

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE CLUSA/India Program Development and Support Grant (OPG No. 386-0000-G-00-3024-00)		2. PROJECT NUMBER 498-0251	3. MISSION/AID/W OFFICE USATD/India
		4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>85-4</u>	
		<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>930,000</u> B. U.S. \$ <u>930,000</u>	7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>April 1, 1983</u> To (month/yr.) <u>Sept. 30, 1984</u>	
A. Firm PRO-AG or Equivalent FY <u>83</u>	B. Final Obligation Expected FY <u>86</u>	C. Final Input Delivery FY <u>87</u>		Date of Evaluation Review <u>12/84</u>	

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>The Mid-Term Evaluation indicates substantial and potentially important issues related to technical and monitoring roles to be performed by CLUSA/India.</p> <p>At the request of CLUSA, USAID devised a reporting format and CLUSA agreed to monitor the progress of NDDB's OGCP on a quarterly basis in this format. Issues like CLUSA's Representative's activities/role, sensitivities of OVOW and timeliness in submission of reports still need to be resolved by CLUSA</p> <p>AID/W is requested to resolve the issue relating to reporting of losses for disposal of unfit oil and deposit of sale proceeds into Special Account instead of CCC Account No. 20 FT 401.</p> <p>It is therefore premature at this time to assess the positive impacts and significant benefits to the OGCP through CLUSA's role as a cooperating sponsor. It is recommended that the final evaluation of the Grant be conducted by the first quarter of FY 87 to fully measure the impact of the project.</p>	<p>Mr. Thomas R. Carter, CLUSA/India's Representative</p> <p>Mr. Peter Downs, FVA/FFP/II AID/W</p>	<p>December 1986</p>

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <p><input type="checkbox"/> Project Paper    <input type="checkbox"/> Implementation Plan e.g., CPI Network    <input type="checkbox"/> NONE Other (Specify) _____</p> <p><input type="checkbox"/> Financial Plan    <input type="checkbox"/> PIO/T    _____</p> <p><input type="checkbox"/> Logical Framework    <input type="checkbox"/> PIO/C    <input type="checkbox"/> Other (Specify) _____</p> <p><input type="checkbox"/> Project Agreement    <input type="checkbox"/> PIO/P    _____</p>	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input checked="" type="checkbox"/> Continue Project Without Change</p> <p>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p>
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<p>11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)</p> <p><i>Harry J. Houck</i> Harry J. Houck, Project Officer</p> <p><i>Peter Thormann</i> Mr. Peter Thormann, Mission Evaluation Officer</p>	<p>12. Mission/AID/W Office Director Approval</p> <p>Signature <i>Owen Cylke</i></p> <p>Typed Name Owen Cylke, Director</p> <p>Date August 14, 1985</p>
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CLUSA/India Program Development and Support Grant  
(OPG No. 386-0000-G-00-3024-00)

Project Evaluation Summary (PES) - Part II

13. **SUMMARY:**

CLUSA is required to persuade the NDDB/OVOW on submission of information in the prescribed format; the frequency of site visits by their professional staff needs to be augmented; CLUSA and NDDB should develop "self-sufficiency" models for federation operations; maintain accuracy and timeliness in its monitoring/reporting; if necessary, get the elements of technical assistance incorporated under the Local Support OPG. Also see PP(i)-(iv) of the Mid-Term Evaluation Report.

14. **EVALUATION METHODOLOGY:**

The evaluation was conducted by a two-member team - one provided by CLUSA and one by USAID. CLUSA and USAID files were the principle source of information, supplemented by discussions with CLUSA and USAID officials concerned with the project.

15. **EXTERNAL FACTORS:**

The Grant specifically provides to CLUSA the resources necessary to:

- (a) monitor and evaluate NDDB's on-going Oilseed Growers' Cooperative Project to ensure efficient implementation of the project in achieving targets in production, procurement, storage, processing and marketing of vegoil;
- (b) provide regular in depth analytical reports of progress to USAID;
- (c) provide technical, management, training, monitoring, and evaluation services to NDDB to achieve integrated system of oilseed production, procurement, processing and marketing by the cooperative farmers themselves.; and
- (d) to collaborate with other cooperative activities in India, U.S.A. and elsewhere.

16. **INPUTS:**

CLUSA's responsibilities regarding the OGCP concern three major elements of the project:

- (a) Programming
- (b) Commodities
- (c) Finances

CLUSA collaborates with NDDB and USAID in the Oilseed Growers' Cooperative Project. NDDB is the project authority responsible for implementation. USAID is a U.S. government agency responsible for ensuring that the project is implemented in accordance with U.S. government regulations and policies. CLUSA acts as a cooperative sponsor and has monitoring and reporting responsibilities. At the request of CLUSA, USAID devised a reporting format and CLUSA agreed to monitor and report the progress of OGCP using this format. Issues like CLUSA's Representative's activities/role, sensitivities of OVO and timeliness in submission of reports need to be resolved.

17. **OUTPUTS:**

Utilization of Grant funds has been slower than planned. See table on page 6 of the report. At the end of June 1984, only \$126,873.36 had been spent, which is only 13.6% of the total budget. The position is considerably improved now and the rate of expenditures has gone up. Also see pages 7-23 of the report.

18. **PURPOSE:**

CLUSA has been working with the Indian Cooperative Union since 1954. The major role to be performed is in support of the Indian cooperative movement by mobilizing resources and providing consultants/training in response to request received from Indian cooperatives. Major development projects include technical assistance in National Rural Electric Cooperatives, establishment of Indian Farmers Fertilization Cooperative (IFFCO) and above all, support NDDB's project for restructuring oilseeds and edible oil production and marketing. It is premature to assess the positive impacts and benefits to the OGCP through CLUSA's role as a cooperative sponsor. End of the project status is likely to achieve the targets set under the objectives of the Grant.

19. **GOAL/SUBGOAL:**

As already stated, CLUSA's Representative's activities are focussed on monitoring the NDDB's Oilseed Growers' Cooperative Project. The revision of the Multi Year Operational Plan is under way incorporating the recommendations of the 1983 mid-term evaluation, audit report regulations and initiative of NDDB based on project experience. CLUSA was unable to monitor the OGCP in accordance with the targets laid down in the Multi Year Operational Plan. Accordingly, at the request of CLUSA, a new format was devised, however, full implementation of this format as described above, has yet to take place. CLUSA has also augmented its professional staff to carry out the site visits and district review meetings as planned, but the impact of these inputs is yet to be measured. Also please see pages (i)- (iii) of Findings and Recommendations of the Mid-Term Evaluation report.

20. **BENEFICIARIES:**

The main objective of organising oilseed growers cooperatives is to increase oilseed productivity. The evaluation noted that this has been partially achieved. The income of farmer members has gone up and efforts are being made to create a sense of co-op member security and confidence through an integrated production, procurement, processing and marketing systems.

21. **UNPLANNED EFFECTS:**

The only single important factor required to improve the monitoring aspect is the development of a format which will give meaningful information on the project. The technical and the economic aspects of the Oilseed Growers' Cooperative Project are being evaluated by a technical and financial expert team with a view to assess whether there is need for any change in the project design or its execution. Impact of any unplanned effects can be measured only after the evaluation by the expert team.

22. **LESSONS LEARNED:**

See PP (iii)-(iv) of the Mid-Term Evaluation Report.

23. **SPECIAL COMMENTS/REMARKS:**

The OPG was appropriately designed to provide local support to CLUSA to carry out its day to day activities as a cooperating sponsor, and to conduct its monitoring and reporting responsibilities. The implementation, while at a slower pace than planned, is slowly becoming effective. The project, supported through this OPG, has been effective in organizing a cooperative sector intervention in oilseed production, which is vital to the Indian economy.

**Attachments:** A - Evaluation Cost Data  
B - Report on Mid-Term Evaluation of the CLUSA/India Program Development and Support Grant (OPG No. 386-3024)

H

EVALUATION COST DATA

1. No. and Title of Project/Activity: CLUSA/India Program Development and Support Grant (OPG No. 386-0000-G-00-3024-00)

2. Purpose of Evaluation: Mid-Term Evaluation

3. Mission Staff Person Days Involved in Evaluation (estimated):

- Professional Staff 7 Person Days
- Support Staff 3 Person Days

4. AID/W Direct-Hire or IPA TDY support funded by Mission:

<u>Name</u>	<u>Period of TDY (Person-Days)</u>	<u>Dollar Cost (Travel, Per Diem etc.)</u>	<u>* Source of Funds</u>
a.			
b.			
c.	NIL		
d.			

5. Contractor Support, if any:

<u>Name of Contractor<sup>(a)</sup></u>	<u>Contract No.</u>	<u>Amount of Contract</u>	<u>* Source of Funds</u>
Russel Olson	Nil Dated Sept. 19, 1984	\$ 3,937.50	OPG 386-0000-G-00-3024-00

\* Whether PDS, Mission O.E., Project Budget or Central/Regional Bureau funds.  
 (a) IQC, RSSA, PASA, PSC's, Institutional Contract, Cooperative Agreement, etc.

X.D. (PES # 85-4) - A

Attachment 'B'  
to PES # 85-4

40322

REPORT ON  
MID-TERM EVALUATION  
OF THE  
CLUSA/INDIA PROGRAM DEVELOPMENT  
AND SUPPORT GRANT  
(OPG NO. 386-3024)

December, 1984

By: Russell O. Olson  
Douglas Broome

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## EXECUTIVE SUMMARY

### Problems and Overview

The Cooperative League of the United States of America (CLUSA) has worked with the cooperative movement in India since 1954. It continues to play an important role in support of Indian cooperatives through its ability to draw on the experience of its member cooperatives in the United States for information, technical assistance and training. Its program in India is financed in part from its own resources, supplemented by support from the Government of India. And, since the mid 1960s, the U.S. Agency for International Development has provided support through a variety of mechanisms. In 1979 CLUSA became involved in the National Dairy Development Board's (NDDDB) Oilseed Growers' Cooperative Project (OGCP). CLUSA, as cooperating sponsor, assumed monitoring and reporting responsibilities which, on top of its ongoing core program, made heavy demands on its staff and facilities.

### U.S. Assistance

Operational Program Grant (No. AID 386-3024) provides \$930,000 over the life of the grant, including \$143,573 to meet dollar costs and \$786,427 for local, rupee expenditures. The Grant was initiated on April 1, 1983 and is scheduled to terminate on December 31, 1986. The purpose of the Grant is to provide assistance through CLUSA to the Indian cooperative sector. It will support CLUSA's current and projected India programs by augmenting its ability to oversee and support individual CLUSA and CLUSA - sponsored projects and activities.

### Purpose of Evaluation

This is a mid-point review of accomplishments under the Grant. It places major emphasis on the effectiveness of CLUSA's assistance to the National Dairy Development Board's Oilseed Growers' Cooperative project and its performance in monitoring and reporting on that project. It also evaluates CLUSA's performance in planning and implementation of the other activities in its program in India and recommends a course of action for the balance of the Grant period. The evaluation was conducted by a two person team, one provided by CLUSA and one by USAID. CLUSA and USAID files were the principal sources of information, supplemented by discussions with CLUSA and USAID officials concerned with the project.

### Findings

Utilization of funds was well below planned levels in the first year of the grant but, with the recruitment of additional staff last summer, expenditures are approaching planned rates.

CLUSA activities are focused largely on support and monitoring of the NDDDB Oilseed Grower's Cooperative Project. A major activity has been an extensive revision of the multi-year operational plan (MYOP), incorporating recommendations of the 1983 evaluation, audit report recommendations and initiatives of NDDDB based on project experience.

CLUSA submits quarterly, semi-annual and annual reports, as required by USAID, on the OGCP program. These reports are based largely on information supplied by NDDDB from its Management Information system. CLUSA also conducts regular project reviews with the NDDDB and OVOW management staff members for verification and clarification and for additional information. Until recently CLUSA did not have sufficient professional staff to carry out regular

site visits and district review meetings as planned. This deficiency has now been corrected. The reports are comprehensive, providing data and analyses of achievements against project targets for the project activities. However, USAID is not satisfied with the form and content of the reports. The problem is related to a difference between CLUSA and USAID in their perspectives as to the nature of the project and the appropriate roles for each of the organizations involved. USAID has proposed a new format for simplifying the reports but it does not address the basic problem of what information is needed by USAID and for what purposes.

CLUSA is responsible for arranging for vegetable oil imports for the OGCP and monitoring of their handling after arrival. These activities have been carried out effectively. USAID considers the various commodity reports submitted by CLUSA to be well prepared and reliable but generally submitted later than desired.

At the request of the Ministry of Agriculture, CLUSA worked with the National Cooperative Development Corporation (NCDC) to develop a proposal for support of cooperative oilseed processing units financed by NCDC. This is a follow-up to an AID financed OPG which terminated in 1982. The proposal has been approved by the Government of India.

In response to interest expressed by the Ministry of Agriculture, CLUSA prepared papers on cooperative to cooperative trade as a basis for discussions with cooperative organizations. Visits by senior CLUSA/Washington officials stimulated further interest. A delegation of Indian cooperative and government officials are scheduled to visit the United States this winter to carry out a program of meetings with U.S. cooperatives designed by CLUSA to explore trade opportunities.

CLUSA participates in various programs for strengthening the capacities of cooperative personnel in planning, management and technical operations. At the request of Samakya, an innovative trust established to assist rural cooperatives in Andhra Pradesh, CLUSA designed and conducted a perspective planning seminar for staff of the organization and continues to provide it planning assistance. CLUSA receives and responds to a large volume of requests for information on subjects of concern to Indian cooperatives and coordinates travel programs by Indian cooperators to the U.S.

CLUSA is involved in several activities not foreseen or planned for in the OPG. These developed out of discussions between the Chairman of NDDDB and the AID Administrator in January, 1983. CLUSA assisted in recruitment of consultants for planning a project for cooperative vegetable and fruit production, processing and marketing based on the "Anand Pattern". Outlets are scheduled to open in Delhi within 4 to 6 weeks. CLUSA arranged for the National Rural Electric Cooperative Association to visit India to initiate a pre-feasibility study for a rural electric cooperative for Kheda District, Gujarat. CLUSA was designated as cooperating sponsor for a PL 480 Title II donation of non-fat dry milk to the Indian Dairy Corporation.

## RECOMMENDATIONS

As soon as possible CLUSA should draft a plan for future activities under the plan. The plan should go beyond the termination of this Grant in 1986 anticipating the continuing need for support for the OBCP project for several years. Specific objectives for the balance of this Grant period should include:

- (a) Conduct an intensive review with USAID to establish what information is needed by USAID and for what purposes and, then, to reach agreement on a reporting format that will satisfy those requirements. The OGCP differs fundamentally from conventional AID projects. Instead of a single project document operating over the life of the project, the MYOP, which outlines the strategy for the overall project as well as for individual action items, undergoes frequent substantive revisions based on implementation experience. These revisions provide updated reviews of project strategy and plans as well as a basis for decision making. The MYOPs merit substantial investment of USAID staff time by agriculture, engineering and programming units as well as the FFD office. But, aside from the commodity reports, which now meet USAID requirements well, CLUSA reports may need to provide only sufficient information to keep USAID advised of general progress and major problems as they arise in the interim between MYOP revisions.
- (b) In developing the format for the reports USAID and CLUSA should take account of the information generated by NDDB/OVOW's MIS and avoid imposing additional data requirements on that system.
- (c) Use the augmented professional staff to carry out more frequent site visits and regular district project reviews, coordinating these with NDDB/OVOW.
- (d) Assist NDDB to develop a financial "self-sufficiency" model for federation level operations.
- (e) Continue to modify the Commodity System and Procedures manual to introduce monitoring and reporting procedures that ensure accuracy and speed up the reporting process.

- (f) Review with NDDDB/OVOW possible additional requirements for technical assistance. If assistance is required, prepare and submit a proposal justifying funding under this OPG or other appropriate mechanism.
- (g) Follow-up the proposal for a new NCDC OPG cleared by the GOI.
- (h) Continue to explore opportunities for cooperative-to-cooperative trade and investment opportunities with the Ministry of Agriculture, Department of Cooperation, and with Indian cooperative organizations as well as with American cooperatives.
- (i) Continue to work with organizations such as Samakya and the National Cooperative Union of India, assisting them in management, planning, training, membership education, etc.
- (j) Continue to respond to requests for information related to cooperatives, their management and operation. Meanwhile, pursue an earlier CLUSA proposal to identify experienced practitioners in various fields of cooperation to create an information network of individuals who will respond to requests from Indian cooperators for information in their field of competence.
- (k) Provide support for any follow-up to the NDDDB initiative for a rural electric cooperative in Kheda District, Gujarat.

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**L. INTRODUCTION**

**A. BACKGROUND**

The Cooperative League of the United States of America (CLUSA) has been working with the Indian cooperative movement since 1954, when it first established an office in Delhi. Throughout this period the CLUSA office has played a useful role in support of the Indian cooperative movement by serving as a clearing house for information on cooperation, by coordinating visits by cooperators from the U.S. and India, by helping to mobilize resources for the cooperative movement in the country, and by providing consultants and training in response to requests from Indian cooperatives. CLUSA has participated in several major development projects in India, including technical assistance for establishment of pilot rural electric cooperatives; support for establishment of the Indian Farmers Fertilizer Cooperative (IFFCO), the first, and successful, fertilizer plant in the cooperative sector; and, more recently, support, as cooperating sponsor, of the National Dairy Development Board's project for Restructuring Oilseeds and Edible Oil Production and Marketing.

CLUSA, with its long-term presence and involvement in cooperative ventures in India, is recognized by the Government of India as an important resource on which to draw for support for cooperative development in India. CLUSA initially financed its Delhi office operations from its own resources, supplemented by support from the Government of India. Currently the Cooperative League Fund finances the Representative's salary and emoluments and provides \$1,000-\$3,000 annually to non-grant program activities. The Government of India provides support through tax exemptions and payment of duty on imports. The Agency for International Development has been providing support from the mid-1960's through a variety of funding mechanisms. This Operational Program Grant provides for continuation of that support.

**B. CLUSA/INDIA PROGRAM DEVELOPMENT AND SUPPORT OPG**

The CLUSA/India Program Development and Support Operational Program Grant (Grant No. 386-0000-G-00-3024-00) provides \$930,000 over the life of the Grant. This includes \$143,573 to meet dollar costs and \$786,427 for meeting rupee expenditures. The Grant was initiated on April 1, 1983 and is scheduled to terminate on December 31, 1986.

The purpose of the Grant is to provide technical and monitoring assistance through CLUSA/India to the Indian Cooperative Sector. It will support the core of the current and projected CLUSA/India program by augmenting its ability to oversee and support individual CLUSA and CLUSA-sponsored projects and activities. The need arises in part because of the heavy monitoring and reporting responsibilities CLUSA assumed with its participation in major USAID programs.

One of the important cooperative activities now being assisted and monitored by CLUSA is the National Dairy Development Board's Oilseed Growers' Cooperative Project (OGCP), which is being supported by USAID with PL 480 Title II vegetable oil. The purpose of the OGCP is to restructure the vegetable oil industry by establishing an integrated production, processing and marketing system within the cooperative structure, owned and controlled by the growers themselves. The CLUSA program also includes a variety of on-going and planned activities with other cooperative organizations.

The specific objectives of the Grant, as stated in the Grant Agreement, are:

1. To provide expertise necessary to monitor and evaluate the on-going NDDDB's Oilseed Growers' Cooperative Project to ensure efficient implementation of its program in achieving targets in production, procurement, storage, processing and marketing of vegetable oil.

2. To provide regular, in-depth, analytical CLUSA reports of project progress, constraints and recommendations for consideration of A.I.D. administration.
3. To provide technical, management, training, monitoring and evaluation services to NDDDB to help achieve its objective of establishing an integrated system of oilseed production, processing and marketing, owned and controlled by cooperatives of small farmers.
4. To assist in planning, designing and implementation of oilseed processing, management and development activities of the National Cooperative Development Corporation (NCDC).
5. To provide assistance to other cooperative organizations, such as the National Cooperative Union of India (NCUI), in management training, membership education, technical information, etc.
6. To represent CLUSA members and other U.S. cooperatives as appropriate to provide continuing liaison with Indian cooperatives, including coordination of exchange visits, technical, procedural and organizational information, and services.
7. To promote direct cooperative-to-cooperative trade and associated technical, investment and marketing arrangements.
8. To advise and assist Government of India (GOI) agencies, such as the National Cooperative Development Corporation (NCDC) and the National Dairy Development Board (NDDDB), in the formulation of long range plans for the development of the Indian cooperative sector.
9. To provide backstopping and logistic support to U.S. expatriates assigned by CLUSA to A.I.D.-financed projects, such as the NDDDB Oilseed Growers' Cooperative Project, the PL 480 Title II Vegetable Oil Program, as well as other U.S. cooperative technical assistance activities in India.

The Grant Agreement requires CLUSA to carry out activities suggested by the above specific objectives, giving priority to objectives 1, 2 and 3 (supervision, monitoring and reporting on the NDDDB OGCP project).

**C. EVALUATION - PURPOSE AND SCOPE**

Under the provisions of the Grant, a mid-term evaluation is to be conducted in December, 1984. The major purposes of the evaluation are: to assess the achievements against Grant objectives, analyze the impact of the Grant activities, and to make recommendations regarding the balance of the Grant period. A detailed scope for the evaluation is attached as Annex I.

The evaluation team consists of two persons; one provided by CLUSA and one by USAID. The team reviewed the reports submitted by CLUSA pertaining to activities under the Grant and the written responses by USAID. These were the principal sources of information, supplemented by interviews and discussions with the key persons in USAID and CLUSA concerned with the Grant activities and discussions with several key officials in the National Dairy Development Board, Anand. Evaluation findings are discussed in the sections which follow.

## FINDINGS

Utilization of Grant funds has been slower than planned (see table). At the end of June, 1984 only \$126,875.36 had been spent. This is only 13.6 percent of the total budget spent during the first one third of the grant period. The slow pace of expenditures during the first year of the grant was due in large part to the delay in recruitment of professional and secretarial staff. The positions were filled this summer and the rate of expenditures has increased sharply. The rate in the third quarter of 1984 was about three times that of the previous quarter and it seems likely that expenditure levels will approach planned levels next quarter.

CLUSA's activities under the Grant fall into two major areas: (1) monitoring and support of the Oilseed Growers' Cooperative Project with the NDDDB; and (2) support of Government and cooperative organizations' programs in areas considered priorities for CLUSA participation. CLUSA's proposal for the OPG indicated it would develop a 4-year plan outlining a program to be carried out in both of these areas during the Grant period. This plan has not yet been completed. Only two more years remain until the scheduled termination of the present Grant. It is recommended that CLUSA proceed with development of a plan that extends beyond the expiration of this Grant, as it is likely that there will be a continuing need for support at least throughout the life of the OGCP project. USAID and CLUSA will have to be certain of, and if necessary make provision for maintaining, CLUSA's capacity to monitor the major programs.

CLUSA submits a quarterly narrative report to USAID covering all activities supported by the Grant. The report discusses achievements and status with respect to each objective set for the quarter, makes recommendations, requests USAID action or advice and presents a plan of activities for the following quarter in terms of specific objectives to be addressed. The quarterly report and the USAID response are important instruments for documenting the status of activities and problems encountered and how they are resolved. The reports are comprehensive and informative. They would be more useful if they were prepared and

ble 1. Financial Status Report, India Local Cost OPG (AID 386-3024)

<u>Cost</u> Element	<u>Budget</u> 4/1/83- 12/31/86	<u>Expenditures</u>	
		4/1/83- 6/30/84	4/1/83- 9/30/84
Personnel	397,226	73,779.34	89,643.62
Consultants	137,012	881.96	881.96
Travel and Transportation	112,392	8,845.12	10,607.41
Equipment	42,257	(123.31)	(123.31)
Other Direct Costs	<u>200,592</u>	<u>39,971.25</u>	<u>43,709.36</u>
Sub Total	889,479	123,354.36	144,719.04
Overhead	<u>40,521</u>	<u>3,519.00</u>	<u>4,668.00</u>
Total	930,000	126,873.36	149,387.04

ed promptly at the end of each quarter, and if USAID responded to them promptly. CLUSA reports are from one to two months late and USAID y responds six to eight weeks later.

ings with respect to activities in each of the two major areas and mmmendations relating to the balance of the Grant period are discussed in following sections.

#### **NDDDB'S OILSEED GROWERS' COOPERATIVE PROJECT**

CLUSA's major acitivity is its collaboration with the National Dairy Development Board and USAID in the Oilseed Growers' Cooperative Project. The NDDDB, which developed the project, is the authority responsible for implementation. USAID is the responsible U.S. Government agency and must ensure that the project is implemented in accordance with applicable U.S. Government regulations and policies. CLUSA, as the cooperating sponsor, has certain monitoring and reporting responsibilities specified by U.S. Government regulations. In addition CLUSA recognizes, as stated in the Grant proposal, that it has an important role as cooperating sponsor to:

"1) effectively and honestly transmit the concerns, proposals, recommendations, requirements and positions of NDDDB and USAID to one another; and 2) to assist in the maintenance of a mutual relationship that enables such exchange to be given and received constructively, in good faith and with mutual respect..."

CLUSA's responsibilities regarding the OGCP concern three major elements of the project: (a) Programming; (b) Commodities, and (c) Finances. CLUSA's activities under this OPG with respect to each of these areas are discussed below.

1) **Programming Concerns**

The Oilseed Growers' Cooperative Project is based on the NDDDB proposal, "Restructuring Edible Oils and Oilseed Production and Marketing". This was adapted to A.I.D. format requirements in a Multi-Year Operational Plan (MYOP). It was recognized that the MYOP would require modification from time to time based on the experience of NDDDB and the State Federations. The Plan specified that modifications would be documented in revised Multi-Year Operational Plans.

One of CLUSA's objectives under this Grant is to prepare periodic revisions of the MYOP based on (i) results of project monitoring and evaluations and (ii) modifications initiated by NDDDB/OVOW. CLUSA has recently completed its third substantive revision of the MYOP. It incorporates many of the recommendations of the mid-term evaluation of OGCP conducted last year, audit report recommendations and revised projections of implementation targets and rates for some of the eleven action line items of the Plan. This was an extensive revision involving a major input of CLUSA staff working closely with NDDDB/OVOW.

CLUSA's monitoring and reporting responsibilities relative to the Programming aspects of the OGCP include quarterly, semi-annual and annual project reports. These are intended to advise USAID regularly on the progress, or lack of it, in achieving OGCP objectives with respect to each of the Plan's eleven action items. USAID is clearly not satisfied with these reports. One criticism is that the reports are received very late. The most recent report, for the quarter ending on March 31, 1984, was received by USAID on October 18th.

In carrying out its monitoring and reporting responsibilities, CLUSA must depend primarily on information obtained through NDDDB/OVOW's Management Information System. Each of the State Federations obtains information on critical indicators that originate

at the village cooperative societies, district offices and processing plants. The information is aggregated at each federation and transmitted to NDDB/OVOW, which aggregates and analyzes the information for its reports to CLUSA. While this is its primary source of information, CLUSA makes occasional field site visits, holds discussions with project officers and conducts its own reviews and analyses in preparing its reports to USAID.

The present process is cumbersome and intrinsically slow. NDDB/OVOW has contracted with the Institute for Rural Management, Anand (IRMA), to develop an improved, computerized program for its Management Information System. NDDB is providing each of the federations with computers and expects that when the new system becomes operational the quality of data will improve and it will speed up the process of aggregation and analyses.

A more fundamental problem arises out of the lack of consensus as to what information USAID needs and for what purposes. The CLUSA reports are comprehensive and detailed. They include current data on achievements for the various development activities of the project, along with analysis with respect to project trends and critical project ratios. Yet, USAID officials are not satisfied that they obtain an adequate understanding of the status and progress of the project to conduct effectively its role in administration of the project. There is apparently a lack of mutual understanding between USAID and CLUSA as to just what that role should be. The OGCP is located in the FFD Office, chiefly because it is financed with rupees generated from the sale of P.L. 480 Title II commodities rather than with dollars. Yet, it is one of the Mission's largest development programs. The FFD office is not, nor should it be expected to be, staffed to "manage" a development program in the standard DA fashion.

From CLUSA's perspective, this is not a standard D.A. project and AID's role does not require the level of technical expertise and involvement appropriate for a standard DA project. The OGCP was established under an agreement between CLUSA and NDDB in which NDDB is the project authority and CLUSA, as cooperating sponsor, is the intermediary between NDDB and USAID. The financial policies section and the monitoring section of the MYOP, as approved by USAID, spell out the roles of USAID and CLUSA, giving CLUSA, as cooperating sponsor, "management" responsibilities analogous to that of CARE or CRS in Food programs.

We believe CLUSA does fulfill its role responsibilities, as defined in the MYOP. CLUSA was slow in recruiting the professional staff provided for under this OPG but these positions have now been filled by individuals with good credentials. CLUSA is adequately staffed to provide credible analysis and reliable reports to meet USAID's need to know whether donated commodities are properly handled and if the proceeds are used for the agreed upon project purposes.

USAID and CLUSA need to reach a mutual understanding of their respective roles and the information the Mission needs to ensure its accountability for project resources. USAID has proposed a revised format for the reports which would limit the information largely to achievements against planned targets for each of the eleven action line items. This would be supplemented by comments to explain adequately shortfalls in achievements as well as achievements in excess of targets. With improvements in report formats senior FFD staff should be able to devote sufficient time to the reports to be sufficiently informed.

USAID has also proposed that the quarterly reports be discontinued; only the semi-annual and annual reports would be required. It is possibly best to eliminate the semi-annual reports as well. Reports on a quarterly or semi-annual basis can be quite misleading due to

the nature of the agricultural cycle, especially for action items of a seasonal nature, such as use of production inputs, procurement and processing. An annual report will more realistically indicate achievements against annual targets and, of course, would reduce CLUSA's reporting burden. CLUSA would, however, need to supplement the annual reports with memoranda from time to time to report on significant developments or problems of which USAID should be aware. CLUSA would, of course, still need the more frequent reporting from NDDDB - perhaps a continuation of their quarterly reports - to enable it to assess progress and trends and to provide a basis for discussions with NDDDB on the project.

The NDDDB Operational Program Grant (AID-386-2144) provides dollar funding for technical assistance to the OGCP, including expatriate consultants, training in the U.S. for officials and technicians and a familiarization tour for key project officials to visit U.S. cooperatives. Rupees for local expenditures for that technical assistance are provided by this Program Development and Support Grant (AID-386-3024). CLUSA/India worked with NDDDB/OVOW to establish qualifications required and appropriate scopes of work for consultants and to design suitable programs for individuals selected for training in the U.S. CLUSA has responsibility for providing technical backstopping and logistic support for the consultants and for preparing and distributing their reports. In the early part of the Grant period the CLUSA office was inadequately staffed and equipped, resulting in long delays in preparation and distribution of reports. The report of a long-term consultant was not completed and distributed until nine months after his departure. This situation has been corrected with the expansion of office staff and the purchase of new typewriters and other office equipment.

The Grant provides support for evaluation services to NDDDB to help achieve project objectives. CLUSA arranged for a mid-term evaluation of Phase I of the OGCP in May and June of 1983. Upon

completion of the evaluation report CLUSA staff reviewed the report with NDDB to achieve mutual agreement on a follow-up action plan based on evaluation findings and recommendations. The accepted recommendations have since been reflected in the revised MYOP.

The Grant provides for periodic field site visits by CLUSA staff, for project reviews with NDDB and OVOW management several times each year and for district review meetings with State Federation staffs. The CLUSA Representative spends, on the average, about 10 days each month at Anand with the NDDB and OVOW management staff and project officers. He estimates that in most months about 1 to 2 days of this are devoted specifically to project review. There have been very few field site visits so far, and none of the proposed district review meetings has been held. Shortage of professional staff, until two additional professionals were recruited this summer, the high priority given to review of the mid-term evaluation, revision of the MYOP, and staff time required for preparation of quarterly reports made it impossible for CLUSA to carry out these meetings as planned.

CLUSA has recently employed two additional professionals: an Agricultural Scientist and a Financial Management Specialist. Both are individuals with excellent credentials who should enhance CLUSA's capacity to monitor the program as well as to assist NDDB/OVOW on particular aspects of the project. If these individuals are to be effective, it is important that they develop the respect and confidence of the OVOW management and project officers. They will operate in a very sensitive situation where they must establish collegial relationships with counter-part OVOW staff so that their interventions will be viewed as supportive. If not, their visits to the field risk becoming disruptive and counter-productive. The CLUSA Representative and the two new professionals seem to fully appreciate the sensitivities of the situation and the need to coordinate all field site visits and district reviews with NDDB/OVOW.

### **Commodities Management**

Funds for financing the Oilseed Growers' Cooperative Project are generated from the sale of edible oils donated under the U.S. PL 480 Title II program. The Transfer Authorization and regulations governing Title II commodities specify reports and documentation necessary to call forward, ship, receive and account for donated oil and its proceeds. As cooperating sponsor of the project, CLUSA has the responsibility to ensure that this activity meets the statutory requirements and regulations involved.

CLUSA's responsibilities include planning of commodity handling details. This involves:

- (a) preparation of a four-year plan, updated annually, specifying requirements of donated oil and required shipping schedules;
- (b) preparation of requests for calls forward consistent with the updated plan;
- (c) coordination with NDDDB and its agents in planning the activities necessary to receive, clear, unload, transport and store donated oil; and
- (d) design and periodic modification of a manual defining the system and procedures necessary to manage the receipt, unloading, inland handling, storage, disposal and sale of oil, barrels, etc.

CLUSA has prepared updated commodity plans in conjunction with each revision of the MYOP. Theoretically, financial requirements of the project should dictate commodity requirements. In practice, however, the financial plan has to be tailored to commodity allocations. The commodity plan developed in conjunction with the latest revision of the MYOP was drawn up early in 1984 based on originally scheduled receipts of 9,000 MT of oil in FY-84 and total Phase II allocations of 79,500 MT. Subsequent AID/FVA projections of oil shipments made these assumptions invalid. During 1984

allocations went from 9,600 MT to 2,500 MT to 9,600, with an interim indication that there would be no shipments. The revised MYOP financial plan presents a "Base Case" assuming the most recent projections but proposes five alternatives for consideration if more flexibility in commodity deliveries is possible.

NDDDB assumed direct responsibility for commodity handling and management on April 2, 1984. At first the function has been entrusted to the Indian Dairy Corporation, and more recently to the Gujarat Cooperative Oilseed Growers' Federation. CLUSA has been working with the NDDDB/OVOW staff responsible for commodity handling in developing their capabilities. It has provided a Commodity system and Procedures Manual and undertaken a review of these procedures with them, meeting 6 to 8 times a year to review commodity handling and reporting issues. While most procedural and reporting problems have been resolved, CLUSA has been unable to get a decision for establishment of an appropriate procedure for handling and reporting on damaged oil, despite continuing efforts of USAID over the past 3 years to resolve this problem with AID/Washington.

As cooperating sponsor, CLUSA is required to prepare and submit reports to USAID on all aspects of the receipt, handling and disposition of the commodities. The following reports are required:

- (1) Commodity Status Report (quarterly)
- (2) Commodity Arrival Report (quarterly)
- (3) Commodity Loss Status Report (quarterly)
- (4) Commodity Accountability Report (semi-annually)
- (5) Inland Loss Claims Status Report (semi-annually)
- (6) Empty Drum Account Statement (semi-annually)
- (7) Physical Stock Verification Reports (annually)

The CLUSA/India staff primarily involved in the monitoring and reporting are the Project Officer (expatriate) and the Commodities Monitoring Officer (local)\*. They are involved directly in arrangements from the call forward to receipt and review of shipping documents. After reviewing bills of lading and assuring their accuracy, CLUSA endorses them to NDDDB and the NDDDB/OVOW commodity monitoring unit takes over responsibility for all handling operations from receipt of the oil at the docks to storage and deliver to the State Federations. CLUSA is therefore dependent on NDDDB/OVOW for most of the information necessary to prepare the above reports, but participates in physical verification at the end of each NDDDB fiscal year (March 31). Also, CLUSA staff cross checks the data from all reporting sources to ensure consistency.

CLUSA collaborated with NDDDB/OVOW in preparation of a manual on procedures for handling the commodities which also specifies the information that must be reported. Upon receipt of reports from NDDDB, the CLUSA staff reviews it for completeness and accuracy. Discrepancies are discussed in commodity meetings held as frequently as necessary, usually about twice each quarter. After analyzing the data, CLUSA prepares and submits to USAID the reports required in the format specified.

The USAID staff commends the quality of the commodity reports submitted by CLUSA but does complain that the reports are usually received very late. The CLUSA staff attributes the delay in most cases to the lateness with which they receive the information. They believe that the reporting will be speeded up, now that NDDDB/OVOW has assumed direct control of the operation. The

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\* The Commodities Monitoring Officer (local) resigned recently. Recruitment is in process for a replacement. Meanwhile a part-time employee is assisting in this work.

responsible OVOW unit has been well staffed and is expected to get reports in sooner and with fewer errors, reducing the time CLUSA needs for resolving discrepancies.

3) **Finances**

CLUSA's objectives with respect to financial planning for the OGCP are stated in the Grant proposal as follows:

- (a) Preparation and submission of financial analysis and projections in support of calls forward of donated oil during the life of the project to ensure that cash flows from sales of oil are consistent with the desired investment plan for the project;
- (b) Preparation and documentation of a mid-project financial analysis and projections to determine the quantities of donated oil required to sustain the desired investments during the second phase of the project; and
- (c) Development of a self-sufficiency model for federation level operations capable of generating pro forma annual statements based on manipulation of critical variables.

CLUSA has prepared and submitted analyses and projections adequately justifying each call forward. The mid-project financial analysis was conducted as a substantial element of the mid-term evaluation. It provided analysis to support stretching out the OGCP project an additional 3 years and the need for an additional donation of 37,000 metric tons of oil by 1986.

Some progress has been made on the third objective. An iterative computerized model for the processing unit sub-system has been developed, based on a financial spreadsheet program, and with application both for investment appraisal and management decisions

on pricing of oilseeds, capacity utilization, etc. This model is being expanded and refined on the basis of data obtained from the project's processing units. It will then be tested and modified as necessary before incorporating it in a federation model. CLUSA and NDDDB planned to bring in consultants on financial planning and management under the NDDDB OPG (AID-386-2144). CLUSA identified candidates who agreed to the assignment but failure to obtain GOI clearances prevented implementation of this activity. The need has been at least partly met by strengthening the CLUSA staff. CLUSA identified financial analysis as an area in which it needed strengthening and recruited an experienced financial specialist who joined the staff only recently. He has suitable training and experience to make a useful contribution to the improvement of financial analysis and control at OVOW and within the Federations. He has met with the OVOW financial planning staff to discuss his role and has scheduled visits to the federations beginning this month. This should be an important activity for CLUSA during the balance of the Grant period.

As cooperating sponsor, CLUSA is required to submit reports on receipts and expenditures from oil sales of AID-donated oil. The following reports are required:

- (1) Special Accounts Fund Flow Statements (semi-annually)
- (2) Empty Drum Account Fund Flow Statements (semi-annually)

NDDDB provides the information necessary for these reports. Upon receipt of the financial data from NDDDB, CLUSA makes a financial analysis and prepares the reports in the format required by USAID. These reports are properly prepared but the process of checking, seeking clarifications and obtaining additional information is time consuming and causes delays in submission of reports to USAID; for example, the reports for the period October 1, 1983 to March 31, 1984 were submitted on September 26, 1984.

## **SUPPORT FOR OTHER GOVERNMENT AND COOPERATIVE ACTIVITIES**

In developing the proposal for this Grant CLUSA held discussions with Ministry of Agriculture, Department of Cooperations; the National Cooperative Union of India, and other cooperative leaders to develop a set of priority areas for CLUSA participation. While these represent the major emphases for the CLUSA/India involvement beyond the Oilseed Growers' Cooperative Project, CLUSA has responded to other initiatives and opportunities as they evolved.

### **1) NCDC II Oilseed Processing Management Project**

CLUSA has provided technical assistance and training in support of cooperating processing units financed by the National Cooperative Development Corporation (NCDC) since the mid 1960s. Its most recent support was financed from an AID operational program grant which expired in 1982. The Ministry of Agriculture and NCDC requested a follow-up project to assist the soybean/oilseed industry in the cooperative sector. CLUSA worked with the management of NCDC to develop a proposal for a new OPG for such assistance over a three-year period. A working draft was completed early in 1983. However, there has been a long delay in getting the proposal to USAID, primarily because both the General Manager and the Managing Director of NCDC completed their assignments early in 1983, before the proposal had been cleared. Since their replacements had not been involved in the discussions, they required some time before they were ready to resubmit the proposal to the Board of Directors. The GOI has now approved the project and communicated its no objection to USAID. CLUSA is now working with NCDC on preparation of an OPG proposal. However, USAID has recently been advised by AID/Washington that no new Operational Program Grant funds will be available for the Asia region during FY 1985.

### **2) Cooperative-to-Cooperative Trade and Investment**

The Ministry of Agriculture, Department of Cooperation, expressed interest in a cooperative trade and investment mission to India.

The CLUSA Representative prepared two papers: one on Agricultural Exports by Cooperatives for presentation to a Management Development Institute seminar, and a concept paper on Cooperative-to-Cooperative Trade for review by the Ministry of Agriculture. These papers served as the basis for discussions with NCDC, the National Agricultural Cooperative Marketing Federation (NAFED) and State Marketing Federations, as well as with the office of the Agricultural Attache and Commercial Counselor of the U.S. Embassy.

Dr. A.C. Felder, CLUSA's Senior Vice President for International Development, visited India in April 1984 and discussed arrangements for a delegation of Indian Farmers Fertilizer Cooperative (IFFCO), Krishak Bharati Cooperative (Kribhco), and concerned Government officials to visit the U.S. in the fall of 1984. The delegation would meet with U.S. cooperative institutions to discuss their technology and methods in a number of areas of interest and to explore possible purchases of technology, long-term import of cooperative-origin fertilizer and collaboration in manufacture of plant protection materials. CLUSA planned their program in consultation with U.S. cooperatives.

The CLUSA President and Chief Executive Officer planned to visit India early in 1983, leading a small delegation of U.S. cooperative leaders interested in promotion of direct cooperative trade and investment relationships between the two countries. The President's visit was delayed until July 1984. Cooperative trade was central to discussions with the Minister for Agriculture. A special meeting was held at the Ministry of Agriculture for discussions with Ministry and cooperative officials on the subject, including promising opportunities identified by CLUSA/India.

Several other events indicate interest and potential for direct cooperative-to-cooperative trade and investment. A delegation from the Ohio Farm Bureau Federation visited India in the fall of

1983 and began explorations of trade opportunities with CLUSA and Indian cooperative organizations. CLUSA/India also coordinated discussions between Inland Empire Growers, a major producer of dried peas and lentils, with officials of the National Cooperative Consumers' Federation. CLUSA has assisted NAFED in resolving problems with their export of sesame and niger seed to the United States. It provides weekly information on U.S. spice prices to NAFED and the Tamil Nadu and Karela cooperative marketing federations. It provides export opportunity information on oil cakes and meals to NDDDB, State oilseed growers' cooperative federations and NCDC and has worked with NDDDB on promoting commercial import of vegetable oils from U.S. cooperatives.

3) **Strengthening Cooperative Planning and Management**

Throughout CLUSA's involvement with the Indian cooperative movement it has participated in various programs for strengthening the capacities of their personnel in planning, management and technical operations. The NDDDB OPG provides such technical assistance to the OGCP and the proposed NCDC OPG would provide such assistance to NCDC. One of the objectives of this Grant is to support a continuation of such assistance to other cooperative organizations such as the National Cooperative Union of India. One such activity has been assistance to Samakya. Samakya is a small, innovative public trust established to provide technical and grant assistance to rural cooperatives in Andhra Pradesh. Samakya has been successful in promoting changes in cooperative laws of Andhra Pradesh that CLUSA feels would be very beneficial to the cooperative development in the State. As a follow-up to a CLUSA activity in 1982, Samakya requested CLUSA to design and conduct a perspective planning seminar for staff of the organization. The objective was to arrive at three year action plans for the organization. CLUSA completed this task in June 1983. CLUSA is continuing to work with Samakya on several activities, including analyses for Samakya's planning of an "Anand Pattern" project focused on paddy production, processing and marketing and a project

for production credit lending by cooperatives through the State Cooperative Band-District Central Cooperative Bank Cooperative network.

Through its long involvement with the Indian cooperative movement CLUSA is recognized as a reliable source of information on subjects of concern to Indian cooperatives. CLUSA receives a large volume of requests for information on subjects related to cooperative management and operation. These requests are addressed by providing publications and other materials which are normally specific to the U.S. situation. In the proposal for this Grant it was planned that CLUSA would improve this service by establishing an information network of volunteers in various fields of cooperation to whom requests from Indian cooperators for information in their fields of competence would be referred for responses. CLUSA has not yet established such a network. It is recommended that this be undertaken during the balance of the Grant period. In addition to responding to requests for information, CLUSA coordinates travel programs by Indian cooperators to the United States.

4) **NDDB Initiatives**

When the AID Administrator visited India in January 1983 and, again, when Dr. Kurien, Chairman of NDDB, visited Washington in July, Dr. Kurien proposed several activities for which NDDB would welcome USAID support. CLUSA/India developed an action plan for follow-up and has become involved in the following activities relative to the NDDB initiatives (These were activities unforeseen when the OPG proposal was submitted and, consequently, were not specifically included in the Grant):

- (i) **Anand Pattern Cooperative Development - Other Commodities:** NDDB was requested by GOI to develop a project for an alternative vegetable and fruit marketing system for the Delhi region. CLUSA assisted NDDB to identify three expatriate consultants who participated in development of the project. The project was approved by the Government of India and the first fruit and vegetable outlets are scheduled to open in Delhi within four to six weeks.
  
- (ii) **Rural Electric Cooperatives for Kheda District, Gujarat:** CLUSA arranged with the National Rural Electric Cooperative Association (NRECA) to have a senior member of its International Development Division visit India to collect baseline data and define a scope of work for a pre-feasibility study which is tentatively scheduled for late 1984.
  
- (iii) **Donation of Non-Fat Dry Milk (NFDM) to the Indian Dairy Corporation:** At the January meeting between Dr. Kurien and the AID Administrator in 1983, they agreed in principle to a PL 480 Title II donation of Non-Fat Dry Milk to the Indian Dairy Corporation (IDC). Agreement was confirmed in a subsequent visit to India in April 1983 by the Chief of the Title II Division of FVA and the Coordinator for Cooperatives in PVC and AID/Washington for a donation of 20,000 metric tons of milk. On this basis CLUSA, as designated cooperating sponsor, initiated a draft Transfer Authorization and an IDC-CLUSA Memorandum of Agreement. A host of issues delayed approval in Washington, so NFDM needed in early 1983 did not begin to arrive until June 1984. This unplanned activity obviously consumed a great deal of CLUSA's time and effort in negotiating and re-negotiating

agreements with IDC and the Ministry of Agriculture, complicated by changes in specifications and delays in AID/Washington decisions. The commodities have at last been delivered and monitoring and reporting by CLUSA have been satisfactory.

- (iv) Extension of the Anand Pattern to Other Countries: CLUSA has supported this initiative with NDDB in India and Washington. FAO has scheduled technical meeting in December to be followed by a meeting of potential donors early in 1985. Meanwhile USAID/Columbo has indicated an interest in sponsoring such a program in Sri Lanka.

## APPENDIX I

### SCOPE OF WORK CLUSA/INDIA PROGRAM DEVELOPMENT AND SUPPORT OPG (GRANT No. 386-0000-6-00-3024-00) MID-TERM EVALUATION

The U.S. Agency for International Development (AID) has provided a grant in an amount not to exceed U.S. \$930,000 to the Cooperative League of the U.S.A. (CLUSA) to provide technical and monitoring assistance through CLUSA/India to the Indian cooperative sector. The specific objectives of this Grant are:

- 1) To provide expertise necessary to monitor and evaluate the on-going NDDDB Oilseed Growers' Cooperative Project to ensure efficient implementation of its program in achieving targets in production, procurement, storage, processing and marketing of vegetable oil (as well as extractions and by-products);
- 2) To provide regular, in-depth, analytical CLUSA reports of the project progress, constraints and recommendations for consideration of A.I.D. administration;
- 3) To provide technical, management, training, monitoring and evaluation services to NDDDB to help achieve its objective of establishing an integrated system of oilseed production, processing and marketing, owned and controlled by cooperatives of small farmers;
- 4) To assist in planning, designing and implementation of oilseed processing, management and development activities of the National Cooperative Development Corporation;
- 5) To provide assistance to other cooperative organizations such as the National Cooperative Union of India, in management, training, membership education, technical information, etc.

- 6) To represent CLUSA members and other U.S. cooperatives as appropriate to provide continuing liaison with Indian cooperatives, including coordination of exchange visits, technical, procedural and organizational information and services;
- 7) To promote direct cooperative-to-cooperative trade and associated technical, investment and marketing arrangements;
- 8) To advise and assist Government of India (GOI) agencies such as the National Cooperative Development Corporation and the National Dairy Development Board, in formulation of long-range plans for the development of the Indian cooperative sector;
- 9) To provide backstopping and logistic support to U.S. expatriates assigned by CLUSA to A.I.D.-financed projects such as the NDDDB Oilseed Growers' Cooperative Project, the PL 480 Title II Vegetable Oil Program, as well as other U.S. cooperative technical assistance activities in India.

The grant was initiated on April 1, 1983 and is scheduled to terminate on December 31, 1986. Under the provisions of the grant, a mid-term evaluation is to be conducted in December 1984.

The scope of the evaluation will include:

- 1) Assessment of achievements against grant objectives and activities as presented in Grant Agreement Sections A, D, and F and Attachment 2 as well as the CLUSA proposal to A.I.D. for grant funding.
- 2) Analysis of the relationship of external factors and provision of inputs to the achievement, or otherwise, of grant objectives and planned activities.
- 3) Analysis of changes in external factors and initial program assumptions in relation to achievement, or otherwise, of objectives and planned activities.

- 1) Analysis of direct and indirect impact of the grant activities on both immediate and other collaborating organizations.
- 5) Identification and analysis of both positive and negative unplanned effects of the grant activities with respect to collaborating organizations.
- 6) Summary of lessons learned in relation to the grant implementation strategy and methods, and in relation to the utility and effectiveness of the grant activities in meeting the stated objectives of the grant.
- 7) Assessment of efficiency in use of grant resources.
- 8) Recommendations relating to the balance of the grant period including:
  - a) Any modification of goals, purposes and output objectives and/or input requirements;
  - b) Modification of program strategy, methods and/or activities;
  - c) Identification, analysis and recommendations related to specific planning, management and/or technical issues;
  - d) Identification, analysis and recommendations related to any policy issues;
  - e) Specific areas of concern to be addressed on an interim basis and/or in the final grant evaluation.

The Mid-Term Evaluation Report will conform to such formats and content as prescribed by the Agency for International Development and shall include an Executive Summary in conformance with the prescribed outline.