FFW and MCH components.

2) Restate the main objective(s) of the overall Title II program and its two main components.

3) Outline a program strategy for achieving the above stated objective(s) including:

a) A description of the content of the program and appropriate levels of effort for the discrete activities.

b) An outline of program operations with specific attention to strategies for targeting activities with regard to both location and participants as well as plans for closely involving local organizations in the efforts.

c) An outline of the manpower requirements for implementing the action plan and where appropriate the specification of training needs/technical assistance to meet these requirements.

d) Income Generating Activities.

4) The development of a monitoring and evaluation system to meet the information needs of both CRS and USAID.

## ANNEX I.B.

### Description of the Approach Used in the Assessment Redesign

Given the extensive nature of the scope of work for the assessment/redesign, and the short period available to accomplish it, the team attempted to divide its time between the two tasks in a manner which would leave sufficient time to gather information, analyze it, and prepare the outlines of a multi-year plan. As it was intended that the multi-year plan would be developed in cooperation with CRS, after an initial day of meetings in the USAID office, the team moved to the CRS offices. They served as the base for the team for the balance of its time in Jakarta.

The first week was spent in Jakarta reviewing with CRS personnel information concerning their program, organizing the field trips, and preparing the questionnaires. Visits were also made by some of the team members to USAID to interview USAID project officers involved with activities related to either the FFW or FNP.

The series of questionnaires prepared by the team and CRS were designed to provide information on the operation of the FFW and FNP programs, the objectives and benefits of the programs as perceived by the counterparts and project holders, and the impact of the program on and the benefits expected by the recipients. In addition, as it was a new activity, a separate questionnaire was prepared to provide information on income generating activities. Finally, a questionnaire was prepared to assess the view of the Counterparts concerning their relationship with CRS.

In all cases, the questionnaires were to serve as guidelines for discussions with the program participants concerning the overall nature, operations and benefits of the program rather than to provide specific data for statistical analysis. Given the limited time available to prepare the questionnaires it was not possible to translate them into Indonesian. However, all the team members with the exception of the team leader had spent many years in Indonesia and were Indonesian speakers. They and the CRS staff who also acted as interviewers discussed the questionnaires, and agreed the words they would use for key concepts. As all the interviewers were fluent in both English and Indonesian, they generally asked the questions and conveyed the responses to another team member (when necessary) who recorded them. In this way, the flow of the conversation was maintained.

The team, CRS personnel and Counterpart staff spent the second and third weeks visiting project sites. Judith Gilmore from AID/W joined the group for the first week, and Abas Rozali and Julie Klement of USAID Indonesia joined for a few days also (a full listing of the individuals joining the team on the field visits is given in D. below). We divided into three groups, two spent the first week in Central Java, and one visited projects in East Java.

At the end of the first week all three groups met in Yoyakarta in Central Java to discuss the experience and review issues of the

program. As the assessment was to provide both information on how the program was operating and identify features to be included in the redesign which could maximize the benefits of the program, we strove to create a relaxed, non-audit like atmosphere throughout. Counterparts were encouraged to take the groups to visit projects which they considered to be the most successful, and to identify for the team the elements which they believed contributed to the success.

During the second week of field visits, the group which had been in East Java moved to Central Java, one of the groups from Central Java visited East Java, and the other traveled to Kalimantan to visit the programs of Transmigration and LSUB. In this way, all of the team members visited projects of several of the Counterparts. The only Counterparts whose projects were not visited were LKB/LKS on Sumatera. The decision not to visit their programs was taken due to the distance involved and the lack of time to complete the assessment.

In the fourth and fifth weeks, all team members worked in the CRS offices in Jakarta, reviewing the information which had been collected, discussing and agreeing recommendations for the redesign, and writing the initial draft of the paper. In the middle of the fifth week, the initial findings of the assessment/redesign were presented at a joint meeting of USAID and CRS for their comments. The final version of the report was prepared by the team leader over a period of two months after she returned to her home in England.

## ANNEX I.C. - QUESTIONAIRES

### CRS - Counterpart Relationship

(keeping in mind the distinction between 'accountability' (administrasi) and 'programming' (pelaksanaan dan hasil program)

1. How do you perceive of your relationship with CRS?

- a) What do you expect from CRS?
- b) Do they meet your expectations?
- c) What does CRS expect from you?
- d) Do you meet their expectations?

2. What are your views concerning the recently introduced changes in the MCH program? Concerning the increased emphasis on FFW? (this question is intended to probe counterpart reaction to increased CRS involvement in designing MCH pilot centers).

3. Should CRS be more involved in counterpart programming in a general way (e.g. standardizing operations of counterparts, defining acceptable objectives for projects, etc.)?

4. How do CRS and/or AID regulations effect your ability to innovate in new projects?

5. How could you best improve communications with other counterparts in order to increase sharing of information about successful innovations? (What should CRS's role be in this faciliation of communication?)

## FOOD FOR WORK QUESTIONNAIRE

### A. COUNTERPARTS

1. Staff number and qualifications:
2. What are your relationships with Government and other organizations (overtime develop information on political context)?
3. What activities do you carry out?
4. What proportion of your projects are in minus areas?

### B. COUNTERPARTS AND PROJECT HOLDERS

1. What kind of projects do you do under Food for Work? Any new ideas for other types of projects?
2. What types of projects are submitted to you and by whom?
3. How do you decide which projects you will support?  
Who decides?  
What is the decision making process? (selection criteria - are projects ranked on basis of expected socio-economic benefits - if so how is information collected?)  
Is there coordination/collaboration with development activities in your district?
4. How do you determine final recipient levels and volume of food per project and overall progress?
5. How are the workers selected? Characteristics (age, sex, family size, income levels) What periods of the year do they work - are they employed for the whole period? What is the average length of time an individual participant works in FFW activities (continuity of household consumption)?
6. How do you organize projects?
  - a) What technical assistance do you have available for project planning and supervision?
  - b) Are projects surveyed and technical plans prepared?
  - c) Are estimates made of the quantities of each type of activity which will be required to complete the project?
  - d) Are work norms used to determine number of man-days to be allocated? Are those enforced in implementation?
  - e) How are work crews organized? Are trained supervisors available? What are the skills of workers?
  - f) What tools are available - who provides?
  - g. In addition to Food, what are the other costs of Project (Answer of Counterpart, perception of interviewer)?

Tools?

Other

- h) How are Projects maintained after completion?
- i) How do you monitor projects (during and after completion)?

7. What are difficulties you encounter in carrying out projects? - Can they be reduced/overcome (training, staff, other resources, coordination with other organizations, government, etc.)?

8. What is your experience with the timeliness of food arrivals - storage, transport problems?

9. Size and composition of the ration : quantity received, value, acceptability, utilization of the foods (how consumed, anything sold)?

10. Are you collecting any information to assess project impact? In your opinion who will benefit and how (is there any firm information on expected increased agriculture production, etc.)?

11. To what extent is FFW like Gotong Royong? Have you carried out these kinds of activities on the basis of Gotong Royong in the past? Has there been a change in the numbers and types of activities organized on the basis of Gotong Royong since FFW started?

12. What are the objectives of the FFW Program?

C. VILLAGE LEVEL ONLY (Project Holder)

1. What is the Village classification?

2. Does the Lurah have a special group for organizing FFW? How does this relate to the Village leadership and existing organizational structure? What happens to FFW group when project finishes?

FOOD FOR WORK -

PARTICIPANTS AND BENEFICIARIES (Interview 3-4 per project)

1. Characteristics of workers:

Age  
Sex  
Education  
Family Size  
Other Income  
Is the worker the household head?  
Land Ownership  
Sawah  
Ladang  
Religion

2. How was the project selected? (involvement in planning and selection)

3. How were you chosen to participate in this project?

4. Have you worked on other FFW activities? If so which ones? For how many years?

5. What do you usually do this time of year?

6. How long have you been working on this project?

7. How many days per week, hours per day do you work?

8. What is your specific task?

9. What is required of you each day?

10. Do projects take longer to complete than originally planned?

11. How much food do you get? Type, quantity. Is this acceptable?

12. How is that amount determined?

13. Do you always get that much? If not, why not?

14. What is the food worth in Rupiahs?

15. How does this compare with daily wages in this area? (For comparable work/for his normal occupation)

16. How does it affect your overall income (both consumption and expenditure)?

17. Who provides the tools and other resources for this project?

18. What are the major benefits of the project for you?

19. Who do you think will benefit most from this project?

20. To what extent is this work like Gotong Royong?

21. Have you participated in similar activities on the basis of Gotong Royong?

22. Will you continue to work on those projects?

INFORMATION ON COMPLETED PROJECTS

1. When was this project built?

2. Were you involved in the construction? (If not; who was)

3. Did you want to be involved in the construction? (If not; why weren't you included?)

4. Is this project still functioning adequately? (i.e. is the road passable, canal open with no flooding, fish pond harvested, etc.?)

5. How has this project been used and by whom?

6. Are there benefits for the village/community from the project?

## MCH COUNTERPART

### STAFFING

1. Scope of activities of Counterpart :
2. Number of Staff :
3. Number of Field Staff allocated to MCH :
4. Division of tasks among staff (administration, training, monitoring, supervising, etc.) :
5. Background of Staff (education, experience, length of service):
6. Ability to function effectively (including capacity to innovate):
  - Strengths:
  - Weaknesses:
7. Staff development by Counterpart/organized by Counterpart
8. Any training plans :

### MCH ACTIVITIES

1. Began when :
2. Why :
3. With/Without food aid :
4. a. Number of centers :  
b. Number of participants :  
c. Number of scales :  
d. Type of scales :
5. Strategy for beginning an MCH activity :
  - a. Targeting area :
  - b. Targeting participants/recipients :
  - c. Preparation of village :
  - d. Farming kader :
    - Selection (who + how) :
    - Training (who, how, what) :
    - Organization of kader :
    - Activities :
    - Monitoring of kader activities :
    - Supervision :
    - Problems :
    - Tried solutions :
  - e. Scheduling center activities :
  - f. Monitoring center activities (who, how, how often + master sheet) :
  - g. Supervision of activities (how, who, how often) :
  - h. How is feedback used?

- i. Cooperation with PKK (in what way, how effective) :
- j. Cooperation with the Government :
  - Which agencies :
  - In what form :
  - With what success :

#### FOOD AID

1. What food aid is used?
2. How is food aid used?
3. a. Is there a recipient contribution?  
 b. How much?  
 c. What are they paying for? (food, transport, etc)  
 d. How is it used?
4. Experience with MCH programs without aid, if any :  
 (attendance, results, etc.)
5. Phase Out :
  - Plans :
  - How :
  - Probable effect :

#### REDESIGN

1. a. What is their understanding of redesign?  
 b. How far is it implemented?
  - Number of centers :
  - Which aspects :
  - Criteria for selection of pilot projects :
2. Reaction to redesign :
  - Counterpart :
  - Community :
  - Problems encountered :
  - Ideas for further development :
3. "Old" programs :
  - How many :
  - Current activities :
  - Future plans for those "Old" programs :

#### EDUCATIONAL MATERIALS

1. What is being used?
2. How did they obtain them?
3. Who is using them?
4. How?
5. What are major messages?
6. How effective is educational program?

Objectives of MCH Program :

Plans/Ideas on expansion of activities (comprehensive) :

Plans/Ideas on expansion of program :

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## MCH COMMUNITY

### LEADERS, KADER AND MOTHERS

#### Organization of Nutrition Program

1. When did it begin?
2. Why did they begin?
3. How (Initiator, preparations, etc.)?
4. Relationship to PKK :
  - Organizational
  - Degree of involvement of PKK
5. Relationship to UPGK (separate a form of cooperation) :
6. Attendance :
  - How many participate?
  - Who comes?
  - Reason for size of group?
  - Are any priorities set?
  - Do poorest families attend?
  - Why do mothers participate?
  - Frequency of attendance :
  - Why do mothers not attend? (poor, seasonal, etc.)

#### FOOD AID

1. Who gets food aid?
2. How much?
3. Do they pay?
  - How much?
  - What do they consider they are paying for? (food, transport, etc.)
  - What do they feel about paying?
4. How do they use the food?
5. What "impact" does the food have on their family?
6. What type of food would they prefer?
7. Effect if there were no food?
8. Harmful effects of food aid :

#### KADER

1. Selection (who, how) :
2. What is their motivation?
3. How were they prepared?

4. Training (who, what, how) :
5. Activities of kader :
6. Supervision (Pembinaan) : (who, how, how often)
7. Problems :

#### EDUCATIONAL-ACTIVITIES-(Penyuluhan)

1. Who :
2. How :
3. Major messages :
4. Materials used :
5. Other materials used :
6. Effectiveness of educational activities :

#### WEIGHING ACTIVITIES

1. How is it organized? (weighing, filling cards, etc.)
2. Is organization effective?
3. Type of Scale :
4. Who weighs :
5. Any problems with weighing :
6. KMS growth charts :
  - Who fills them in?
  - Problems in filling them in :
  - Problems of kader in explaining to mothers :
  - Problems of mothers in understanding KMS growth card :
  - What feedback is given to mothers?

#### SEVERELY MALNOURISHED CHILDREN

1. How many severely malnourished children? (3x no weight increase, below red line)
2. % of all babies weighed :
3. What happens with severely malnourished children?
4. If referred to Puskesmas do you follow-up?
5. What should happen/could be done?
6. Should there be a special program for the severely malnourished children?
7. Why?

## REDESIGN

1. Do mothers have to make a commitment?

What is the commitment?

2. Do the participating mothers meet together?

a. Who meets?

b. Where do they meet?

c. When?

d. Activities :

Satisfaction with redesigned program

- Why satisfied/not satisfied?

Other self-supporting community activities

## EXISTING INCOME GENERATING ACTIVITIES IN THE VILLAGE

1. Are there any existing income generating activities connected to the center?

2. Are there any private small businesses composed of women in or around the Village that they know of? How many people are involved? How did it get started, by themselves or introduced? How long has it been going? (e.g. home/cottage industry, petty trading, animal raising, simpan-pinjam, koperasi) If it is a cottage industry, what is the finished product? How much capital do they have now? Where do they sell the finished products? Where, how far, and how do they get raw materials? How did they get initial capital? Is the economic activity seasonal?

3. What are other kinds of supplementary sources of income for the women which they do on their own?

4. What other skills are available in the Village (e.g. sewing/tailoring)?

## INCOME GENERATION QUESTIONNAIRE

### I. IMPORTANT VILLAGE DATA

1. Where is the village located? (near coast, forest, dry land, irrigated land, mountain, flat)
2. How far is the Kota? How accessible is the Kota? (quality of roads and public transports)
3. How big is the Village - area wise? How many Dukuh? How far is the Pusat Desa to the farthest Dukuh? How big is the RT? (Area wise and population wise)
4. Percentage of Balita to total population?
5. Population of Village?
6. Literacy rate?
7. What natural resources are available? (e.g. bamboo, semi-precious stones, line deposits, river) What crops are planted? And what time of the year are these crops available?
8. How many Warungs are in the village?
9. What is the main source of income of the family?
10. Is water readily available in the Village? What is the main source of water?

### II. GOVERNMENT AND PRIVATE PROGRAMS AND RESOURCES

1. Have any of the Government agencies provided any kind of financial or technical assistance related to the development of local enterprises in the village in the past year? (e.g. skills training, cooperatives training, extension assistance from Department of Fisheries, Department of Perindustrian, Koperasi, Perdagangan, Bangdes)
2. Are there any links between the Village women and big private enterprises near the Village?
3. Is there a Perdagangan extension worker available? A Perindustrian extension worker?
4. Where is the nearest bank? (e.g. BRI and/or BDN)
5. What government/private institutions/programs are accessible to the women involved in economic activities? (e.g. BKK, Private Baks, Government Credit Programs, Lembaga Sosial Ekonomi)
6. Where is the local market? How often is it open? How many Warungs are in the Village?

### III. EXISTING INCL. GEN. ACTIVITY IN VILLAGE

1. Are there any existing: income generating activities connected to the center?
2. Are there any private small businesses composed of women in or around the Village that they know of? How many people are involved? How did it get started by themselves or introduced? How long has it been going on? (e.g. home/cottage industry, petty trading, animal raising, simpan-pinjam, koperasi) If it is a cottage industry, what is the finished product? How much capital do they have now? Where do they sell the finished products? Where, how far, and how do they get raw materials? How did they get initial capital? Is the economic activity seasonal?
3. What are the other kinds of supplementary sources of income for the women which they do on their own?
4. What other skills are available in the village? (e.g. sewing/tailoring)

### IV. LINKAGE WITH FNP

1. How many regular women participants are in the FNP?
2. How are the participants organized? (per Dukuh, per RT, or just flock to the center)
3. Where is the weighing center located?
4. How many village kader are in the village? Who are they? How are they organized? (per Dukuh or just random selection)
5. Are they enthusiastic and hard working?
6. How many of the women with Balita have economic activities?

### V. COMMUNITY SPIRIT

1. What is the Bu Lurah like? Is she actively involved in the program? Is she engaged in any business? What kind? Does she employ other women?
2. What is the local PKK leadership like? Do they compose a clique in the Village? Are they enthusiastic and active in the village activities?
3. Are there any informal groups at the Dukuh level? (organized groups for weddings, deaths, interest groups)
4. Are the youth organized? (e.g. Karang Taruna, PKK Remaja) What are their activities? Are the female adolescents active in the youth organizations?

## VI. COUNTERPART LEVEL

1. Is there a person available who can give fulltime effort to IGP? What are the skills of this person? (educational background, work experience, etc)
2. What past experiences have they had in starting or managing an income generating project in the villages?
3. What financial resources do they have that can be used for organized income generating activities?
4. What monitoring/recording system has been used so far? What aspects are monitored?
5. Do they have any ideal about an income-generating project?

## ANNEX 1

D. LIST OF PERSONS JOINING STUDY TEAM

No.	Name	Position
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1.	Mr. M.J. Frank	: CRS Program Assistant
2.	Mr. Damasus Kaut	: CRS Logistics Supervisor
3.	Mrs. Nur Kamka	: CRS Nutritionist
4.	Mr. Handoko	: CRS Field Reviewer
5.	Fr. Capone	: CRS/New York
6.	Mr. Robert Sutjipto	: FFW Program Supervisor - LKD
7.	Mr. Joseph Kastari	: FNP Supervisor - LKD
8.	Mr. Alex Pangemanan	: Title II program Coordinator & FFW Program Supervisor - YSS
9.	Mr. B.J. Haryono	: FNP Supervisor - YSS
10.	Mr. Hadi Madyono	: FNP Field Staff - YSS
11.	Mr. Supandi Saleh	: FFW Field Staff - YSS
12.	Mr. Bambang Satoto	: FFW Field Staff - YSS
13.	Mr. Rivai Sugiono	: Title II Program Coordinator of Kabupaten Pemalang (Chief of Social Welfare Office of Kabupaten Pemalang)
14.	Mr. Bambang Sumaryono	: FFW Program Supervisor from government office of Pemalang
15.	Mr. Sugiono	: FNP Supervisor from government office of Kabupaten Pemalang
16.	Doctor Nugroho	: YSBS Acting Director
17.	Ms. Susyatun	: FNP Supervisor - YSBS
18.	Mr. Sumarsono	: FFW Supervisor - YSBS
19.	Mr. Willy Dharma	: LKB Director
20.	Mr. V.L. Mustam	: Director - LSUB
21.	Mr. Agus	: FFW Field Staff - LSUB
22.	Mr. Johanes	: Logistics Staff - LSUB
23.	Mr. Zuberdi Mader	: Chief of Foreign Assistance Section of the Department of Transmigration - Jakarta Office
24.	Mr. Mustapha	: Assistant to Chief of CRS FFW program of the Department of Transmigration - Provincial Level Office
25.	Ms. Julie M. Klement	: Nutrition Advisor - USAID
26.	Mr. Abas Rozali	: Food for Peace Officer - USAID

## ANNEX II

### A. Food For Work Case Studies

#### Project No. 1

Project Type : Fishpond Construction  
Countepart : Yayasan Sosial Bina Sejahtera (YSBS)  
Location : Ds. Jojok (west subvillage)  
Kec. Cilacap  
Kab. Cilacap  
Prov. Central Java  
Status : Ongoing (began March 1983)  
Project Holder : Lurah Desa  
Previous Project : 1. Road Building Projects

#### General Description

Ds. Jojok lies on an isolated island just across the open water inlet from the Cilacap refinery. It consists of at least two smaller indigenous villages (grumbul) referred to as East Jojok and West Jojok, in both of which FFW projects are presently being carried out. The environment of Ds. Jojok is a combination of dry land lying just above the elevation of the marsh at high tide interspersed with marsh areas which flood during high tide. The fishpond project is an attempt to landscape a portion of the inundated tidal marsh into a series of 30 fish ponds. The brackish water in these ponds will be periodically replaced at high tide through a small central canal connected to an open water sea inlet. The land involved in the project is public land administered by the Indonesian Forest Service (PERHUTANI).

This project is being carried out in three phases:

1. Dikes separating ponds were built (March to September 1983)
2. Central raised areas are built up along with pond trench shaping; addition of valves connecting ponds to the central canal (October 1983 to March 1984).
3. Addition of an 'anti-erosion shoulder' on the trench side of the inter-pond dikes and planting of PERHUTANI supplied plants in the raised central terraces.

Each resulting pond is to be 'formed' by a single household from Ds. Jojok.

#### Planning

We learned from the locally resident Indonesian Forest Service representative that the Forest Service had carried out a general survey of the marsh area aimed at identifying appropriate fish ponding areas and the Jojok project resulted from this survey. The Forest Service contacted the village leaders and showed them what was needed to construct the ponds. Formerly as in most Javanese villages, the lurah generally works with the village LKMD to organize various village projects. The village leaders then organized a series of village meetings and from a list of 2000 households (KK) chose thirty to receive ponds. Two criteria

were said to be uppermost in this decision process: 1. only those with fishing-related experience should be included and 2. only those with no land should take part (there is of course a high percentage of households with such experience and we could not verify the land ownership status of the thirty participants).

### Technical Inputs

Technical assistance in terms of overall design and in the form of a representative often on site was provided by the Indonesian Forest Service. Further assistance will be provided by Public Works for the design of the central canal. Future technical assistance will be provided by the All Indonesia Fishermen's Association (HMSI), a GOI agency, to assist the pond keepers in 'farming' their ponds.

### Organization of Labor and Rations

Workers receive 4 kgs per day (value: Rp118/kg) with what appeared to have been little restriction on the total number of days per month allowed per worker. We were told that during the first phase, i.e. inter-pond dike building, labor was organized on the basis of gotong royong with a large number of villagers taking part. During the present phase involving the preparation of pond trenches and raising of the central terrace in each pond, each future pond owning household is working alone to prepare its pond. The ration is the same though in this case several members of the household including in some cases women and children are taking part in the work for a single ration.

### Non-Food Material Inputs

Tools used are simple hoes and shovels for the construction of dikes and ponds and are provided by the workers themselves. Central canal/pond valves will have to be built however at a per unit cost of roughly Rp25,000 each and fifteen of these will be required (total cost (Rp375,000)). At present temporary wooden valves are being used. A central canal watergate will also have to be constructed at a cost of roughly Rp1,500,000. It is not yet known where these funds will be obtained. The land itself was public 'wasteland' controlled by the Forestry Service.

### Short and Long-Term Objectives

We were told that the purpose of the ponds was to provide future income sources for the pond owners and there may be some form of village taxation on the fish crops from the ponds. Little mention was made of the immediate benefits of the bulgur wage which at four kilograms is still substantially under the going daily wage for 'rough labor' of about Rp700-800 per day.

### Additional Observations

While respondents emphasized the extent to which this project represented cooperation of a number of agencies and groups to assure success, it is noteworthy that funds for the valves and for the central canal watergate were not yet available nor was it clear where these quite substantial funds might be obtained.

In addition, the fish to be raised in the ponds will require food (we were told this would be rice husks and polishings) and we could not get a clear indication of how this food, which will have to be imported from the mainland, will be initially paid for given the fact that the pond owners are poor landless persons.

## Project No. 2

Project Type : Road Building  
Counterpart : Yayasan Sosial Bina Sejahtera (YSBS)  
Location : Ds. Ujungalang  
Kec. Cilacap  
Kab. Cilacap  
Prov. Central Java  
Status : Ongoing (began August 1983)  
Project Holder : Lurah Desa  
Previous Projects : 1. Drinking water containment well around  
a fresh spring  
2. Road construction connecting village  
to the spring

### General Description of the Area and Project

Desa Ujungalang lies at the southeastern corner of the large river delta, tidal-saltwater marsh west of the city of Cilacap. The village also lies about 1 kilometer north of a long island (Kembangan) which forms the southern boundary of the marsh. Fresh water from a water table under the island at approximately the same elevation as the marsh flows out into the marsh producing a fresh/salty water gradient. The village itself consists of two parallel roads with rows of houses on either side of each road. Houses are only approximately 1/2 meter above the surrounding marsh water at high tide. Most of the villagers work as independent tide-water fishermen though a few are farming on small sections of higher dry-land in the area.

Two previous FFW projects had been carried out. The first (1982) was a road building project from the village to a 'spring' at the edge of the island and the second (1982/1983) was a containment wall around the spring built to isolate fresh from salt water.

The present project is an effort to raise the village roads approximately 1/2 meter by building low retaining walls on either side and filling in the area between them with mud.

### Planning

The village lurah has a B.A. degree and reported that the idea for road raising was his own. We heard from other sources, however, that the YSBS director was the chief inspiration for the project.

### Technical Inputs

This project is based on simple traditional technical methods and no problems are anticipated.

### Organization of Labor and Rations

The project holder reported that the rock for the walls was accumulated by all households for the area in front of their homes at no compensation and the road retaining walls were then built on the same basis with household labor using cement furnished by YSBS. He reported that mud for the road was

accumulated by groups of workers, each group consisting of an RT (subvillage unit) comprising 20 to 30 households. Each RT gets an equal section of road to complete and is paid in bulgur at a rate of 5 kilos of bulgur for each cubic meter of mud. This collective work takes place in 5 to 6 consecutive day periods occurring up to three times monthly. The work periods are scheduled during those times when the tide is highest and fishing yield is lowest. A quite different system of payment was reported, however, by several villagers in a separate set of interviews. They reported that the rock was accumulated by groups of workers at a rate of 20 kilos of bulgur per cubic meter. The retaining wall was being built by a small group (approximately 9 men) at a cash wage of Rp500 per meter. Mud was then being collected and filled into the road space by households for the area in front of their homes as gotong royong without compensation.

#### Non-Food Material Inputs

Cement for the retaining walls 300 sacks (1750 meters of road) at Rp2900/sack = Rp870,000.

#### Short and Long Term Objectives

The project holder (lurah) stated that the sole objective of the project was to make movement through the village possible during periods of complete inundation due to storm or very high tides.

#### Additional Observations

This project was ongoing though nearly completed having started in August 1983.

### Project No. 3

Project Type : Dike Building (for marshland reclamation)  
Counterpart : Yayasan Sosial Bina Sejahtera (YSBS)  
Location : Desa Ujungalang  
Kec. Cilacap  
Kab. Cilacap  
Prov. Central Java  
Status : Ongoing  
Project Holder : Lurah Desa  
Previous Projects : 1. Drinking water containment well around  
a freshwater spring  
2. Road construction connecting the village  
to the spring

### General Description of the Area and Project

The local environment of Desa Ujungalang was described in project report no. 2. This dike building project is still underway. It involves an ambitious attempt to screen off approximately 300 ha. of marshland lying in a belt about 500 to 700 meters wide and about 5 kilometers long along the northern edge of Kambangan Island. As mentioned in Project Report No. 2, there is a freshwater water-table underlying the island (the island appears to be limestone) at approximately the same elevation or slightly above the elevation of the marsh. Flowing in a northern, marshward direction at a slow rate, this underflow creates a salt gradient moving out into the marsh. By providing the dike with one-way water valves at key drainage points it is expected that the enclosed area between island and dike will slowly be flushed clear of salty sea-water and hence will become available for cultivation of rice and other crops in addition to fishponds. The salty marsh water raising and lowering with the tidal cycle will be prevented from entering the desalinated reclaimed area by the dikes and the one-way watergates.

### Planning

The lurah reports that the idea for this reclamation project is his own. Other sources in the village suggested that the YSBS director was the first to conceive of the reclamation plan. YSBS staff made the specific measurements necessary to estimate construction time and cost.

### Technical Inputs

Three levels of technical complexity appear to be involved in the reclamation scheme. The first concerns the building of the dikes and consists of nothing more than digging up marsh mud at low tide and piling it up to form a structure quite similar to the marsh road completed in 1982. The second level concerns construction of the one-way watergates to allow enclosed water to escape at low tide while holding back salty water at high tide. It is expected that the Public Works will be contacted for technical assistance once the dike itself is completed, but no actual provision for such assistance or for materials has yet been made. The third technical level concerns the matter of marsh drainage and reclamation as a complex ecological,

hydrological, topological, agricultural and engineering enterprise. While the project may be technically feasible, in this more encompassing sense, we were given no indication that any technical expertise was engaged in assessing these aspects of the project. Rather the 300 ha project merely appeared to be a vast extension of an earlier and apparently successful reclamation of approximately 60 ha of land in three narrow areas immediately adjacent to the island.

#### Organization of Labor and Ration

The construction of the dike essentially involves excavating mud adjacent to the line of the dike and piling it onto the dike to form predetermined dike dimensions. It was reported by the YSBS field staff members accompanying us and by the project holders that the standard payment rate is 5 kilograms bulgur per cubic meter of mud in place on the dike. Work crews composed of up to a dozen workers could complete between 2 and 3 cubic meters per man per day (average about 2.5 cubic meters). Hence they could collect between 10 and 15 kgs of bulgur per man per day. Some such work groups were said to be working up to 15 to 20 days per month. However, some villagers indicated that workers were in fact never paid in bulgur but in cash at a rate of an average of Rp1300 per day. We were not able to resolve these discrepancies.

#### Non-Food Material Inputs

At this point the only non-food material inputs are the tools (hoes and shovels) brought by the workers themselves. At some point, however, substantial material inputs in the form of cement, rock and sand, and various metal hardware will have to be made if the one-way watergates are to be built.

#### Short and Long Term Objectives

The project holders indicated that the major objective of the project was to expand the area available to village residents for cultivation in order to decrease dependence on marsh fishing as the major source of village income. Meanwhile, however, the villagers were receiving immediate income supplements by working part time on the dike.

## Project No. 4

Project Type : Road Improvement  
Counterpart : Yayasan Sosial Soegiopranoto (YSS)  
Location : Ds. Cikendung  
Kec. Pulosari  
Kab. Pemalang  
Prov. Central Java  
Status : Completed (December 1981 to March 1982)  
Project Holder : Lurah  
Previous Projects : None

### General Description of the Area and Project

Desa Cikendung is in the hill region south of Pemalang in Central Java. The village has an agrarian focus, the main products being cloves, coffee, tea, corn, peppers and other consumables. In the past coffee and citrus fruits were the main export products. Around fifteen years ago cloves were widely introduced as a cash crop and quite recently there has been a decision at the kabupaten level to introduce tea into the area. A regional road has been constructed to the area and 6.5 kilometers dirt road linked this road to the village. The poor condition of this road however meant that farmers had to carry loads up to 3.5 kilometers before they could link up with public transportation.

For this reason a decision was made to upgrade the dirt road to allow public transportation to enter the area. This decision appears to have been made in connection with the decision to introduce tea into the area. The older road was repaired by filling in holes and by decreasing the grade in a few particularly steep sections, widening up to 4 meters, cindering (with locally available volcanic cinder rock), pounding the cinders to produce a finer surface, and compacting with hand drawn rollers. In addition, a drainage ditch was added on either side of the road.

### Planning

Plans for the improvement of the road were drawn up by the village leadership with a strong input by the YSS representative in charge of FFW projects.

### Technical Inputs

Technical suggestions were made by the YSS staff member in charge of FFW projects. It was in fact he who suggested addition of the drainage ditches on either side of the road. Some technical suggestions may have been made by the Kabupaten Public Works office as well.

### Organization of Labor and Rations

Work on the road was carried out on a gotong royong basis with nearly every male between the ages of 15 and 50 who was capable of work having been involved. These men were organized into about 60 work groups with about 20 men each and each group was given ten meters of road to complete. One overall technical

assistance person from Public Works worked with a few men to complete a demonstration section of road which the other work groups could then emulate. Payment was in corn at a rate of 2.5 kilos per day per man, though work groups were paid for work completed in aggregate. The YSS Quarter Report indicates that 20,800 man-days were used to complete the 6.5 kilometers road (rate: 31 m. per man-day).

#### Non-Food Material Inputs

1. Culverts in front of each home completed by each householder.
2. Retaining walls where road cut into hills built by the owners of the land.
3. Land for road widening with drainage ditches donated by every householder adjacent to the road.
4. Culverts where side roads come into the improved road (7 culverts @ Rp70,000 each = Rp490,000 from village funds).
5. Seven bridges need to be built eventually at a cost of Rp2,000,000 each, 60% of the cost being borne by the village; at this point only one bridge is built while the others remain from the previous dirt road.

#### Short Term and Long Term Objectives

Two objectives were indicated to be the most important in determining the usefulness of this project. First, there is the utility of having the road improved in order to improve transportation in the area especially in terms of getting crops to market (critical where tea is concerned). Second, however, YSS has an ongoing concern to get village residents motivated to complete such projects through their own labor rather than expecting them to be completed by the central authorities.

## Project No. 5

Project Type : Dike building for fishpond construction  
Counterpart : Yayasan Sosial Soegijopranoto (YSS)  
Location : Ds. Pesantren  
Kec. Ulujami  
Kab. Pemalang  
Prov. Central Java  
Project Holder : Lurah  
Status : Ongoing  
Previous Project : - Flood central dike  
- Road construction  
- Canal and River Rehabilitation

### General Description of the Area and Project

Desa Pesantren lies at the mouth of a river in a delta marsh area on the north coast of Central Java Province. The area is flat and in the past when the river flooded, the village and surrounding agricultural land was often inundated. In 1982 an 11 Km flood control dike was built with FFW aid and the area now produces two crops per year.

The present project is modelled on similar ponds nearby, involves fishpond construction in which dikes are to be built at the edge of the shallow sea (sea is only 1/2 meter deep at high tide). Food for the fish moves into the ponds during high tide, while the growing fish themselves are trapped in the ponds during low tide. Some 30 ha of ponds are to be enclosed with this method.

### Planning

The initial source of the concept for the project is unclear, but overall plans were said to have been first drawn up by the lurah with the LKMD. A village meeting then followed in which the project was discussed and village participation agreed upon. Rough estimates of time schedule and food aid required were checked by Kabupaten officials and the proposal passed on to YSS. YSS staff then reviewed the proposal again, refined estimations and decided on final volumes of food aid to be committed to the project.

### Technical Inputs

Technical assistance from the Public Works Dept., Fisheries Dept., etc. for the project was arranged through the Kabupaten Social Welfare (KESRA) office. The Kabupaten government also retains four supervisors who cover FFW projects and gave assistance on this project as well.

### Organization of Labor and Rations

Workers were organized into groups of 25 individuals with one foreman each. Each group is expected to complete a target number of meters of earth moved during the project and most work about 28 days per month. No specific target is expected to be achieved per day. Workers are paid 22.7 Kilograms (one 50 lb bag) of bulgur every 9 days. They report that the bulgur is used as a

rice substitute.

#### Non-Food Material Inputs

In addition to labor inputs villagers cover the cost of tools which they bring themselves. At present there are no other costs.

#### Short and Long Term Objectives

While the wage for labor on this project is considered low (wages for pond-workers go up to Rp2,500/day) there is some benefit in terms of employment relief since otherwise jobless laborers can work almost daily for long periods of time. In the longer term, the fish ponds are expected to yield high returns and the village will expect some form of return on this profit (Rp400,000 per year/ha gross).

#### Additional Observations

While it is expected that the village will benefit from this project in some way, actual plans for pond operation and management and decisions about how profits will be disposed of have apparently not been made yet. As other ponds in the area are privately owned, this collective venture may be more difficult than presently envisioned.

## Project No. 6

Project Type : Rehabilitation of tertiary irrigation canals  
Counterpart : LKD  
Location : Ds. Nglebur  
Kec. Sambeng  
Kab. Lamongan  
Prov. East Java  
Status : Ongoing  
Project Holder : Kepala Desa of Nglebur (Camat was interviewed)  
Previous Projects : None

### General Description of the Area and Project

Desa Nglebur lies southwest of the ibu kota of Lamongan. Farming rice is the main source of livelihood for the population of Nglebur. At the time of the visit which was towards the end of the dry season, most of the fields were dry and unused. A large natural lake is located a few kilometers from the village and it is the water from this lake that the farmers of Nglebur hoped to tap as the source of irrigation water. Primary and secondary canals have already been built with government funds and these are functioning adequately. The tertiary irrigation canals however are mostly non-functional because the dikes have washed away or mud has slipped into the canals and is interfering with the free flow of water to the fields.

The Food For Work project consists of widening and deepening tertiary canals, reinforcing its dikes, and cleaning up the secondary canal that leads into the village. It began in July and will end in October. At the time of the visit, five kilometers of canals had been rehabilitated.

### Planning

The farmers of Nglebur requested the project during the regular village meeting. The lurah sent a written request to the sub-district head who then forwarded it to the district head. The district Department of Public Works reviewed the plan and gave its approval. An interview with two farmers gives the impression that the sub-district head played an influential role in "stimulating" the request.

### Technical Inputs

The Department of Public Works provided limited degrees of technical input when necessary.

### Organization of Labor and Ration

When the project was approved, an announcement was made by the lurah for each family to contribute manpower. There are 262 families in the village and all were required to provide at least one representative to work on the project.

The workers were divided into two large groups - one to work five hours in the morning and the other to work five hours in the afternoon. Each group is responsible for completing 50 meters every workshift.

Each worker receives two and a half kilograms of bulgur for every working day. Since the people had never eaten bulgur before, the PKK with the help of LKD organized cooking classes to teach the women different ways of using bulgur.

The value of the ration is priced by the farmers at Rp250 so the amount received is minimal compared to the usual daily wage of a farm laborer (Rp800 plus three meals).

#### Non-Food Material Inputs

The only tools needed for the project were hoes which the workers provided themselves. The replacement cost of a broken hoe is Rp5,000. The sub-district head is also considering providing funds for two steel gates to ensure better water control.

#### Short and Long Term Objectives

The primary objective of the project as expressed by the workers was to increase rice production and consequently to raise incomes. Approximately 190 hectares of land owned by about 200 families will benefit directly from the project.

#### Additional Observations

One very positive outcome of the project is the establishment of a "cooperative of farmers" involving all the farmers in the village. The "cooperative" will regulate the use of irrigation water through a special committee and will maintain the canals after the project is completed.

What impressed us most was the pride which the workers showed in the canals they had built and their hopeful anticipation of better and more harvests because of the canals.

## Project No. 7

Project Type : Road  
Counterpart : Lembaga Karya Dharma (LKD)  
Location : Ds. Kedungwangi  
: Kec. Sambeng  
: Kab. Lamongan  
: Prov. East Java  
Status : Ongoing  
Project Holder : Camat of Sambeng  
Previous Projects : None

### General Description of the Area and Project

Desa Kedungwangi is two hours away from Surabaya in the southern part of Lamongan. At this time of the year there are large tracts of tobacco on both sides of the village road that connects the village with the rest of Lamongan, Jombang, and Mojokerto. A huge building dominates the village. This building used to be the most modern sugar factory in East Java. It is owned by the village headman. The factory is no longer operative because there was not enough raw material to justify the cost.

Desa Kedungwangi is different from most villages in that its headman is extremely wealthy and is the largest land holder in the area. We were told that he is a very influential man in the kabupaten, and is an informal adviser to the bupati.

The five kilometer road that is being built with FFW aid runs through the tobacco fields which we were told are owned by this village headman. When finished it will be the village's main route to Mojokerto. At the time of the visit, three kilometers had been built and the rest awaited further FFW assistance. The road had been widened and hardened with rocks gathered near the village.

### Planning

The project was first proposed by the lurah who consulted the camat and the bupati. When the bupati approved the project, LKD representatives visited the site and reviewed the plans. The lurah also worked out the road plan with the Department of Public Works.

### Organization of Labor and Ration

There was a difference in opinion regarding the number of people working on the project. The camat (who was interviewed as project holder) reported that 5 groups of 20-40 men worked on the road from 7-11 AM, seven days a week. Four participating workers offered a different work arrangement. The leader of one group said that there were only 2 groups of 20 people each who worked from 7-4 PM with a noon break and that Sundays were free days. He was recruited by the lurah to supervise a group and he in turn recruited his men.

According to the camat, the lurah called people to work by means of a public address system. The project started in May and lasted till June 1983. It was then resumed in August and continued through October. There are still about 2 kilometers of road to be finished. The road is divided into 'propils' and 'propils' 1 through 5, amounting to 500 m, were completed in June. Propils 5 through 15 amounting to 1,000 m, were to be completed in October 1983.

Some workers interviewed said they received Rp1,000 in addition to the standard 2 1/2 kilos of bulgur per day. Others said they received the cash, but no food. Still others received food but not cash.

#### Non-Food Material Inputs

Tools were provided by the lurah who apparently rents out both tools and trucks (it is not clear who pays the rent or how much). Rocks to fill the road had to be hauled in from another part of the village. Road rollers were provided by the Kabupaten office, and the kabupaten also promised to asphalt the road once completed.

#### Short and Long Term Objectives

The camat suggested that road is an important factor in transporting tobacco from the village to the city where tobacco can be sold at better prices.

## Project No. 8

Project Type : Road Construction  
Counterpart : Lembaga Sosial Usaha Bersama (LSUB)  
Location : Ds. Simpang Kanan  
Kec. Seiambawang  
Kab. Pontianak  
Prov. West Kalimantan  
Status : Ongoing  
Project Holder : Penggawa (village head)  
Previous Projects : Several earlier road building projects

### General Description of the Area and Project

Desa Simpang Kanan (meaning 'Right Fork') lies approximately two hours sampan ride up the Kapuas River from Pontianak in the tidal swampland of West Kalimantan. This area has long been a rubber production area and the rubber trees in the area are now over 65 years old (normal productive life from 6-35 years). The desa consists of a number of settlements primarily of Buginese and Madurese. The Buginese migrated into the region in the first decades of this century and own most of the rubber forest from the river to about 1.5 km inland. Many of these earlier migrants are absentee landlords living in Pontianak and we were told that some own up to 100 or more ha.

The Madurese were late comers arriving in the 1930s. They settled further inland beyond the earlier plantations about 1 1/2 to 2 kilometers from the river. Some of these villagers own 1 to 3 ha of rubber trees and others sharecrop for the large landowners along the river under the direction of a few Malay foremen. Sharecroppers tend approximately 1 ha per adult man and usually receive 40% of the rubber from these trees. However, they also receive all of the returns on coffee grown under the rubber trees. Coffee trees were planted in the area during the last 10 years. Additional cash can be earned in the latex presses used to prepare rubber for market.

Latex is collected and sold out of the area by several middlemen who primarily sell to a single latex trader in Simpang Kanan. This trader is a relatively wealthy local patron who has served as project holder on earlier road building projects.

The present road building project involves digging of deep trenches navigable by small dugouts and piling up of mud onto a dike-like roadway. This soil eventually hardens into an almost concrete-like substance. The roads and trenches have been built to facilitate communication between the rubber production areas, villages, and river to facilitate commerce, to provide access for government services (health especially) into the area, and to allow children access to schools. A secondary and unexpected benefit was said to be an increase in rubber output resulting from increased drainage of forested areas by the trenches.

## Planning

Plans for the placement of roads were worked out by the village head and the LKMD. While there are a number of previous pathways which could be upgraded into roads, there is a greater community support for work on certain of these which promise the most general benefits. While the local sub-district head and the district head approve the projects, they have no input into planning.

## Organization of Labor and Rations

In this project because of the difficulty of road construction, LSUB agreed to allow a work norm of 1/2 meter of road/trench per man-day. The whole village participates and work groups of 20 or so villagers are formed. Each group is given a 25 meter section of road to complete. If a path already exists it is expected to take about 10 days to complete; if not it is expected to take about 25 days. Workers are paid at a rate of 4 kilos per expected man-day of labor, which means that if they take longer than expected, which often happens, they are working for less. Villagers work about 12 days per month and projects take place during August to January when there is neither rubber tapping nor corn cropping.

## Technical Inputs

As the work involves simple technology no outside inputs are required.

## Non-Food Material Inputs

Tools are provided by the workers themselves. In addition, some 300 rubber trees and 100 coffee trees had to be cut down for the road and trench pathway, most of these being in the area owned by large landlords. Bridges over the trenches at inter-sections have to be built at some future point at a rate of about Rp800,000 each preferably out of rot-resistant iron wood trees from the interior.

## Short Term and Long Term Objectives

While the value of the food wage is considered to be very low, it does provide at least some income during work periods. We were told that the idea of building such roads was a new one in the area and has been spreading to other villages around Simpang Kanan, hence the work would probably be done at a much slower rate even were food not provided. We were told by nearly all participants that the main purpose of this and other roads is to facilitate movement of government services into the area and to allow children to take advantage of schools near the river. In addition, commerce is greatly facilitated through the use of the trenches and roads. Finally, we were told that there is some evidence that the rubber trees are producing more latex per tree near the trenches and that this may result from better drainage in these areas.

While certain groups such as the rubber tree owners may derive particular benefit from these roads, it is also clear that there has been a tremendous benefit to the communities in general. Even such superficial indicators as newly painted houses, new corrugated metal roofs, and new clothing provide evidence that rapid economic changes may be occurring due to the construction of these fairly technically simple and unskilled labor intensive roads.

## Project No. 9

Project Type : Land Clearing  
Counterpart : Department of Transmigration  
Location : SPT B/Unit 1  
Kab. Sintang  
Prov. West Kalimantan  
Status : Ongoing  
Project Holder : Transmigration Office, Sintang  
Previous Projects : Similar Land Clearing

### General Description of the Area and Project

The transmigration sites around Sintang are quite far inland along the Kapuas River. This area is primarily inhabited by ethnic Chinese and Dayaks with some Malays also holding land along the rivers. The terrain is quite flat and the landscape is a patchwork of different degrees of secondary forest regrowth after slash and burn agriculture. In patches the forest has given over to Imperial grass and, in fact, rapid growth of this grass in cleared land is one of the major difficulties faced by the transmigrants.

There are seven farming transmigrant projects (called SPT = Satuan Permukiman Transmigrasi) around Sintang some at a distance of about 75 kilometers away. Each location is made up of a number of 'units' which are more or less equivalent to Indonesian villages. In addition to these farming locations there are two orchard estates which contain transmigrants but are not under the Department of Transmigration.

Each STP has a Project Head and although the positions often remain unfilled each STP is expected to have health, agricultural extension, BUTSI, and other specialists to aid in community development.

In the initial stages of the Sintang transmigration, contractors constructed major infrastructure (housing, partial land clearance, major roads). Arriving transmigrants (all from the island of Java) received a house, 1 ha of cleared land, and are guaranteed one year of food until the first harvests come in. In addition, they are given seeds, tree seedlings, tools, pesticides, rodenticides, and fertilizer in what are referred to as packets A and B; A after about the first three months and B after the first year. In fact, given the slow rate of development in the Sintang transmigration areas, a third packet containing poisons and fertilizer was necessary and given the continued slow rate of agricultural development, further packets at regular intervals will almost certainly be necessary.

Agricultural development has been far slower than anticipated, with tremendous problems growing out of inappropriate combinations of initial seeds and seedlings, low germination rates, rapid breakdown of essential pesticide sprayers, pest attacks from worms, insects and particularly forest rats. At present transmigrants eke out a living on cassava, corn crops and local varieties of low yield dry land rice (Javanese varieties having proven to be non-resistant to local pests). Some

transmigrants have discovered a relatively lucrative niche as middlemen buying forest and orchard crops from surrounding Dayak villages and transporting and selling these in Sintang.

Additional food supply has therefore proved necessary. CRS FFW rice serves this purpose for a period of one year per unit. It is being used for a combination of private land clearing (each transmigrant household receives 1 ha of cleared land and 1 ha to be cleared) and community work (primarily road building).

We chose to visit SPT B, which while not the most distant from Sintang could only be approached by river. In addition, according to published information, it appeared to have more problems than other SPTs in developing viable farming communities.

### Planning

All development plans are drawn up by the transmigration officials who have access to technical inputs from Public Works at the kabupaten level.

### Organization of Labor and Rations

Workers are organized into work groups of about 30 households. These groups are then paid a standard wage of 2 1/2 kilos of rice per day, but the total number of days per month allowed for a given amount of work varies by the task performed. For example, road work involves only 7 days per month with an overall wage of 17 1/2 kilos, while terracing involves 15 days per month with an overall wage of 37 1/2 kilos. The total amount of rice received per household then varies between these extremes depending upon the type of labor carried out.

### Non-Food Material Inputs

While the transmigrants were originally given tools (hoes, shovels, etc.) these wear out fairly quickly. After a short time, workers must buy their own tools at high prices in the market in Sintang.

## ANNEX II

### B. Analysis of Proyek Padat Karya Gaya Baru (PPKGB):

#### Potential for Providing a Basis for Improvement in the Food for Work (FFW) Program.

The Proyek Padat Karya Gaya Baru (New Style Labor Intensive Project) began in 1979 when a team of technicians provided by USAID and the Government of the Netherlands began working with the Government of Indonesia's Padat Karya program. The purpose of the project is to develop an improved management system for the GOIs Labor Intensive rural infrastructure creation program which annually administers many projects on Java and the Outer Islands.

The PPKGB has now been operating for four years with significant levels of technical assistance and is due to phase-out at the end of March 1984. The GOIs program will continue indefinitely as a major rural development activity. Project activities are resulting in the creation of a complete system for project selection, design, implementation, monitoring and evaluation. Those elements of the system which are most applicable to FFW Projects are briefly summarised below:

1. Project Selection: Forms are available for both technical feasibility and socio-economic surveys. These have been prepared, field tested, modified and simplified over 4 years of usage. There is a training manual available in the use of the forms. Socio-economic survey forms are weighted based on potential benefits, and the responses are used to determine a composite score for each project.

2. Standard Designs: All standard designs are to be especially suitable for labor intensive methods. Designs will be published in a Manual and on the Standard Design Sheets. Standard designs for three types of culverts are complete, and roadway surfacing details, standard roadway close-sections, and roadway geometrics are under development.

3. Standard Design Sheets/Checklists: These sheets include space for design drawing, standard title block, design checklists and tables for providing information such as quantities. Checklists ensure required information is not omitted.

4. Sample Designs: A sample set of design drawing for an illustrative road project has been issued by PPKGB. The drawings provide a complete design of a new/rehabilitated road project. This sample is particularly useful for training purposes.

#### 5. Project Proposal & Budget Forms (DURPs)/Productivity

Standards: The DURPs provide a detailed list of labor, material and equipment items and costs based on quantities contained in the design sheets. Keyed to it are the productivity standards (work norms) which are used to estimate the man-days of labor required. Each productivity standard is a range of achievement from low to high productivity which has been developed based on actual experience in Indonesia over the years of project implementation.

6. Construction Reporting: A system of Construction Inspection reports and Construction Progress Reports have been developed. The construction Inspection Report emphasizes physical progress and technical quality, and includes extensive checklists for five different types of construction activities (roads, irrigation canals etc.). Construction Progress Reports cover employment generation, expenditures and Physical accomplishments.

7. Internal Evaluation: The system is intended to provide a continuing assessment of socio-economic benefits and technical quality of PPKGB projects. Socio-economic evaluation data is collected in three stages over a one and one-half to two year period; 1) immediately prior to the start of construction (plans to combine this survey with the project selection survey were dropped when it became evident that the time lag between the selection survey and start-up were quite long), 2) at the completion of construction and 3) one year after completion. A Socio-economic survey form, worker interviews, traffic surveys, a number of "completion documents" and a standard format for reporting evaluation results comprise the basic of the system.

Development of the system began in late 1980 and has been revised and tested over the intervening period. The initial and final survey form is quite simple and is based primarily on data collected regularly on all villages and available in the administrative offices. The initial survey can be prepared on all projects to provide baseline data, and the second and third phases plus data analysis performed on a smaller sample of projects. Development of the system began in late 1980 and has been continuous. Testing of Phase II results is currently under way.

8. Training: The PPKGB has developed training packages for technicians involved in all levels of the program. These have been administered over several years, and the Indonesian staff has largely taken over training responsibilities.

Although the PPKGB is a much larger and more sophisticated program than FFW, much of the material and training methods developed by the program can be adapted to the needs of FFW projects. All forms and training packages are available in Bahasa Indonesia. In addition to improving management capability, use of a similar management/evaluation system could provide FFW with a useful yardstick as the counterparts can compare their performance to the results achieved by a much more extensive government program.

### Recommendation

It is recommended that CRS enter into a short term contract with a technically qualified consultant with Indonesia speaking ability to review the needs of the counterpart organizations and adapt the PPKGB management system to their requirements. Further, CRS should take advantage of the phase-out of the PPKGB technical assistance team to utilize their skills in organizing a training session with the counterpart staff to introduce the modified reporting system with emphasis on training of trainers. A refresher training program should be held at least annually thereafter.

## ANNEX II

### C. Suggestions for a Revised Project Monitoring System

As was described on Pages 41/42 of the main body of the paper, the present project monitoring system suffers from an excess of paperwork and a degree of difficulty in verification. For this reason a revised monitoring design is recommended. A possible approach is suggested below.

1. A single project progress form would replace the multiple periodic food request forms presently submitted by project holders to the counterpart. A separate list of workgroups listing workgroup leader and members of each workgroup would need to be made at the start of each project and a copy stored by the counterpart for later use in monitoring.

2. On each form the first vertical column would contain a list of work group leaders. To the right of this column, major vertical columns would each represent a single "work period" ending with a food distribution. Subcolumns in each major column contain 1) either work completed or man-days (depending upon the counterpart) for each workgroup for the term. 2) the amount of food distributed to the given work group on the distribution day.

3. After each food distribution event, the total man-days, total work completed and total amount of food distributed are totalled at the bottom of the project progress report form and the project holder signs his name under these figures.

4. In order to verify the accuracy of such reports, one or two specially trained field representatives from CRS would periodically select a sample of projects from each counterpart. These sites would be visited for several days to make an indepth verification of the information contained in the project holders report using the lists of workers for interviews. In the opinion of those members of the evaluation team with long field interviewing experience, it is highly unlikely that systematic attempts at falsification of project report data would remain undetected by the CRS representative under these conditions. The CRS representative would then submit reports of his findings to the CRS management.

5. To be effective, this monitoring system would require that counterparts be fully aware of the nature and probable accuracy of the procedure. After all, the intent is less to ferret out those who falsify than it is to avoid falsification by making such actions unacceptably risky.

6. While counterparts and project holders would know that they will in all likelihood be checked, they could not be informed in advance about which projects would be visited or when they would be visited.

7. Finally, it is critically important that such extended investigation in a single project site not negatively effect future relationships between counterpart and village. Field investigations must therefore be carried out in as unintrusive a manner as possible. CRS field representatives, while perhaps well trained in the present monitoring methods, will almost certainly need additional training in information gathering techniques most typical of anthropological research. For this reason we recommend that a consultant with both anthropological and monitoring experience be contracted for a limited period to train CRS field representatives in the field methods to be used and to accompany each on several project site visits.

## ANNEX III

### A. FNP CASE STUDIES

#### CASE STUDY 1

Village : Cikadu (pilot project)  
Kecamatan : Watukumpul  
Counterpart : YSS, Semarang  
Interviewed : Project Holder, 1 kader, 6 mothers (recipients)

#### General Description of Area

Cikadu is a poor area with a farming population of 4,700. It is located 40 km from the Kabupaten capital of Pemalang. Cikadu is a hilly area with limited development of infrastructure. The roads are not asphalted and much of the farming land is not yet irrigated. There is a produce market in the village which is opened twice a week. A subhealth clinic is operational in the village.

#### Organization

The FNP program began in January 1983 on the initiative of village chief, a short time after the termination of an UPGK feeding program.

There are 609 recipients, including 264 lactating mothers. Over 600 underfives were weighed at the time of team visit and more than 50% were in the "good nutrition" category (A).

The food ration is 3 kgs of bulgur and 3 kgs NFPM per month. The mothers contribution is Rp.150 (or less if too poor), which amounts to a total of approximately Rp.74,000 per month for village funds.

It was difficult to establish the precise use of the approximately Rp.25,000 left after the kaders honorariums and transport are paid. Mention was made of nutrition education, and district and village PKK funds.

The PKK organization in this village has few activities and has no organizational link-up with the FNP, although the kader are also members of PKK.

Supervision by the YSS field worker is monthly when mainly administration problems can be discussed. The regency government also give incidental back-up.

## Kader

The village chief approached 12 active literate women to become kader and 3 followed 3 days training joining with kader from 5 districts. The others have learned on the job. The only single kader, Sri Mulat, recently returned from 3 months extra training in community development, "a source of new ideas", she claimed. The other kader expressed the need for further training. Each kader receives Rp.3,500 plus transportation per month from the fund of Rp.74,000.

## Scope of Activities

Mothers interviewed explained that they are committed to attend three activities each month; weighing, food distribution and nutrition education.

Over 600 underfives are weighed at 2 posts, 400 of them at post 1 which is "open" for two consecutive days. It proves virtually impossible to conduct educational activities in this very busy atmosphere. Questioning revealed that all except one mother did not understand the KMS growth chart. Likewise the kader could not interpret the Master Chart.

Severely malnourished children are referred to the branch of the Puskesmas in close proximity. There they are given injections and advice. The kader claimed 3 of these children have died.

The educational activity is combined with an arisan once a month. The kader, village chief, and Puskesmas staff give ad hoc lectures on a wide variety of nutrition and health subjects. They have no aids.

Three months ago Sri Mulat has organised 7 women to make and market tempe twice weekly.

Administration should also be mentioned, a special activity of the kader. There are at least 12 books to be completed monthly. The most active kader claims she spends approximately 1 week on FNP activities each month.

## Community Response

There are very high attendance rates, and all those interviewed expressed their enthusiasm for the program. Mothers claimed they saved money by not having to buy as much food at the market. They believe their children are stronger too.

The mothers lack of understanding of the KMS and inability to recall nutrition or health messages suggested that the educational activities may not be very effective.

To date only 7 participants have shown active interest in the one income generating activity and their involvement is still dependent on the kaders' presence.

## CASE STUDY 2

Village : Maron (pi'ot center)  
Sub-district : Kademangan  
Counterpart : LKD, Surabaya  
Interviewed : Project Holder  
Village Chief  
Kader  
Several mothers (recipients)

### General Description of Area

Maron village is in hilly, rocky, dry country. Access to the village is along an asphalt road. The community is poor, the major crop being cassava. Average family land holdings are only 0.16 ha.

### Organisation

The FNP program began in 1977 when several neighboring villages also began to receive food aid. The 533 recipients include 334 underfives, 51 pregnant and 148 lactating mothers. 32% of the children are currently in the B and less than 1% in the C category. Registration is conducted once a year meaning that some pregnant women do not join the program during pregnancy and some children may not join during their first year. Each month each recipient receives 3 kgs of bulgur and 3 kgs of NFD. A contribution of Rp.450 is paid by each recipient family. In October these contributions amounted to Rp.190,000. From this Rp.130,000 was paid for transport of the food to the village, Rp.20,000 for the kader. The remainder was used for PKK funds and for group savings. Savings accumulated to date amount to Rp.338,225. Kader were unsure what this will be used for, mentioning "for program in the future".

The FNP is carried out by PKK kader. FNP is conducted simultaneously with UPGK, with the kader meeting the administrative needs of both programs. An LKD field worker visits Maron at least once a month and District officials also assist at times with supervision.

### Kader

Maron has 14 enthusiastic women kader who were requested to assist with the program by the village head with the approval of PKK. They were trained by LKD in cooperation with the local government, joined by other kader from the district.

### Scope of Activities

Mothers bring their underfives to be weighed once a month to one of five posts. If time permits the kaders briefly discuss weight loss with some mothers. Many mothers were found to have an inadequate understanding of the KMS growth chart.

Mothers also attend nutrition education for which attractive locally made posters were provided. Kader provide instruction to

a group of mothers. Recently a nutrition game has been introduced for the mothers to solve problems related to nutrition.

The kader are also running a feeding program, using local foods and milk. Thirty poorly nourished children attend twice weekly. Other activities include an arisan, collection of Rp.25 subscriptions for simple health insurance, and numerous income generating activities including weaving, making brooms, producing tempe, shampoo and detergents.

#### Community Response

Attendance rates are exceptionally high and mothers are enthusiastic. Several explained that the food aid reduces the amount of food they need to buy at the market. Bulgur is an acceptable rice/corn/cassava substitute.

The kader have shown initiative in introducing a wide variety of activities for which they receive good support from many of the mothers.

### CASE STUDY 3

Village : Bojong (not a pilot center)  
Kecamatan : Pubolingga  
Counterpart : YSBS, Cilacap  
Interviewed : Project Holder  
Village Chief  
2 mothers (recipients)

#### General Description of Area

Bojong is about a 10 minute car ride from the Kecamatan center at Pubolingga. According to the Lurah, the area recently experienced a drought followed by rodent invasion which caused the harvest to be well below average. A Puskesmas is present in the village and the roads and other infrastructure seemed quite adequate. The village classification is "Swasembada" ("better off").

#### Organization

The distribution center was established in December of 1978 because "there were many malnourished children". There are 666 children and pregnant/lactating mothers currently enrolled in the program. Weighing and distribution are carried out once a month on the same day. All other activities - education, income generation, demonstrations - are carried out once a month by the PKK. The ration rate is 5 kg bulgur and 1.5 kg NFDM per month. The contribution fee is Rp300. KMS cards are utilized but not understood by the two interviewees.

#### Kader

The Kader are selected by the village chief. The village chief contends their motivation is community development. The three Kader were given two days training in 1979 by the local Puskesmas and family planning kader. Topics covered in the training were weighing, growth monitoring, nutrition, administration, and breastfeeding.

#### Scope of Activities

The weighing/distribution seemed to be the main activities although the Lurah and Project Holder contended that many activities are carried out by the PKK, the two mothers interviewed not only responded that they attended the PKK meetings but could not describe any of the activities except that the educational messages were about health.

The two mothers had minimal understanding of KMS. They could say that "up was good and down was bad". The Lurah said that goats were distributed to 100 out of 500 families but the mothers did not mention receiving any. The Lurah and the Project Holder said that PKK had started income generating activities but the mothers mentioned nothing about this.

### Community Response

The two mothers both expressed interest in continuing in the program. Both said they had saved money by not having to buy as much rice. They also expressed preference for WSB to Bulgur or milk because it was easy to prepare and the children liked it. The other activities besides the distribution had little effect on the interviewees.

## CASE STUDY 4

Village : Jeruk Legi (this is not a pilot center)  
Kecamatan : Jeruk Legi  
Counterpart : YSBS  
Interviewed : Project Holder  
                  1 mother (recipient)

### Description of Area

Jeruk Legi is the Kecamatan capital. It is located on the main road to Cilacap - about a 30 minute drive away. It is a hilly and dry area and is currently experiencing a shortage of water. As it is the Kecamatan capital, all basic government facilities are available.

### Organization

The center is run by the midwife of the Puskesmas, and has been in operation since 1979. Six hundred children and pregnant/lactating mothers participate. The center works closely with and reports to the PKK. The Puskesmas gives educational lectures and UPGK gives Vitamin A and iron tablets for distribution. For selection, a survey is conducted and priority is given first to the malnourished and then to the poor. "Not many are turned down". The monthly ration rate is 5 kg bulgur and 1.5 kg NFDM and the contribution fee is Rp300. Educational lectures are conducted by the Project Holder, the Kader, the Family Planning Staff and the Puskesmas nurse. Topics include Nutrition, breastfeeding, weaning foods and family planning. Flip charts from UPGK are utilized. Weighing and distribution are conducted on the same day.

### Kader

The Lurah selects the Kader to assist - 4 men and 4 women. The women selected have children who are participants in the program. The Kader were trained by the Puskesmas. They were given 24 hours of theory and practice (2 times per week for 3 weeks).

### Scope of Activities

Activities carried out include weighing, distribution, education, home visits, income generation and credit unions. During 1982, 25 mothers saved Rp195,761 -- and earned Rp66,600 in interest. It was the third year of operation. Income generation activities seem to be mainly effective for home consumption. Follow up for malnourished is easily done as Project Holder also works as a midwife for the Puskesmas.

### Community Response

This center is unusual in that the Project Holder also works as midwife in Puskesmas. She is able to encourage pregnant women to enter the program and to follow-up on malnourished children in the program. The one mother who was interviewed entered the program on the advice of the midwife after giving birth. The mother said she saved Rp3,600 per month from the food assistance.

The participants could enter the UPGK program closer to their homes but do not because of the absence of food. This does not create a problem because the UPGK program came to the area after the CRS program.

The mother indicated that milk was number 2 (after rice) on her list of food preferences. She drank milk when she was pregnant and the first eight months after the baby was born and now supplements breastfeeding by giving the baby milk out of a glass. She is obviously well informed on the proper use of milk. She also insisted that she would buy milk if she did not receive the ration (but in smaller quantities). However, she did not understand the KMS at all.

## B. Some Common Features of the Study Sample of Title II FNP Centers

by Father C. Capone - CRS/NY

In the course of the assessment/redesign tour in East and Central Java, the study team visited a representative sample of (20) village-based MCH Centers (Title II supported or subsidized UPGKs: Family Nutrition Centers).

Following are certain relevant observations and conclusions, of a qualitative nature, which the study team found to be applicable to the centers visited:

1. The study team observed that the attendance of eligible population to the Title II subsidized UPGKs was close to 100 percent. This contrasted with an irregular attendance of less than 40 percent to the non-subsidized UPGKs (Family Nutrition Centers). Evidently, the Title II subsidy acts as a successful incentive to cooperate in the program. The cooperation of the participants is expressed with: (i) a cash contribution to the program; (ii) regular attendance to educational sessions; and (iii) performance of certain activities directed at income generation.

In view of the very low income of the participants, the cash contribution could be viewed as a "fair price" rather than a "discount price". The program participants, as well as the program operators, who were interviewed, regarded the Title II food exchange as a "fair deal" that acted as an incentive rather than the "income transfer" of the food aid program.

When the cash contribution is added to the opportunity costs for attending the educational sessions, and to the costs of participating in productive activities, the overall result is a cooperation which is far above what can be reasonably expected as a return for the "transfer payment" represented by the commodities. The appreciation of the "fair deal" was explained by a village chief, who apparently was conversant with the colonial history of his country, and who stated that it was the first time that food was brought to the village at a "decent price".

2. The Title II supported UPGK is a "subsidized program", in the sense that the program receives a quasi financial assistance (foods) from sources outside the community. The program is subsidized at the recipient end, i.e., the subsidy is delivered directly to the family of the child.

It is worth mentioning that a direct subsidy to the family of a new born child is a traditional practice in the economically more advanced countries, where the subsidy is often associated with health programs for infants and mothers. The rationale behind the subsidy is that the family of a new born child needs help to meet the extra costs incurred during the nursing and weaning period of the child's life. There is, however, another important reason for the subsidy. It is known, in fact, that health

programs for infants and mothers, primarily the educational programs, are too often perceived by members of the public as a "burden" rather than a "service". It is the subsidy that changes the "burden into a "service".

It was clear to the study team that the subsidized UPGK was regarded by the village people as a service to which they responded with a cooperation which was above expectations. On the other hand, it was also clear that the non-subsidized UPGK, although highly respected by the population, was seen as a "burden", particularly by the poorest who defaulted from attending it. It is logical to expect that different perceptions lead to different levels of effectiveness.

3. There was an insistent request by program operators and local authorities for continuation and expansion of the food subsidy to a larger number of UPGKs in the poorest villages in the Island of Java. The request was based on the belief that the subsidized UPGK had a definite potential for effectiveness, while there were serious doubts concerning the effectiveness of unsubsidized UPGKs, especially those operating in the poorest villages. In one village in Central Java, a senior village chief told the members of the team that since the food subsidy was introduced in the UPGK of his village three years ago, he had noticed a great reduction in the mortality of infants and children. (Registration of births and deaths is the responsibility of the village chief).

4. Due to the limited amount of available food aid commodities, only a small number of village-based UPGKs can be subsidized. Conversation with local agencies (counterparts) revealed that the amount of food commodities entrusted to them for distribution to the UPGKs is well below their potential for administration, management and supervision. Title II of PL 480 in Indonesia is of microscopic proportions for a population of 150 million. Most of the population is rural, and over half of the rural population is landless. Probably there are more landless people in Indonesia than in the whole African continent. Landlessness means absolute poverty. The inability to procure a larger amount of food supplies is perhaps the main cause of frustration among the local leaders and program operators.

5. One of the very interesting features noted in practically every village visited by the study team, was the high demand by the poorest section of the population, particularly the landless, for a low cost rice substitute. Rice is the main, if not the only, staple of Indonesia. The principal commodity made available to Indonesia under Title II is bulgur wheat. Interestingly enough, this commodity was recognized by the recipients of food aid, as a suitable rice substitute from the very start of the program and its demand grew immensely. The perceived market value of bulgur is about one-third that of rice. Coincidentally, the perceived market value was found to be close to the C.C.C. price in the USA.

Bulgur is prepared the same way as rice. Indonesia is a large producer of rice, but production has been below the need for most of the past 25 years (one million tons are being imported during

the current year). Due to the increase in population, principally in the Island of Java, and the scarcity of land for rice cultivation, rice is becoming more and more a scarce and expensive commodity. The acceptance of a low-cost wheat-based rice substitute, or rice expander, by the poorest segment of the population, principally the tens of millions of landless, could yield enormous economical and nutritional benefits.

6. The popularity among Indonesians of village-based credit services run by the community is well known. There is a strong propensity for saving, even among the lowest income group. The rate of default on loans seems to be one of the lowest in the world. The attitude the Indonesians have toward small scale credit and saving services, and their ability of putting into productive use any small loan they succeed in procuring, is without doubt an important factor to be exploited for the improvement of the standard of living of the very poor.

The study team was able to observe that food aid was employed as a successful incentive for the participation in the saving and credit service. It is a general practice in the Title II world to elicit from the recipients a cash contribution to cover the logistic and other costs of the program. Usually the cash contribution is equivalent to a small percentage of the perceived market value of the commodities. When the Title II MCH program is associated with a saving and credit service, as in the case of Indonesia, the cash contribution elicited is increased and the increment saved to build a fund which will serve as a principal for small loans to the program participants. It has been found that this is a very innovative and productive practice and a strong recommendation is made for the expansion to a larger number of villages where food aid may be the only available means for generating capital for household and community development.

## ANNEX IV: INCOME GENERATION

### A. CASE STUDIES

#### CASE STUDY 1

Village : Ngrejo (pilot center)  
Sub-district : Bakung  
District : Blitar  
Province : East Java  
Counterpart involved : LKD

The district of Blitar consists of two distinct areas: the north which is characterized by fertile plains and the south which is characterized by rocky, semi-arid hills and mountains. Ngrejo is in the southern half of Blitar. Since the rains have not come, the fields have not all been planted. Ngrejo's 2,230 people derive their income from farming rice, corn, and sweet potatoes.

The commercial center (ibu kota) of Blitar regency is a two hour drive away. The minibuses that come to Ngrejo charges Rp.1,000 for a return fare. A village market is open once every five days and within a short distance from the village hall are two small general stores. Another general store run by the PKK is located in the next block adjacent to the PKK office.

Two and a half kilometer away from the village center is the sub-district center where a Bank Rakyat Indonesia (BRI) branch office is located. According to the camat's wife, two families have applied and received loans from the Kredit Mini program of the BRI. These two families own the two general stores in the village. Another formal source of credit for the village is the Kredit Candak Kulak program, a sub-district based program. Sixteen families engaged in small trading have received loans.

The Food and Nutrition Program has 262 participants with 14 pregnant women, 55 lactating women and 193 underfives. The village has three weighing centers to cover the 3 sub-village areas (dukuh). About three months ago, the mothers participating in the FNP were organized into seven "work groups" consisting of 20-25 members each. Geographic considerations were used as the main criterion for the grouping. Each group chose a group leader (ketua), and a secretary (sekretaris) from among themselves. The purpose of the work groups is to start a chosen economic activity which would help earn some income.

One group, composed of 27 members made detergent, commonly referred to in the village as "Wing". The members contributed Rp.100 each to raise the initial capital. The only ingredient needed is a mix which can be bought in the markets of Blitar regency, two hours away. One recipe costs Rp.2650. The process involves adding water to the mix and stirring it until a creamy mixture appears. The detergent is then placed into individual plastic bags or containers and sold to the members. One recipe can produce approximately 20 bags which are sold for Rp200 each. The sales revenues are then used for the next production cycle.

The group meet once a month for their work group activity.

Another group composed of 21 members contributed Rp.125 each to start a shampoo-making business. One shampoo recipe costs Rp.800. Other materials needed per recipe are 3 tablespoons of salt, five glasses of hot water, and firewood to heat up the mixture. The process from start to finish takes half an hour. The resulting eight bottles of shampoo are sold for Rp.200 each to the members.

Another group of six women made noodles. These women learned the skill from a PKK-sponsored workshop. Last year, the PKK of Ngrejo was awarded a Rp.27,500 noodle maker for winning second place in the annual National PKK contest. The machine is lent to whoever needs it. The only ingredients necessary for making noodles are flour and eggs. One kilo of flour at Rp.400/kilo and one egg at Rp.100 each can produce 1 1/4 kilo of noodles which can sell for Rp.750. The flour and egg is first mixed into a dough and passed through the noodle machine several times until it is thin enough to be cut. The cut noodles are then boiled and dried in the sun. Most of the noodles are bought by the members themselves and any surplus is sold on consignment at the PKK store.

The groups expressed the need to raise more capital and to learn other skills. They have also started within their groups a simpan-pinjam (revolving savings and credit) by collecting monthly dues of Rp.50 per member per month.

Other women in the village were involved in income earning activities on an individual basis. Many are traders who bring goods from outside the village or market farm produce from the village to other areas. There are those who sew and embroider coasters, pillowcases, and tablecloths which they try to sell at the annual PKK exhibit in the sub-district center. One woman made bamboo baskets of all sizes and designs. She bought her bamboo supply in the village. One long bamboo pole costs Rp500. With one pole she can weave five baskets (12 in x 12 in x 12 in.) in three days. She would then sell her baskets at the village market for Rp250 each.

Exact profit figures were difficult to determine because books were either non-existent (in the case of individual activities), inaccurate, or inaccessible (in the case of group activities).

## CASE STUDY 2

Village : Sikasur (pilot center)  
Sub-district : Balik  
District : Pemalang  
Province : Central Java  
Counterpart involved : YSS

Sikasur is a swakarya village located at the foot of a mountain range south of Pemalang. It is 2 1/2 hours away from the regency center (ibu kota Pemalang). Paved roads connect the village to the regency center, but dirt roads are used within the boundaries of the village itself. The village is fortunate to have a year long supply of water. Within walking distance of the village are waterfalls, creeks, a lake and natural springs. Most of the rice fields are irrigated resulting in three harvests of rice per year. There is also piped (actually, hosed) water from a mountain spring which leads to most of the houses. Fruit trees abound such as mango, coconut, jackfruit, banana.

The nearest market is located in the adjoining village one and a half kilometers away and is open three times a week. However, in Sikasur itself, there exists a lot of small retail stores and the Bu Lurah estimated that there are 15 such stores in the village center.

Sikasur has a bigger population than most villages in Java. Its population of 6862 people or 1,020 households are divided into three dukuh. The Food and Nutrition Program in Sikasur started in January 1983, and currently has 390 families participating in it. The attendance rate of the monthly UPGK/BKKBN weighing sessions doubled as a result of the food input of the FNP. Each participant contributes Rp.150 for the ration of 3 kg bulgur and 3 kg milk.

A group of ten mothers, some of whom are FNP participants, have supposedly started a sewing and dressmaking business. They "borrowed" some money from the center funds (an accumulation of the contributions of mothers in exchange for food) and the PKK. Samples of ready-made uniforms for school children, tablecloths, embroidered clothing and pillowcases were shown. According to the Bu Lurah, the group is active only when it receives orders for the ready-made items. Unfortunately, the infrequent orders do not ensure a continuous work schedule. The same group also makes krupuk (chips) of soybeans. This was started three months ago.

Five kilos of krupuk have been made and these are being sold on consignment at the village stores. The skills of sewing and krupuk-making were taught by Bu Suyati who is the wife of the village teacher and also head of the nutrition cadre. So far, profits have not been counted because the produced items have not yet been sold or paid for.

It appears that the village PKK has relatively more access to government resources because the village has been designated as a pilot village of the government P2WKSS program (a program to increase the role of women in all aspects of national

development). It was given Rp.112,700 to develop a village program. The Department of Cooperatives has scheduled a training for cooperative development on November 14 for the PKK. In the past, ten families were trained in fishpond care by the Department of Fisheries and were given fishlings. Only three families have continued to raise fish.

The KESRA office who manages the FNP in Pemalang is taking a cautious stand on the income-generating component of the FNP. It wishes to undertake a survey of all profitable income-producing activities in the villages of Pemalang and then decide which ones to support and promote. It is therefore watching the experience of the group in Sikasur carefully.

### CASE STUDY 3

Village : Kawedusan (pilot center)  
Sub-district : Kebumen  
District : Kebumen  
Province : Central Java  
Counterpart : YSBS

The village of Kawedusan lies in the fertile plains of northern Central Java. It is strategically located along the highway that connects Cilacap, a booming industrial city, with Jogjakarta, another growing city and center of education and culture for Central Java. Along this highway, and a short distance from the village are private factories that produce roof tiles from the clay found in the area. Another advantage of Kawedusan is its proximity to the ibu kota of Kebumen district where factories producing candies, plasticware and noodles employ many of the young, unmarried residents of the villages who work as unskilled or semi-skilled laborers.

The main source of income for Kawedusan's 1,469 residents is rice farming. Village records also show that the village has 127 clove trees, 987 coconut trees, 554 citrus trees, and some coffee plants. Some of the women are small traders who transport and market farm produce from village to village or from village to the city. The nearest market is half a kilometer away in the district's ibu kota. A Bank Rakyat Indonesia branch and a Bank Negara Indonesia branch are within walking distance of the village hall.

In the past, the Department of Fisheries trained some of the farmers in fresh water fisheries and gave them fishlings to start fishpond operations. However, the fishponds have dried up and are not being used. According to the village headmen, many families want to try raising fish again because it is a profitable business. The Department of Animal Husbandry (Peternakan) is actively helping a family who has a poultry business and it has also assisted three families in rabbit-raising.

The Food and Nutrition Program in this village began in February 1980, three months after the UPGK/BKKBN nutrition program had started. Five men and two women have been selected as nutrition kader. The alleged reason for the inclusion of men as kader is because it is difficult to find "literate" women who are capable of the heavy work involved. According to the kader, the attendance rate at the weighing sessions doubled as a result of the Food and Nutrition Program's additional food resource.

The 561 participants of which 397 are children under five are divided into 5 weighing groups. Also, two groups of women have started income-generating activities. One makes detergent, the other makes tempe.

The tempe-making group which started in early October is composed of 21 members. The group received Rp5,500 from the center's funds (Kas Pos) to start the business. With this as initial capital, they bought:

10 kilos of soy beans at Rp450 a kilo	Rp4,500
dahun, minyak, and yeast for fermentation	Rp1,000
Total	Rp5,500

(The transportation cost of Rp100 and the firewood necessary for the processing are expenses that were not considered). The process of tempe-making takes 2-3 days. Four to five members take turns helping in the processing. The ten kilos of soy beans produced 600 little pieces of tempe wrapped individually with banana leaves and priced at Rp10 per piece. The tempe is sold to the members or placed in the group's secretary's house to be sold to other village residents. Whatever profits are derived from the sale are used for buying snacks for the members during the group meetings.

The members also have monthly dues of Rp25 per member per month. The amount collected so far was used to purchase other commodities such as bathsoap, sugar, and toothpaste and sold to members. It was difficult to distinguish the exact nature of the "business" and whether and how much private funds merge with group funds because entries in the cash book were either confusing or did not reflect what was said during the interviews.

## ANNEX IV B.

## SUMMARY OF PROJECTION TABLES I-IV: ASSUMPTIONS AND CONCLUSIONS

(PART 1)

	TABLE I	TABLE II	TABLE III	TABLE IV
<u>Description</u>	Only initial capital revolves in the system for 5 consecutive years	Revolving fund increases by 1% every month for 5 consecutive years	Revolving fund increased by 3.5% every month for 4 consecutive years; only built up capital revolves in system during fifth year	Revolving fund increases by 3.5% every month for 4 consecutive years and by 2% in the fifth year
<u>Assumptions</u>				
- initial capital	Rp 700,000 loan assistance	same	same	same
- additional capital	Rp 700,000 loan assistance on the thirteenth month of operation	same	same	same
- monthly surcharge	Total 2.5% of loan principal divided into: 1.5% for Village Nutrition Fund, 2% for Administrative costs, 3% for Equity Shares and Capital Preservation	same	same	same
- loan period	5 Months	same	same	same
- frequency of repayment	Monthly installments	same	same	same
- non-repayment rate	1% per loan cycle or 3%/month	10% per loan cycle or 2%/month	15% per loan cycle or 3%/month	5% per loan cycle or 1%/month
- other monthly expenditures	Entire 2% designated for administrative costs expended every month - entire 1.5% designated for Village Nutrition Fund expended every month - entire 3% designated for Equity Shares and Capital Preservation replaces 3% monthly bad debt rate	- same  - same  - only 1% is expended to replace 1% monthly bad debt rate	2% administration fund is not expended for 4 years but is expended in fifth year - 1.5% Village Nutrition Fund is not expended for 4 years but is expended in 5th year - 3% is expended to replace 3% monthly bad debt rate for full 5 years	- same  - same  - 1% expended to replace 1% monthly bad debt rate for full 5 years

## (PART 2)

	TABLE I	TABLE II	TABLE III	TABLE IV
<u>Conclusions</u>				
Cumulative Total of Loans Made:				
- in Year One	Rp 3,111,200	Rp 3,740,600	Rp 4,302,800	Rp 5,183,400
- in Year Two	Rp 5,510,700	Rp 8,752,600	Rp12,015,400	Rp 18,458,600
- in Year Three	Rp 5,601,700	Rp12,474,600	Rp22,555,000	Rp 45,337,700
- in Year Four	System stabilizes at Rp 5,601,600 loans per year for years 4 and 5	Rp18,337,500	Rp43,580,200	Rp134,040,500
- in Year Five		Rp26,561,700	Rp53,723,200	Rp235,703,700
- Amount of Village Nutrition Fund* Collected on:				
- Month 12	Rp17,115	Rp 22,735	Rp 27,830	Rp 35,506
- Month 24	Rp34,620	Rp 56,760	Rp 82,305	Rp 134,641
- Month 36	Rp35,010; (this figure remains the same thru months 37,60 due to the stabilization of system	Rp 84,047	Rp155,562	Rp 367,024
- Month 48		Rp123,555	Rp307,711	Rp 557,125
- Month 60		Rp181,670	Rp336,575	Rp1,552,352
*To calculate VM on any given month	Multiply L by (1.5% x 5 months)	$\frac{L}{1+(2\% \times 5)} (1.5\% \times 5 \text{ month})$	Years 1-4: $\frac{L}{1+(3.5\% \times 5)} (1.5\% \times 5 \text{ month})$ Year 5: $L (1.5\% \times 5 \text{ month})$	Years 1-4: $\frac{L}{1+(5.5\% \times 5)} (1.5\% \times 5 \text{ month})$ Year 5: $\frac{L}{1+(2\% \times 5)} (1.5\% \times 5 \text{ month})$

**TABLE 1: A FIVE YEAR PROJECTION OF LOAN AND REPAYMENT FIGURES FOR A REVOLVING CREDIT SYSTEM IN WHICH THE ENTIRE 6.5% TOTAL SURCHARGE COLLECTED MONTHLY IS WITHDRAWN FROM THE SYSTEM (Rp 000)**

	Year 1	Year 2	Year 3	Year 4	Year 5
	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>
<u>Month:</u> 1.	700 <sup>1)</sup>	532.1 <sup>3)</sup>	465.5	466.8	466.8
2.	140 <sup>2)</sup>	374.1	467.5	"	"
3.	168	402.3	467.8	"	"
4.	201.6	435	466.9	"	"
5.	241.5	474.3	465.9	"	"
6.	290.3	523.6	466.8	"	"
7.	203.4	441.9	467.1	"	"
8.	222.1	455.5	467	"	"
9.	232.9	466.1	466.8	"	"
10.	239.2	472.3	466.8	"	"
11.	238.6	471.9	466.8	"	"
12.	228.2	461.6	466.8	"	"
<u>Total:</u>	3111.2	5910.7	5601.7	5601.6	5601.6

- 1) Rp 700,000 loan received from CRS reloaned to participants in Nutrition Program.
- 2) For the balance of Year 1, loans in each month equal payments made that month.
- 3) Loans made from funds available from CRS (Rp 700,000) plus repayments. For the balance of months projected, all loans are made from repayments.

TABLE II: A FIVE YEAR PROJECTION OF LOAN AND REPAYMENT FIGURES  
IN WHICH OF THE TOTAL 6.5% MONTHLY SURCHARGE COLLECTED,  
4.5% IS WITHDRAWN FROM THE SYSTEM (Rp 000)

	Year 1	Year 2	Year 3	Year 4	Year 5
	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>
Month: 1.	700 <sup>1]</sup>	1049.2 <sup>3]</sup>	864.5	1272.5	1871.4
2.	154 <sup>2]</sup>	517.1	855.2	1314.4	1932.5
3.	187.5	563.2	924.7	1357.3	1995.6
4.	229.2	615.6	953.7	1401.6	2060.7
5.	279.2	677.3	983.5	1447.4	2128
6.	341.1	752.9	1016.7	1494.6	2197.5
7.	262.1	687.7	1050.2	1543.4	2269.3
8.	285.9	725.2	1084.3	1593.7	2343.3
9.	307.5	760.8	1119.4	1645.7	2419.8
10.	324.8	792.8	1155.5	1699.4	2498.8
11.	334.8	818.2	1193.8	1754.9	2580.3
12.	333.5	832.6	1232.7	1812.2	2664.5
Total:	3740.0	8792.6	12474.6	18337.5	26961.7

- 1] Rp 700,000 loan received from CRS reloaned to participants in Nutrition Program.
- 2] For the balance of Year 1, loans in each month equal repayments made that month.
- 3] Loans made from funds available from CRS (Rp 700,000) plus repayments. For the balance of months projected, all loans are made from repayments.

TABLE III: A FIVE YEAR PROJECTION OF LOAN AND REPAYMENT FIGURES  
 IN WHICH OF THE TOTAL 6.5% MONTHLY SURCHARGE COLLECTED,  
 3% IS WITHDRAWN FROM THE SYSTEM FOR FOUR YEARS AND 6.5%  
 IN THE FIFTH YEAR (Rp 000)

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>
Month: 1.	700 <sup>1]</sup>	1166 <sup>3]</sup>	1367.4	2640.4	4334.3
2.	164.5 <sup>2]</sup>	655.6	1447.1	2788.5	4426.6
3.	203.2	726.5	1529	2945.8	4453.8
4.	251	802.3	1613.7	3111.5	4528.4
5.	310	890.7	1702.9	3286.5	4521.3
6.	382.9	957.5	1800.1	3471.4	4461
7.	303.4	957.5	1901.8	3666.6	4486.3
8.	342.2	1028	2008.6	3872.9	4458.3
9.	374.8	1098.9	2121.3	4090.7	4455.2
10.	403.9	1168.6	2240.6	4320.8	4453.3
11.	425.9	1233.9	2366.7	4563.9	4487.7
12.	436	1289.5	2499.8	4820.8	4453
Total:	4302.8	12019.4	22599.0	43580.2	53723.2

- 1] Rp 700,000 loan received from CRS realoaned to participants in Nutrition Program.
- 2] For the balance of Year 1, loans in each month equal repayments made that month.
- 3] Loans made from funds available from CRS (Rp 700,000) plus repayments. For the balance of months projected, all loans are made from repayments.

TABLE IV: A FIVE YEAR PROJECTION OF LOAN AND REP. PAYMENT FIGURES FOR A REVOLVING CREDIT SYSTEM IN WHICH OF THE TOTAL 6.5% MONTHLY SURCHARGE COLLECTED, ONLY 1% IS WITHDRAWN FROM THE SYSTEM FOR FOUR YEARS AND 4.5% IN THE FIFTH YEAR (Rp 000)

	Year 1	Year 2	Year 3	Year 4	Year 5
	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>	<u>Loans</u>
Month: 1.	700 <sup>1]</sup>	1369.9 <sup>3]</sup>	2454	6781.2	15894.8
2.	178.5 <sup>2]</sup>	909.9	2714	7370.1	16719.1
3.	224	1019.4	2950.3	8010.3	17492.6
4.	281.1	1143.9	3204.9	8706.1	18184
5.	352.8	1288.6	3481.3	9462.2	18753.3
6.	443	1461.5	3785.3	10284.1	19149.7
7.	377.5	1484.9	4114.6	11177.3	19865.7
8.	428.3	1631.5	4471.7	12148.1	20558.1
9.	480.4	1787.6	4859.7	13203.3	21232.5
10.	531	1951.7	5281.7	14350.1	21903.2
11.	576.4	2120.8	5740.8	15596.5	22596.2
12.	610.4	2288.9	6239.4	16951.2	23354.5
<u>Total:</u>	5183.4	18458.6	49337.7	134040.5	239703.7

- 1] Rp 700,000 loan received from CRS reallocated to participants in Nutrition Program.
- 2] For the balance of Year 1, loans in each month equal repayments made that month.
- 3] Loans made from funds available from CRS (Rp 700,000) plus repayments. For the balance of months projected, all loans are made from repayments.

## ANNEX V. BUDGET NARRATIVE

The enclosed budget is intended as guide for the preparation of CRS/Indonesia's project proposal which will be prepared and submitted after the final draft of the Redesign Study is reviewed and studied. This estimated budget was prepared using available financial data from CRS/Indonesia records. The final budget proposal will be based on the detailed project proposal and therefore changes can be expected. In this regard, it should be noted that during this preliminary budget exercise, the counterparts (the primary implementors) were not consulted as they will be in the final budget.

The form of the final budget will also vary as it is planned to divide the preliminary budget into two separate proposals - one for the Title II Program and one for Income Generation. However, this preliminary budget gives a fairly accurate overview of what can be expected in the final proposals.

The budget is divided into one transition period which ends on September 30, 1984 and the following five fiscal years. The financial requirements for the 6 year period total US \$61,955,233. Of this amount, 70% is the estimated value of the PL-480 commodities, freight included. Therefore, in-country cash requirements are 30% of the total amount or approximately US \$18,600,000. It should be noted that a significant portion of the in-country cash requirements are met by in-kind contributions. In particular, center personnel do not receive salaries, only small honorarium. The salary items shown for these individuals are intended to give a value to the village contribution.

Of the in-country cash requirements of \$18,600,000, approximately 87% can be met by CRS, the local counterparts and the recipients. This leaves an amount of approximately \$2,400,000 still needed. It is suggested that this amount be met by monetizing a portion of the PL480 commodities. If this is done, actual financial inputs required will be \$59,555,233 rather than \$61,955,233.

Monetization is made possible if CRS decides not to expand the FFW recipient level in Java as originally planned but leaves it at the current level of 100,000. This action will make available 3,420 mt for monetization. CRS can monetize a portion of the 3,420 mt to meet their financial needs and the remaining tonnage can be used to expand FFW activities in the Outer Islands as suggested earlier in the report. It should be noted that the inland transportation costs estimated in the budget assumes that 2,250 mt will be monetized and hence will not be transported inland to recipients.

If monetization is approved, it should take place the year before the funds are required. Therefore, in FY 1984, commodities should be monetized to cover FY'84 and FY'85 expenses, in FY'85 monetize for FY'86, etc. This will assure that funds are available when needed.

Monetization offers the best solution to meet the financial needs as it will not require any additional funding from USAID. It will make use of the already available Title II commodities. Applying for a grant such as an OPG is a long process and with the stiff competition for available funds, grant approval for such a large amount could be difficult.

B U D G E T

I T E M	TRANSITION YEAR	YEAR I	YEAR II	YEAR III	YEAR IV	YEAR V	TOTAL
A. PL 480 Commodities (5% Annual Increase)	6,672,000	6,672,000	7,005,600	7,355,880	7,723,674	8,109,858	43,539,012
B. Clearing & Storage (10% Annual Inflation)	308,400	354,660	407,859	469,037	539,393	620,302	2,699,651
C. Inland Transport (15% Annual Increase)	297,600	342,240	393,567	452,612	520,504	598,580	2,605,103
D. Salaries (15% Annual Increase)							
CRS	55,020	71,520	82,248	94,585	108,773	125,089	537,235
Consultant (FFW)	15,000	30,000	30,000	-	-	-	75,000
Counterparts	125,280	144,072	165,682	190,535	219,115	251,983	1,096,667
Centers	601,800	692,070	795,880	915,262	1,052,552	1,210,435	5,267,999
	<u>797,100</u>	<u>937,662</u>	<u>1,073,810</u>	<u>1,200,382</u>	<u>1,380,440</u>	<u>1,587,507</u>	<u>6,976,901</u>
E. Travel/Per Diem							
CRS	57,600	72,000	82,800	95,220	109,503	125,928	543,051
Counterpart	51,840	64,800	74,520	85,698	98,552	113,336	488,746
F. Training	31,425	49,320	39,880	77,145	93,565	100,955	392,290
G. Equipment/Materials	15,000	290,780	81,972	94,265	108,405	124,670	715,092
H. Office Expenses	383,400	426,000	489,900	563,385	647,890	745,075	3,255,650
I. Income Generation							
Capital Fund	16,100	37,100	49,000	56,000	56,000	70,000	284,200
Tree Planting	11,500	26,500	35,000	40,000	40,000	50,000	203,000
Special Projects	10,000	10,000	10,000	10,000	10,000	10,000	60,000
Information Network	5,000	5,000	5,000	5,000	5,000	5,000	30,000
Consultant	15,000	30,000	30,000	-	-	-	75,000
Skills Training	10,000	11,500	13,225	15,208	17,490	20,114	87,537
	<u>67,600</u>	<u>120,100</u>	<u>142,225</u>	<u>126,208</u>	<u>128,490</u>	<u>155,114</u>	<u>739,737</u>
<b>GRAND TOTAL</b>	<b>8,681,965</b>	<b>9,329,562</b>	<b>9,792,133</b>	<b>10,519,832</b>	<b>11,350,416</b>	<b>12,281,325</b>	<b>61,955,233</b>

TRANSITION YEAR

A. PL 480 Commodities

Bulgur	15,060 MT x 320/MT	4,819,200	
FFW	128,750 x 8 x 12 = 12,360 MT		
FNP	75,000 x 3 x 12 = 2,700 MT		
NFDM	5,790 MT x \$ 320/MT	1,852,800	
FFW	128,750 x 2 x 12 = 3,090 MT		6,672,000
FNP	75,000 x 3 x 12 = 2,700 MT		=====

B. Clearing/Storage

Inclearing	18,600 MT x \$ 14/MT	260,400	
Storage	4,000/MT x 12 mo.	48,000	308,400

C. Inland Transport

	18,600 MT x \$ 1.6/MT		297,600
--	-----------------------	--	---------

D. Salaries

1) CRS/Indonesia

FNP

3 - Supervisors			
1 - \$ 400 x 12 mo.	4,800		
2 - \$ 400 x 6 mo.	4,800		
1 - Statistician 400 x 6 mo.	2,400		
1 - Secretary 300 x 6 mo.	1,800	13,800	
	<u>          </u>		

FFW

1 - Technical Consultant	15,000		
1 - Technical Advisor \$ 450 x 6 mo.	2,700		

Logistics

1 - Supervisor			
\$ 450 x 12 mo.	5,400		
2 - Shipping Officers			
\$ 320 x 12 mo. x 2	7,680		
5 - Field Reviewers			
\$ 320 x 12 mo. x 5	19,200		
1 - Document Expeditor			
\$ 220 x 12 mo.	2,640		
1 - Secretary			
\$ 300 x 12 mo.	3,600	38,520	70,020
	<u>          </u>	<u>          </u>	

(minus consultant = 55,020)

2) Counterparts

4 - FNP Supervisors			
\$ 225/mo. x 12 mo. x 4		\$ 10,800	
25 - Assistants			
\$ 115/mo. x 12 mo. x 25		34,500	
6 - Logistic Staff			
\$ 225/mo. x 12 mo. x 6		16,200	
6 - Accountants			
\$ 225/mo. x 12 mo. x 6		16,200	
6 - Secretaries			
\$ 115/mo. x 12 mo. x 6		8,280	
6 - FFW Supervisors			
\$ 225/mo. x 12 mo. x 6		16,200	
4 - Income Generating Supervisors			
\$ 225/mo. x 12 mo. x 6		16,200	
5 - Income Generating Field Workers			
\$ 115/mo. x 12 mo. x 5		<u>6,900</u>	\$ 125,280

3) Centers

1 - Coordinator			
\$ 70/mo. x 12 mo. x 170 centers		142,800	
5 - Assistants			
\$ 45/mo. x 12 mo. x 5 x 170 centers		<u>459,000</u>	<u>\$ 601,800</u>
	GRAND TOTAL SALARIES		<u>\$ 797,100</u> =====

E. Travel/Per Diem

1. CRS (6 Staff for 12 mo. and 4 new staff for 6 mo.  
= total 8 staff for 12 mo.)

Air Fare	\$ 150 x 12 mo. x 8	=	14,400	
Local Trans.	\$ 5 x 15 day x 12 mo. x 8	=	7,200	
Per Diem	\$ 25 x 15 day x 12 mo. x 8	=	36,000	\$ 57,600
			<u>          </u>	<u>      </u>

2. Counterpart (16 travelling Staff)

Transport	\$6/day x 15 day x 12 mo. x 16	=	17,280	
Per Diem	12/day x 15 day x 12 mo. x 16	=	34,560	\$ 51,840
			<u>          </u>	<u>      </u>

F. T r a i n i n g

1. CRS/Counterpart Annual Seminar (25 participants)

Air Fare	\$ 150 x 25	=	3,750	
Lodging	30/day x 4 day x 25	=	3,000	
Per Diem	20/day x 4 day x 25	=	2,000	
Materials			700	
Conference Room	150/day x 4 day	=	600	
O t h e r			100	\$ 10,150
			<u>          </u>	

2. FNP Training - CRS/Senior C.P. Staff (30 participants)

Air Fare	\$ 150 x 30	=	4,500	
Lodging	30 x 5 day x 30	=	4,500	
Per Diem	20 x 5 day x 30	=	3,000	
Lecturer	50/day x 5 day	=	250	
Materials			700	
Conference Room	150/day x 5 day	=	750	
O t h e r			100	\$ 13,800
			<u>          </u>	

3. FFW Seminar - CRS/Senior C.P. Staff (15 participants)

Air Fare	\$ 150 x 15	=	\$ 2,250	
Lodging	\$ 30 x 5 day x 15	=	2,250	
Per Diem	\$ 20 x 5 day x 15	=	1,500	
Lecturer	\$ 50/day x 5 day	=	250	
Materials			700	
Conference Room	\$ 150/day x 5 day	=	750	
O t h e r			100	\$ 7,800
			<u>          </u>	

(FFW Seminar every 2 yr. beginning year 1)

4. Special Development Training - C.P. Staff

10 Staff x \$ 250	
including transport, tuition, lodging (1 month)	\$ 2,500

5. Income Generating Activity Training - CRS/Senior C.P. Staff  
(15 participants)

Air Fare	\$ 150 x 15	=	\$ 2,250	
Lodging	\$ 30 x 6 day x 15	=	2,700	
Per Diem	\$ 20 x 6 day x 15	=	1,800	
Lecturer	\$ 50/day x 6 day	=	300	
Materials			700	
Conference Room	\$ 150 x 6 day	=	900	\$ 8,650
			<u>          </u>	

Notes:

- (year 1 and year 4 only)
- (year 4, 24 participants + 30% inflation = \$ 16,510)

## 6. Kader Training

### a. Initial Nutrition Course (25 participants)

Food	Rp 700/day x 5 day x 25	=	Rp 87,500	
Lecturer	Rp 25,000/day x 5 day	=	125,000	
Materials			75,000	
Transport	Rp 500 x 5 day x 25	=	62,500	
O t h e r			25,000	
			<hr/>	
			Rp 375,000	
		=	\$ 375 per course	

Transition year 7 courses x \$ 375      \$ 2,625

### b. Refresher Nutrition Course (25 participants)

Same as above but for 3 days = \$ 265/course

Transition year 4 courses x \$ 265      \$ 1,060

### c. Income Generating Activity Course (25 participants)

Same as above but for 6 days = \$ 430/course

Transition year: 3 courses x \$ 430      \$ 1,290

TOTAL TRAINING      \$ 31,425  
=====

G. Equipment & Materials

Development GSS Grading System \$ 15,000  
-----

H. Office Expenses

1. CRS

Occupancy \$ 16,200  
Stationary etc. 18,000 \$ 34,200  
-----

2. Counterpart

Occupancy 720/mo x 6 CP x 12 mo. \$ 51,840  
Office Exp. 1,350/mo x 6 CP x 12 mo. 97,200  
Equipment 9,000  
Vehicle Maintenance \$ 7,740/yr x 6 CP 46,440  
Motorcycle Maintenance 2,700 x 6 16,200 \$ 220,680  
-----

3. Centers

Occupancy 27/mo x 12 mo. x 170 \$ 55,080  
Stationary etc. 36/mo x 12 mo. x 170 73,440 \$ 128,520  
-----

TOTAL OFFICE \$ 383,400  
=====



YEAR I

PL 480 COMMODITIES (including freight costs)

A.	BULGUR	15,060 MT	x	\$320/MT	=		\$ 4,819,200	
	FFW	128,750	x	3	x	12 = 12,360 MT		
	FNP	75,000	x	3	x	12 = 2,700 MT		
	NFDM	5,790 MT	x	\$320/MT	=		<u>\$ 1,852,800</u>	<u>\$ 6,672,000</u> *****
	FFW	128,750	x	2	x	12 = 3,090 MT		
	FNP	75,000	x	3	x	12 = 2,700 MT		
B.	CLEARING & STORAGE							
	Inclearing	18,600 MT	x	\$16.10/MT	=		\$ 299,460	
	Storage	\$4,600/mo.	x	12 mo.	=		<u>55,200</u>	<u>\$ 354,660</u> *****
C.	INLAND TRANSPORT							
		18,600 MT	x	\$18.40/MT	=			<u>\$ 342,240</u> *****

D. SALARIES

1) CRS/Indonesia

FNP

3 - Nutrition Supervisors	\$400/mo. x 12 mo. x 3	\$ 14,400	
1 - Statistician	\$400/mo. x 12 mo.	4,800	
1 - Secretary	\$300/mo. x 12 mo.	3,600	\$ 22,800
		<u>3,600</u>	

FFW

1 - Technical Consultant	Salary \$ 20,000	\$ 30,000	\$ 30,000
	Housing \$ 10,000		
1 - Technical Advisor	\$400/mo. x 12 mo.	\$ 4,800	\$ 4,800
		<u>4,800</u>	

Logistics

1 - Supervisor	\$450/mo. x 12 mo.	\$ 5,400	
2 - Shipping Officers	\$320/mo. x 12 x 2	7,680	
5 - Field Reviewers	\$320/mo. x 12 mo. x 5	19,200	
1 - Document Expediator	\$220/mo. x 12 mo.	2,640	
1 - Secretary	\$300/mo. x 12	3,600	\$ 38,520
		<u>3,600</u>	

Income Generating Activities

1 - Manager	\$450/mo. x 12 mo.	\$ 5,400	\$ 5,400
		<u>5,400</u>	

2) Counterparts		
Same as transition year + 15%		\$ 144,072
3) Centers		
Same as transition year + 15%		\$ 692,070
		<hr/>
	TOTAL SALARIES	\$ 937,662
		<hr/> <hr/>

(Years 2-5 add 15% - Salary divided as follows:  
CRS 6%, Counterpart 13%, Centers 75%,  
Monetization 22% based on first two years figures)

E. Travel/Per Diem

1. CRS (10 staff travelling)

Air Fares 150/mo x 12 mo x 10	18,000
Local Trans. 5/day x 15 day/mo x 12 mo x 10	9,000
Per Diem 25/day x 15 day/mo x 12 mo x 10	45,000

72,000

2. Counterpart

Transport 6/day x 15 days x 12 mo x 20	21,600
Per Diem 12/day x 15 day x 12 mo x 20	43,200

64,800

F. Training

1. CRS/Counterpart Annual Seminar (25 participants)

Air Fare \$ 150 x 25	3,750
Lodging 30/day x 4 day x 25	3,000
Per Diem 20/day x 4 day x 25	2,000
Materials	700
Conference Room 150/day x 4 day	600
Other	100

10,150

2. Nutrition Training CRS staff/Senior CP staff

Air Fare 150 x 30 participants	4,500
Lodging 30 x 5 day x 30	4,500
Per Diem 20 x 5 day x 30	3,000
Lecture 50/day x 5 day	250
Materials	700
Conference Room 150/day x 5 day	750
Other	100

13,800

3. CRS Staff/Senior CP Staff (FFW) 15 participants, 5 days

Air Fare \$ 150 x 15	2,250	
Lodging 30 x 5 day x 15	2,250	
Per Diem 20 x 5 day x 15	1,500	
Lecturer 50/day x 5 day	250	
Material	700	
Conference Room 150/day x 5 day	750	
Other	100	
	<hr/>	7,800

4. Special Development Training for CP Field Staff

10 staff x \$ 250 per staff incl. tuition, transport, lodging for 1 month	\$ 2,500
--	----------

5. Income Generating Activity Training CP staff

15 participants, 6 days		
Air Fare \$ 150 x 15	2,250	
Lodging 30 x 6 days x 15	2,700	
Per Diem 20 x 6 days x 15	1,800	
Lecturer 50/day x 6 day	300	
Materials	700	
Conference room 150/day x 6	900	
	<hr/>	8,650

(4th year again 24 participants)

6) Kader Training

A. Initial Nutrition Course (25 participants, 5 days)

Food Rp700/day x 5 day x 25	Rp 87,500	
Lecturer Rp25,000/day x 5 day	125,000	
Materials	75,000	
Transport Rp500 x 5 day x 25	62,500	
Other	25,000	
	<hr/>	
	Rp 375,000	
	= \$ 375 x 9 courses	\$ 3,375

B. Refresher Nutrition Course (25 participants, 3 days)

Food Rp700 x 3 day x 25	Rp 52,500	
Lecturer <sup>Rp</sup> 25,000/day x 3	75,000	
Materials	75,000	
Transport <sup>Rp</sup> 500 x 3 day x 25	37,500	
Miscellaneous	25,000	
	<hr/>	
	Rp 264,500	
	= \$ 265 x 5 courses	\$ 1,325

C. Income Generating Course

Food Rp700 x 6 day x 25	Rp 105,000	
Lecturer <sup>Rp</sup> 25,000/day x 6	150,000	
Materials	75,000	
Transport 500 x 6 x 25	75,000	
Miscellaneous	25,000	
	<hr/>	
	Rp 430,000	
	= \$ 430 x 4 courses	\$ 1,720

TRAINING TOTAL      \$ 49,320  
=====

G. EQUIPMENT AND MATERIALS

Office Computer	\$ 25,000	
Weighing Scales \$70 x 250	17,500	
KMS \$80 x 75,000	60,000	
Master Chart \$.10 x 170 ctr x 12 mo. x 4	800	
Books \$2 x 170 ctr x 12 mo.	4,080	
Plastic Covers \$.04 x 75,000	3,000	
Teaching Aids \$5 x 170 x 12	10,200	
KMS flyers (incl. development)	10,000	
Food demo \$5 x 12 mo. x 170 cts	10,200	
10 Vehicles @ \$15,000	150,000	\$ <u>290,780</u>

H. OFFICE EXPENSES

1. CRS

Occupancy	\$ 18,000	
Office Expenses	20,000	\$ 38,000

2. Counterpart

Occupancy 800/CP x 6 CP x 12 mo.	\$ 57,600	
Office Exp. 1,500/mo. x 6 CP x 12 mo.	108,000	
Equipment	10,000	
Vehicle & Maintenance \$8,600 x 6 CP	51,600	
Motorbike & Maintenance \$3,000 x 6 CP	18,000	\$ 245,200

3. Centers

Occupancy 30/mo. x 12 mo. x 170	\$ 61,200	
Stationaries, utilities		
40/mo. x 12 mo. x 170	81,600	\$ 142,800

TOTAL OFFICE \$ 426,000  
=====

I. INCOME GENERATING ACTIVITIES

Capital Fund	\$700 x 53 centers	\$ 37,100	
Tree Planting	\$500 x 53	26,500	
Special Projects		10,000	
Information Network		5,000	
Consultant		30,000	
Skills Training		<u>11,500</u>	\$ 120,100 =====

GRAND TOTAL YEAR I                    \$ 9,329,562  
=====

YEAR 2 - 5

- A. PL 480 Commodities - Annual 5% inflation
- B. Clearing and Storage)
- C. Inland Transport )
- D. Salaries ) Annual 15% inflation
- E. Travel/Per Diem )

F. Training

1. CRS/Counterpart Annual Seminar - Annual 15% inflation.
2. Nutrition Training CRS/Senior CP Staff - Annual 15% inflation.
3. FFW Seminar CRS/Senior CP Staff - Every two years.
4. Special Development Training - Annual 15% inflation.
5. Income Generating Activity Training - 1st year and 4th year includes 15% annual inflation. Plus 4th year Participants increase from 15 to 24.
6. Kader Training
  - a. Initial Nutrition Course - Year 2, 12 courses; year 3, 44 courses; year 4, 44 courses; year 5, 48 courses. Includes also annual inflation 15%.
  - b. Refresher Nutrition Course - year 2, 6 courses; year 3, 13 courses; year 4, 13 courses; year 5, 10 courses. Plus 15% annual inflation.
  - c. Income Generating Course - year 2, 5 courses; year 3, 10 courses; year 5, 7 courses. Plus annual 15% inflation.

G. Equipment/Material

Year 2:

KMS	92 x 16,000	14,720
Master Chart	115 x 170 x 17 mo x 4	938
Books	230 x 170 x 12 mo	4,692
Plastic	046 x 16,000	920
Aids	\$5.75 x 170 x 120 mo	11,730
Flyers (inc. development)		11,500
Demo	5.75 x 12 mo x 170	11,730
Center equip-calculator, scales typewriter, etc.		<u>25,742</u>
		81,972
		=====

years 3 - 5 some as above plus 15% inflation

H. Office Equipment - annual 15% inflation added.

J. Income Generation - as per summary.

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SUMMARY FINANCIAL INPUTS

SOURCE	TRANS. YR.	YEAR I	YEAR II	YEAR III	YEAR IV	YEAR V	TOTAL	%
PL 480	6,672,000	6,672,000	7,005,600	7,355,880	7,723,674	8,109,858	43,539,012	70
C R S	110,826	126,340	145,020	164,703	189,408	217,820	954,117	2
C.P.	982,108	1,200,875	1,299,683	1,490,160	1,713,682	1,970,736	8,657,244	14
RECP.	726,380	884,086	984,218	1,105,692	1,271,873	1,462,656	6,434,905	10
MONE.	190,651	446,261	357,612	403,397	451,779	520,255	2,369,955	4
TOTAL	8,681,965	9,329,562	9,792,133	10,519,832	11,350,416	12,281,325	61,955,233	100

TRANSITION YEAR

I T E M	PL 480	C R S	C.P.	RECP.	MONE.	TOTAL
A. PL 480	6,672,000	-	-	-	-	6,672,000
B. Clearing/Storage	-	-	308,400	-	-	308,400
C. Inland Transport	-	-	297,600	-	-	297,600
D. Salaries	-	47,826	103,623	597,825	47,826	797,100
E. Travel/Per Diem	-	28,800	51,840	-	28,800	109,440
F. Training	-	-	-	-	31,425	31,425
G. Equip/Materials	-	-	-	-	15,000	15,000
H. Office	-	34,200	220,645	128,555	-	383,400
I. Income Generation	-	-	-	-	67,600	67,600
T O T A L	6,672,000	110,826	982,108	726,380	190,651	8,681,965

YEAR I

I T E M	PL 480	C R S	C. P.	RECP.	MONE.	TOTAL
A. PL 480	6,672,000	-	-	-	-	6,672,000
B. Clearing/Storage	-	-	354,660	-	-	354,660
C. Inland Transport	-	-	342,240	-	-	342,240
D. Salaries	-	56,260	121,895	703,246	56,261	937,662
E. Travel/Per Diem	-	36,000	64,800	36,000	-	136,800
F. Training	-	-	-	-	49,320	49,320
G. Equip./Materials	-	-	70,200	-	220,580	290,780
H. Office	-	34,080	247,080	144,840	-	426,000
I. Income Generation	-	-	-	-	120,100	120,100
T O T A L	6,672,000	126,340	1,200,875	884,086	446,261	9,329,562

YEAR II

I T E M	PL 480	C R S	C.P.	RECP.	MONE.	TOTAL
A. PL 480	7,005,600	-	-	-	-	7,005,600
B. Clearing/Storage	-	-	407,859	-	-	407,859
C. Inland Transport	-	-	393,567	-	-	393,567
D. Salaries	-	64,428	139,595	805,357	64,430	1,073,810
E. Travel/Per Diem	-	41,400	74,520	-	41,400	157,320
F. Training	-	-	-	-	39,880	39,880
G. Equip./Materials	-	-	-	12,295	69,677	81,972
H. Office	-	39,192	284,142	166,566	-	489,900
I. Income Generation	-	-	-	-	142,225	142,225
T O T A L	7,005,600	145,020	1,299,683	984,218	357,612	9,792,133

YEAR III

I T E M	PL 480	C R S	C.P.	RECP.	MONE.	TOTAL
A. PL 480	7,355,880	-	-	-	-	7,355,880
B. Clearing/Storage	-	-	469,037	-	-	469,037
C. Inland Transport	-	-	452,612	-	-	452,612
D. Salaries	-	72,023	156,050	900,000	72,309	1,200,382
E. Travel/Per Diem	-	47,610	85,698	-	47,610	180,918
F. Training	-	-	-	-	77,145	77,145
G. Equip/Materials	-	-	-	14,140	80,125	94,265
H. Office	-	45,070	326,763	191,552	-	563,385
I. Income Generation	-	-	-	-	126,208	126,208
T O T A L	7,355,880	164,703	1,490,160	1,105,692	403,397	10,519,832

YEAR IV

I T E M	PL 480	C R S	C.P.	RECP.	MONE.	TOTAL
A. PL 480	7,723,674	-	-	-	-	7,723,674
B. Clearing/Storage	-	-	539,393	-	-	539,393
C. Inland Transport	-	-	520,504	-	-	520,504
D. Salaries	-	82,826	179,457	1,035,330	82,827	1,380,440
E. Travel/Per Diem	-	54,751	98,552	-	54,752	208,055
F. Training	-	-	-	-	93,565	93,565
G. Equip/Materials	-	-	-	16,260	92,145	108,405
H. Office	-	51,831	375,776	220,283	-	647,890
I. Income Generation	-	-	-	-	128,490	128,490
T O T A L	7,723,674	189,408	1,713,682	1,271,873	451,779	11,350,416

YEAR V

I T E M	PL 480	C R S	C.P.	RECP.	MONE.	TOTAL
A. PL 480	8,109,858	-	-	-	-	8,109,858
B. Clearing/Storage	-	-	620,302	-	-	620,302
C. Inland Transport	-	-	598,580	-	-	598,580
D. Salaries	-	95,250	206,375	1,190,630	95,252	1,587,507
E. Travel/Per Diem	-	62,964	113,336	-	62,964	239,264
F. Training	-	-	-	-	100,955	100,955
G. Equip/Materials	-	-	-	18,700	105,970	124,670
H. Office	-	59,606	432,143	253,326	-	745,075
I. Income Generation	-	-	-	-	155,114	155,114
T O T A L	8,109,858	217,820	1,970,736	1,462,656	520,255	12,281,325

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