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PL 480 TITLE II ACTIVITIES IN EL SALVADOR
A Program Evaluation

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FOREWORD

This evaluation originated in response to a request from the U.S.A.I.D. Mission in El Salvador for an evaluation of PL 480 Title II activities (see Scope of Work in appendix A). It was prepared under a regional contract of A.I.D.'s Bureau of Latin America as the fifth in an RRNA series of sectoral evaluations. Undertaken at a time when A.I.D. is formulating comprehensive plans for evaluating Title II programs around the world, it may be considered as a pioneering effort in such country studies.

Special thanks are due to Mr. James Derum, Mission Director; Mr. Albert Linsted, Deputy Director; Mr. Ron Witherell, Program Officer; and Mr. Herson Morales, Food-for-Peace Officer, all of whom extended the fullest cooperation in the study. Sr. Roberto Chavez and Mrs. Daisy Pendergast of the Mission staff also provided indispensable and talented support.

Basic information for the evaluation came from numerous consultations in San Salvador and in the field with officials, beneficiaries, and observers of the various program elements. We relied heavily upon information and ideas made available by Mr. Atilio B. Tucci and Mr. Jack Stein, Director and Deputy Director, respectively, of Catholic Relief Services in El Salvador; and of Sr. Daniel Barrera, General Manager of CARITAS. The cooperation of these individuals and their associates in CRS and CARITAS is gratefully acknowledged. We also acknowledge the opportunity of visiting with Msgr. Eduardo Alvarez, Bishop of the San Miguel Diocese and Chairman of the CARITAS National Board.

During the course of the study, members of the team visited warehouses at the port of La Libertad and at all eight principal transfer points; the national and all five

diocesan offices of CARITAS; 13 elementary schools; two kindergartens; five day-care centers for preschool children; 10 facilities of the Ministry of Health, ranging from small puestos to larger unidades and centros; 10 other clinics or distribution points served directly by CARITAS with milk for the maternal-child health subprogram; eight Food-for-Work projects of CARITAS; and four colonies of the land settlement agency (ICR), where commodities were being distributed in nutrition clinics and Food-for-Work projects.

In addition, we consulted with the Ministers of Education and of Health, with personnel in the Ministry of Agriculture and the Social Security Institute, and with several outstanding leaders in the private sector.

RRNA personnel assigned to the study included Roy Brandenburg, food distribution specialist; Eugene B. Roberts, Jr., management systems specialist; and Richard G. Wheeler, team leader. In addition, we were most fortunate in having the assistance of Mr. Edwin K. Fox of the Office of Food for Peace, who was assigned by A.I.D. to work in a liaison role. His participation contributed greatly to the team's progress in making the evaluation, although responsibility for the final conclusions must rest solely with Robert R. Nathan Associates, Inc.

SUMMARY

Since 1963, \$20 million of U.S. agricultural commodities have gone to El Salvador under PL 480 Title II grants to combat malnutrition and encourage economic development. The program is now running at about \$2 million annually -- larger relatively and absolutely than in many other countries. Although widespread malnutrition is linked with El Salvador's high population density, plans for larger donations have failed for lack of local financial support.

The dimensions of the malnutrition problem were revealed by a 1965 survey. Up to 70 percent of all children under 5 years of age were malnourished, and diets were also inadequate for large numbers of schoolchildren, pregnant and nursing women, and other adults. This is a significant constraint on economic development. Because undernourishment leads directly to poor attendance and performance in school, many youngsters never fully realize their potential economic productivity. Meanwhile, their need for remedial health care stays unnecessarily high.

Title II commodities are distributed through two cooperating sponsors. More than 90 percent by weight and value is sponsored by Catholic Relief Services, a U.S. charitable organization that supervises local distribution through CARITAS, an associate organization in El Salvador. The remainder is on a government-to-government basis for distribution in the colonies of the land resettlement agency (ICR). In both cases, commodities and ocean freight are donated by the United States; distribution costs are met locally. Major elements in the CARITAS program include:

1. A daily glass of nonfat milk (or an equivalent supply of dry milk) for around 60,000 preschool children and a few of their mothers, reached through more than 300 distribution points, of which approximately half are clinic facilities of the Ministry of Health;

2. Lunches for some 150,000 children in about 1,100 elementary schools and a few kindergartens and day-care centers; and

3. Distribution of commodities for home use by a daily average of about 5,000 workers and 25,000 of their dependents, who benefit as an incentive to participate in Food-for-Work projects.

Although Title II aid is large, it only temporarily relieves a small fraction of the malnutrition problem. Current efforts touch no more than a third to a fifth of the mothers and children in need of dietary improvement, yet these are the groups that suffer most from malnutrition and are singled out for priority attention under current A.I.D. policy. Even these feeding efforts are not always continuous for the individuals concerned. Beneficiaries of the Food-for-Work projects commonly receive supplementary foods for only a few weeks at a time. What is more, only limited gains are being realized in teaching about foods and nutrition.

The malnutrition problem justifies a program larger than the present one. However, U.S. donations have been checked by the failure of the Government and private groups in El Salvador to provide the financial and human resources needed to distribute more commodities.

The physical and administrative pipeline now functions rather well in maintaining a flow of commodities from ship to ultimate recipients. Loss or misuse of commodities seems small and other transfer problems have been limited. Results might even be rated outstanding, by comparison with experience elsewhere. However, the present procedures entail a number of risks that can be reduced by the adoption of specific recommendations to be found near the end of this evaluation report. Procedures for the continuous measurement of progress in overcoming malnutrition -- the relating of inputs to outputs -- are lacking and are recommended.

The principal shortcoming of the Title II program is its limited impact on the problems of malnutrition and economic development. Title II aid is accepted, appreciated, and on-going, but nothing more is made of it. There is no broad public commitment and program for attacking El Salvador's malnutrition problem; few leaders and citizens seem to have a sense of urgency about nutritional improvement. Yet the overcoming of malnutrition is important in attaining increased productivity and improved human welfare -- objectives of the broad development programs in which A.I.D. and the Government of El Salvador have long collaborated.

More leverage should be sought from Title II. It should spur local efforts to enrich the diets of needy individuals, entailing expanded local output of highly nutritious and economical natural and blended foods, plus a widespread diffusion of basic knowledge about nutrition. Our suggestions are discussed in chapter III.

What is needed is a strong Salvadoran commitment to take needed steps for overcoming malnutrition through:

1. Increased financial and personnel support for distributing Title II commodities;
2. Adoption of vigorous policies and programs for expanding agricultural output;
3. Supplementing the economic capability of needy families to acquire nutritious foods; and
4. Disseminating basic information about nutrition.

To date, U.S. Government efforts to assist economic development in El Salvador do not seem to have stressed sufficiently the need for a strong commitment to the overcoming of malnutrition. High-level agreement between the Governments of El Salvador and the United States on the relationship between improved nutrition and long-term economic development could pave the way to more rapid progress in solving both problems. With such a commitment, the United States would be justified in increasing its Title II donations to reach more of those who are now undernourished.

I. PROGRAM DESIGN AND INPUTS

Malnutrition is a problem of serious proportions in El Salvador, particularly for infants, children, and pregnant or nursing women. The problem is rooted in the pressure of a high population density on limited land resources, and in a widespread lack of understanding about nutrition. Research findings suggest that up to 70 percent of all children under 5 years of age are malnourished, partly because of an inadequate proteic/caloric intake and partly because of serious deficiencies of vitamin A and riboflavin in the diet (see appendix B). Under such circumstances, infants are disadvantaged from birth, children are unable to enjoy the full benefits of the classroom, workers cannot achieve their full productivity potential, the need for remedial health care is unnecessarily high, and the entire quality of life is downgraded.

Title II of U.S. Public Law 480

Combating hunger and malnutrition and encouraging economic development under conditions such as those which prevail in El Salvador are specific purposes of Title II of U.S. Public Law 480, as amended. This act provides authority for the President to use the agricultural productivity of the United States for such purposes, with particular emphasis on assistance to those countries that are making efforts toward improving their own agricultural production (see appendix C). Under the Food-for-Peace Program, El Salvador has been receiving sizable quantities of various commodities as grants under Title II since 1963.

The United States supplies the commodities and pays ocean freight to the port of entry. For the subsequent distribution, resources are mobilized and programs are implemented by cooperating sponsors. In El Salvador, the

Catholic Relief Services (CRS) sponsors the bulk of the distribution, working through the local CARITAS organization; the remainder (less than a tenth) is sponsored directly by the Government of El Salvador through its Institute of Rural Colonization (ICR) allied to the Ministry of Agriculture (table 1).

Only a few countries in Latin America have Title II programs on the scale and of the relative importance of the program in El Salvador. The \$15 million worth of Title II commodities received by El Salvador through 1968 represented more than an eighth of all U.S. economic assistance to that country after 1946 -- a ratio equalled or exceeded only in Jamaica and Haiti, except for the much smaller scale program in British Honduras. Current Title II commodity shipments to El Salvador (valued at more than \$2 million annually, including CCC cost plus ocean freight) are roughly equivalent in value to all grants under other A.I.D. programs.

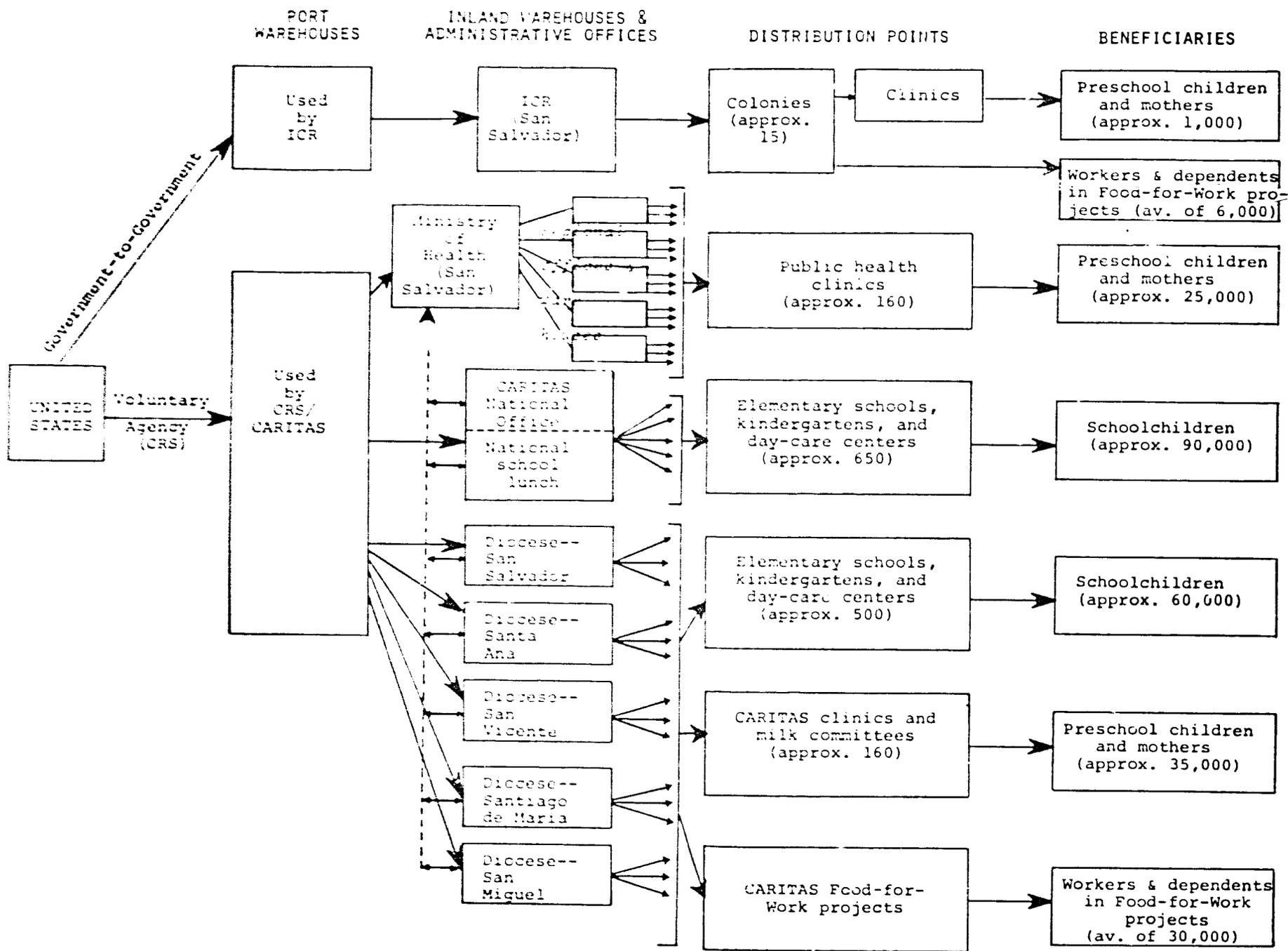
Program Elements

A school lunch program has been operative since 1963, maternal-child feeding began in 1965, and Food-for-Work activities were initiated by CARITAS in 1966. Other CARITAS distributions of food to adults in families and institutions (sometimes known as "dole" feeding) have been terminated. Foods distributed by ICR in its settlement colonies mainly go to participants in Food-for-Work projects, but several clinics also provide maternal-child feeding to a total of around 1,000 recipients. The broad pattern for administration and commodity flows is shown in figure 1 and discussed hereafter. The top line represents the part sponsored by ICR, while the remainder charts the more complex part sponsored by CRS and distributed by CARITAS.

School Lunches

Lunches for around 150,000 schoolchildren represent the largest single program element in terms of commodity cost, average number of beneficiaries, and number of distribution points. As of May 1971, more than 500 schools with 73,000 students were served through the five diocesan offices of CARITAS, and more than 650 schools with almost 100,000 students were served directly through the national

FIGURE 1. ADMINISTRATION AND FLOW OF TITLE II COMMODITIES IN EL SALVADOR



office of CARITAS (table 2). Coverage extends broadly through all 14 departamentos in both urban and rural areas. Most of the 1,200 distribution points are public elementary schools. About 60 private schools, a number of kindergartens, and several day-care centers for preschool children also participate. Title II commodities used include nonfat dry milk, bulgur wheat, vegetable oil, and rolled oats. Blended foods (corn-soya-milk [CSM] and wheat-soya blend [WSB]) have also been introduced in appreciable quantities with reasonable acceptance, particularly for the CSM. Commodities are distributed only during the school year, which extends for 9 months from February through October.

Enrollment in the participating schools totals more than 170,000, and commodity requests have been programmed for 150,000 students in both the 1971 and 1972 fiscal years. However, it is not wholly clear from CRS/CARITAS reports that the average number of children actually served monthly has been greatly in excess of 100,000. Part of the difficulty may arise from the several different concepts involved in counting the school population served.^{1/} In any event, the program reaches no more than about a quarter to a third of the estimated 405,000 schoolchildren between 7 and 12 years of age, plus a small share of the 24,000 younger children enrolled in kindergartens. Moreover, some of the 7- to 12-year-olds most in need of nutritional assistance are probably to be found among the 147,000 not even matriculated in schools. If the number receiving lunches is compared with the total population of almost a million children between the ages of 5 and 14, it is evident that only 10 to 15 percent are being assisted. In contrast, it has been estimated that 80 percent of all elementary schoolchildren are from needy families. Delayed deliveries of supplies or other reasons may cause suspension of feeding for several days or more from time to time. Reports include data on the numbers of children in schools where deliveries are actually made during a specified month -- a concept sometimes confused with the number of children actually being served through the lunch program.

^{1/} Actual average attendance is of course lower than the number of children matriculated, for several reasons. Also, a few parents fear (rightly or wrongly) that unfamiliar foods may cause digestive upsets. Others may have unidentified personal reasons for withholding permission for their children's participation.

Table 2. School Lunch Participation, May 1971

| Diocese and Departamento | Schools Enrolled | | | Students Listed ^{a/} | | |
|-----------------------------|------------------|-----------|-----------|-------------------------------|--------------|---------------|
| | National | Regional | Total | National | Regional | Total |
| Santa Ana | 45 | 82 | 127 | 8,415 | 10,744 | 19,159 |
| Ahuachapan | 28 | 16 | 44 | 4,315 | 1,995 | 6,310 |
| Sonsonate | <u>51</u> | <u>2</u> | <u>53</u> | <u>9,297</u> | <u>280</u> | <u>9,577</u> |
| Diocese--Sta. Ana..... | 124 | 100 | 224 | 22,027 | 13,019 | 35,046 |
| San Salvador..... | 107 | 24 | 131 | 26,063 | 5,644 | 31,707 |
| La Libertad..... | 70 | 29 | 99 | 8,855 | 4,585 | 13,440 |
| Chalatenango..... | 49 | 18 | 67 | 6,220 | 2,637 | 8,857 |
| Cuscatlan..... | <u>56</u> | <u>21</u> | <u>77</u> | <u>7,530</u> | <u>2,392</u> | <u>9,922</u> |
| Diocese--San Salv. ... | 282 | 92 | 374 | 48,668 | 15,258 | 63,926 |
| San Vicente..... | -- | 54 | 54 | -- | 6,540 | 6,540 |
| Cabanas..... | 70 | -- | 70 | 7,235 | -- | 7,235 |
| La Paz..... | <u>51</u> | <u>5</u> | <u>56</u> | <u>6,597</u> | <u>1,100</u> | <u>7,697</u> |
| Diocese--Sn. Vicente.. | 121 | 59 | 180 | 13,832 | 7,640 | 21,472 |
| Usulután..... | -- | 126 | 126 | -- | 18,709 | 18,709 |
| San Miguel (west)..... | <u>--</u> | <u>13</u> | <u>13</u> | <u>--</u> | <u>1,340</u> | <u>1,340</u> |
| Diocese--Stgo. Maria.. | -- | 139 | 139 | -- | 20,049 | 20,049 |
| San Miguel (east)..... | -- | 106 | 106 | -- | 15,294 | 15,294 |
| Morazan..... | 71 | 7 | 78 | 5,006 | 585 | 5,591 |
| La Unión..... | <u>61</u> | <u>10</u> | <u>71</u> | <u>9,625</u> | <u>1,470</u> | <u>11,095</u> |
| Diocese--San Miguel... | 132 | 123 | 255 | 14,631 | 17,349 | 31,980 |
| El Salvador..... | 659 | 513 | 1,172 | 99,158 | 73,315 | 172,473 |

^{a/} The average number of lunches served daily would be much below these levels.

Maternal-Child Health (MCH)

According to current A.I.D. policy guidelines for the worldwide Food-for-Peace efforts, first priority is currently given to improving nutrition for preschool children and pregnant and nursing mothers, the groups considered most vulnerable to malnutrition. For this purpose, CARITAS makes available nonfat dry milk for distribution through nearly all the 181 facilities (puestos, unidades, centros, and hospitales) of the national Ministry of Health. In April 1971, for example, reports show that more than 16,000 infants and mothers were provided milk through 162 Ministry of Health facilities; in the majority of cases, a 4.5-pound package of milk, intended for use over a 7-week consumption period, was distributed; hence, the reported statistic appears to correspond to a consuming population of around 25,000.

Apart from the CARITAS distribution of milk through the Ministry of Health, various CARITAS clinics and other distribution points are provided milk through the five diocesan offices (table 3). In some cases, committees of mothers accept responsibility for preparing the milk and serving a glass daily to recipients who visit the distribution point; more frequently, the milk is sent home in the 4.5-pound package intended to last one recipient for 7 weeks. Some of the clinics require that the response of infants be recorded by periodic weighing; vaccinations and lectures on health and nutrition are often associated with the milk distributions.

Milk needs for the 1971 fiscal year were programmed on the basis of a total of 60,000 beneficiaries. This represents substantially less than 10 percent of the potential clientele, and it is not clear from available records that those served during FY 1971 will reach an annual average of 60,000. The bulk of those served are undernourished infants under 5 years of age; only a small number of pregnant and nursing mothers are included, plus a few infants under 2 years who do not evidence malnutrition.^{2/}

^{2/} Of the 16,491 served by the Ministry of Health facilities in May 1971, a total of 13,958 were in the first group, 1,268 were infants under 2 years not evidencing malnutrition, and 1,255 were mothers. The potential clientele in the three sub-groups in El Salvador totals over 700,000, and the number of children under 1 year of age (a rough measure of the number of pregnant and nursing mothers,) is 168,000.

Table 3. Approximate Participation in CARITAS Maternal-Child Health Activities, May 1971^{a/}

| Diocese | Distribution Points | | | | Individuals Listed | | | |
|------------------------|-------------------------------|---------------------------|--------------------------|--------|---|---|--|--------|
| | Ministry of Health facilities | CARITAS and other clinics | Glass of milk committees | Totals | Ministry of Health facilities ^{b/} | CARITAS and other clinics ^{c/} | Glass of milk committees ^{c/} | Totals |
| Santa Ana | 28 | 16 | 19 | 63 | 6,200 | 13,900 | 1,500 | 21,600 |
| San Salvador..... | 55 | 30 | 18 | 103 | 10,400 | 11,300 | 1,700 | 23,400 |
| San Vicente..... | 29 | 3 | 21 | 53 | 4,600 | 2,000 | 2,400 | 9,000 |
| Santiago de Maria..... | 9 | 9 | 18 | 36 | 1,100 | 7,900 | 1,500 | 10,500 |
| San Miguel..... | 41 | 11 | 20 | 72 | 4,500 | 2,500 | 2,700 | 9,700 |
| Totals | 162 | 69 | 96 | 317 | 26,800 | 37,600 | 9,800 | 74,200 |

^{a/} As the reporting regions of the Ministry of Health do not entirely correspond with the CARITAS dioceses, Ministry of Health data have been adjusted by estimated transfers for the Departamentos of Cuscatlan and Usulután.

^{b/} Number of individuals receiving a 7-week supply package in April, multiplied by 49/30.

^{c/} Number of eligible individuals listed on records, some of whom may not have been current beneficiaries.

Food for Work (FFW)

The combined tonnage of commodities for Food-for-Work projects of ICR and the regional offices of CARITAS represents almost exactly half of the total programmed for the 1971 and 1972 fiscal years. As no dry milk is distributed in the CARITAS FFW projects, however, the FFW commodities account for only about 25 percent of CCC cost of all shipments to El Salvador, and only 18 percent of the cost of those distributed by CARITAS. The principal items included are bulgur wheat, blended foods, wheat flour, cornmeal, and vegetable oil. Small amounts of milk and rolled oats are also distributed through ICR.

Eligible projects include a wide variety of activities ranging from road building to attendance at literacy classes and sewing schools. All are intended to engage unemployed or underemployed persons in self-help efforts for economic or community development, using food rations to provide incentives. Each worker devotes 1 to 2 days of time per week to an approved project and receives the ration allowed for himself and an average of five dependents. Typical projects employ 25 to 100 workers for periods of 1 to 3 months; few families are likely to participate continuously over any extended period of time. The average level of participation programmed and approximately realized for the 1971 fiscal year includes 5,000 workers by CARITAS and about 1,000 by ICR. Development of local leaders for community activities had been cited as a major objective. Direct nutritional benefits to any one individual or family are very limited because of the rapidly changing clientele; the projects do provide some quid pro quo for food supplies which were formerly released simply as a dole.

Program Goals

When PL 480 was enacted in 1954, both the Congress and the people of the United States were acutely conscious of the anomaly represented by large stocks of agricultural commodities and a highly productive agriculture at home while large populations suffered from hunger or malnutrition abroad. Steps to adjust this imbalance seemed in order on both humanitarian and economic grounds. As stocks of agricultural commodities have gradually been reduced to manageable levels, and as experience has accumulated in the distribution of foods under Title II, attention has turned to

defining objectives more carefully and seeking more effective ways of pursuing these objectives.

Self-help has become an increasingly important criterion for extending assistance, not only under Title II but also under other A.I.D. programs. Recipient countries are asked to demonstrate that they are stepping up their own efforts for economic and social development; food recipients are asked to participate in Food-for-Work projects or to make some contribution, insofar as they are able, to the local expenses of providing school lunches and other distribution programs. In El Salvador, as already noted, "dole" type projects for adult feeding have completely given way to Food for Work.

Alleviating Malnutrition

The school lunch and maternal-child health efforts in El Salvador are clearly directed toward alleviating malnutrition of population groups which, on the whole, suffer markedly from undernourishment. These two subprograms share high priority in Title II efforts, not only in El Salvador but also on a worldwide basis. The current Project Paper (PROP) for school lunch and maternal-child health activities includes the following statement:

The intent of this nation-wide program is to provide PL 480 Title II food commodities to reduce dietary deficiencies in the pre-school age population (who are most vulnerable), elementary school children and selected pregnant and lactant mothers.

When this PROP was prepared in August 1969, it was hoped that by FY 1972 the 1,800 distribution points would be providing milk to 250,000 mothers and infants and serving lunches to 350,000 schoolchildren. These output targets now seem unlikely to be realized, primarily because of limited financial and operational backstopping by the Government of El Salvador. This, in turn, reflects the limited sense of urgency about nutritional improvement which is shared by leaders and the public at large in El Salvador.

Some individuals, of course, are keenly concerned about nutritional inadequacies. We found such individuals scattered throughout Government and private enterprise, as well as among the citizenry at large. Dedicated individuals were found in clinics, in day-care centers, and among the teachers who must accept a large share of responsibility for the results of the school lunch activities. A promising indication of concern is the fact that a line item to provide support for the school lunch program has been introduced in the current (CY 1971) national budget, for the first time in the history of the program.

On the other hand, there were many indications that even the needy families themselves are not always greatly concerned about improving their nutritional status. Attitudes of parents are indicated by reports that Food-for-Work projects cannot proceed effectively when supplies of neither milk nor vegetable oil are available for distribution, inasmuch as other commodities do not provide sufficient incentive for participation. Teachers were highly conscious of the problem of presenting Title II commodities in a form acceptable to sensitive palates, although they also sought to serve the lunches early in the morning because of the favorable effect on learning potential immediately thereafter (especially for students who arrive with little or no breakfast). Volunteers to help in clinics and at other distribution points are seldom easy to find. Above all, the widespread complacency of community and state leaders with the present level of effort was disappointing.

Community Development

Whereas alleviating malnutrition has been the central goal of the school lunch and maternal-child health elements of the program, community development enters as a major goal of Food for Work. The current PROP's for the Food-for-Work efforts supervised by both ICR and CARITAS indicate that the central goal is to raise the country's capability for self-help by developing community leaders and community organization. The PROP's (dated in March and August of 1969) indicate that food will be used as a means for accelerating socioeconomic development through self-help, rather than for any nutritional objectives as such. The food, of course, is presumably a net addition to the country's total supply, but brief periods of participation by the typical recipient family are scarcely compatible with any serious attempt to alleviate malnutrition. The dichotomy of goals which has

prevailed under the current PROP's now appears likely to disappear under the "Logical Framework" of a newly drafted "Project Design Summary," which describes the program goal as being "To improve the nutritional level of the population; especially among low income pregnant and nursing women, pre-school children, and pupils through the six (sic) grade" and which also proposes to decrease the number of Food-for-Work recipients from 40,000 in FY 1971 to 3,000 in FY 1976 (see appendix D).

The Mission has noted its concern that the Title II program is not closely related to other U.S.A.I.D. programs. In fact, the efforts to alleviate malnutrition tend to stand apart from other efforts, which give heavy emphasis to education, agriculture, and family planning. The latter three foci of interest correspond to the emphasis currently given by the Government of El Salvador to education and agriculture, and to the recognized urgency of the need for efforts in family planning, given the pressure of high population growth and an influx of refugees on the country's physical resources. There is some complementarity between school lunches and efforts for improved educational opportunities, inasmuch as well-nourished children can be expected to be better students. Moreover, the lunches may provide some small incentive for school attendance. It is also only reasonable to conclude that the transfer of resources under the Title II program generally helps to mitigate, in the short run, problems which can best be dealt with in the longer run by improvements in agricultural productivity, improved nutritional understanding, and continued efforts in family planning.

Program Inputs

Shortfalls in accomplishments can be traced quite directly to insufficient inputs of both commodities and other resources. After several years of reasonably satisfactory results on a modest scale, substantial expansion was planned for FY 1970, primarily with respect to the subprograms sponsored by CRS, executed by CARITAS, and monitored by U.S.A.I.D.

Commodity Flows

In the first half of FY 1970, the flow of commodities to El Salvador was substantially expanded, but local resources were clearly inadequate to expand distribution efforts correspondingly. Commodities accumulated in the pipeline, but did not flow to the intended recipients in planned quantities. Requisitions for shipments in the second half of the year were cut back, and total deliveries to distribution points fell far short of levels proposed a few months before the start of the fiscal year in the "Annual Estimate of Requirements" (table 4).

The FY 1970 experience led to a considerable reduction in estimated requirements for FY 1971, but deliveries to distribution points appear certain to fall well below the planned level once more (table 4). Late arrival of the fourth quarter shipment of milk is partly responsible; the Ministry of Health had almost no milk for distribution to mothers and preschool children during most of May and June, and there is little assurance that its supplies will be renewed before August at the earliest. The direct distribution of milk by the regional office of CARITAS has also been cut back in some cases. Late arrival of the fourth-quarter milk shipment is a problem beyond local control,^{3/} but existing CARITAS stocks have not been redistributed to permit continued deliveries under the high priority maternal-child health activity.

The limited flow of commodities out of the pipeline cannot be attributed primarily to the physical dimensions of the pipeline (as will be documented later), nor to a lack of supplies for filling the pipeline (as was demonstrated in FY 1970). Rather, it must be attributed to insufficient human resources and financial support for accelerating the flow through the pipeline. With the possible exception of ICR, none of the agencies concerned has been able to marshal sufficient resources for implementing the program at desired levels.

Human and Financial Inputs

The annual distribution of 7,000 tons or more of perishable food commodities to 250,000 or more beneficiaries, served through 14 warehouse transfer points and nearly

^{3/} We understand that the tight situation is primarily responsible.

**Table 4. Estimated Commodity Requirements for CARITAS Activities
and Quantities Actually Forwarded to Distribution
Points, FY 70 and 71**

| Commodity | FY 1970 | | FY 1971 | |
|--------------------|------------------------|----------------------------------|------------------------|--|
| | Estimated requirements | Forwarded to distribution points | Estimated requirements | Forwarded to distribution points ^{a/} |
| | ----- (000 lbs.) ----- | | | |
| NF dry milk..... | 5,875 | 3,698 | 4,374 | 3,657 ^{b/} |
| Vegetable oil..... | 3,462 | 1,251 | 1,395 | 1,052 |
| Bulgur wheat..... | 5,845 | 2,473 | 2,550 | 2,112 |
| Wheat flour..... | 4,045 | 1,400 | 1,200 | 1,031 |
| Cornmeal..... | 4,045 | 1,650 | 1,200 | 1,297 |
| Rolled oats..... | 6,039 | 1,475 | 675 | 262 |
| CSM..... | 2,280 | 518 | 1,500 | 849 |
| WSB..... | -- | 47 | | 393 |
| Total | 31,591 | 12,512 | 12,894 | 10,653 |

a/ Projected from data for first 11 months.

b/ Adversely affected by late arrival of 4th quarter shipment.

2,000 distribution points, is no small task (see figure 1). The task is greater when the commodities supplied are not entirely familiar to the recipients, and when the dissemination of information about improved nutrition is an important objective. Opportunities for waste or misuse of commodities are infinite, and major breaches of program regulations can discredit all agencies concerned, yet the impossibility of verifying the proper use of each sack of cereal or 4.5-pound carton of milk is obvious. Accordingly, the educational input through promotion and supervision is of overwhelming importance. Most of the responsibility for promotion and supervision falls to CARITAS, working under the sponsorship of CRS and the general orientation and monitoring of the U.S.A.I.D. Mission.

The U.S.A.I.D. Mission, it seems clear, cannot possibly provide the necessary inspiration and leadership for a program on this scale, when its professional advisory input is limited to approximately 10 percent of the efforts of one individual. This official, with the help of a secretary and local assistant, must carry full responsibility for oversight of programs in family planning and community development, as well as of the various Title II activities.

Catholic Relief Services is almost equally short of personnel in El Salvador for fulfilling its crucial role as program sponsor. The U.S. Director and Assistant Director must devote some portion of their time to charitable undertakings apart from the Title II program, and their local staff has repeatedly been characterized as too small for fulfilling the organization's auditing and control responsibilities on an adequate scale. This is particularly revealed by the limited number of end-use checks which CRS is able to complete (only 18 from July - November 1970 and none from December 1970 - May 1971). Although a dedicated nutrition coordinator has been included on the staff during the last 2 years for a pilot project in applied nutrition supported by A.I.D., her latest semiannual report reveals a lack of support in such minor matters as transportation to scheduled meetings and timely approval of incidental expenses for visual aids, demonstrations, and travel expenses. Resource or procedural limitations which hinder the nutritionist from maximizing her contacts and effectiveness in the field are surely signs of serious deficiencies.

CARITAS has marshalled enough human and financial resources to meet generally acceptable standards in distributing the existing flow of commodities. For reasons not readily fathomable, it has not proceeded with plans for decentralizing all school lunch efforts; instead, more than half of the program continues under supervision of a division of the national office, while the remainder is supervised through the five diocesan offices. For the most part, distribution territories of the national office overlap with those in the respective dioceses, although schools in the Departamentos of San Miguel, Usulután, and San Vicente are served exclusively by their respective diocesan offices (see table 2).

In the national office, five supervisors and their chief are responsible for lunch activities in about 660 schools, or a ratio of more than 100 distribution points per supervisor. A roughly similar ratio prevails in each of the diocesan offices, where one or two supervisors must cover Food-for-Work projects and clinics or other points for distributing milk to mothers and infants, as well as the schools. Accordingly, the diocesan supervisor's role is somewhat more diversified than the role of a national school lunch supervisor.

We found CARITAS supervisors who were making serious efforts to assure smooth functioning of the various elements of the Title II program and some who were prepared to make limited contributions in nutrition education. Others, however, were ill prepared to do the latter, and had little understanding of procedures for making end-use checks. Such capabilities are essential to performing the supervisory role effectively. The number of distribution points served per supervisor does not seem excessive for effective performance of a purely supervisory role. Yet the number of contacts is fewer than would be desirable for adequate monitoring, without taking account of the more intensive efforts needed for effective education and promotion. The total number of visits made to all classes of distribution points per supervisor per month seldom exceeds 25 to 35. Visits are even fewer during the 3 months of school vacation. Difficulties of access to rural areas, especially during rainy seasons, must be recognized as an impediment to more numerous visits, yet the need is great.

A nutritionist in the Ministry of Health coordinates its program of distributing milk (and of conducting a few nutritional recuperation clinics) through its five regional offices. Execution of the program at the local level falls to nurses and other professional or paraprofessional personnel who serve public health needs in general. Although the importance of the program is recognized in the Ministry, it represents an additional claim on the available time of regular personnel; thus when milk supplies do not arrive, distributions are simply suspended without vigorous efforts to maintain continuity. Here again, the insufficiency of resource inputs is evident.

The Ministry of Education now makes a predetermined financial contribution to support the school lunch program, contributing to CARITAS funds provided by a line item in the national budget. This is a substantial step forward, although the amount (equivalent to \$60,000 annually) is not large compared to the need. Its teachers also show a laudable sense of responsibility in attempting to encourage parents to contribute within their means. We met one teacher in a very poor rural district, for example, who insisted that each family provide a minimum contribution of one stick of firewood per child, to be repeated as often as needed for the fuel consumed in the program. Nevertheless, the total appropriations, recipient quotas, and other contributions fall far short of needs for adequate administration of the school lunch activity on a scale commensurate with the country's nutritional deficiencies.

The overall lack of operating funds affects the MCH and and FFW activities as well as the school lunch activity. The evidence is primarily in the limited supervisory contacts and end-use checks at distribution points, and the very limited educational inputs which should be at least as significant as the food itself. A major constraint in raising the local level of financial support is the lack of urgency felt by the population at large, perhaps because the problem is more one of malnutrition than of absolute hunger.

II. PROGRAM PERFORMANCE AND PROBLEMS

The school-lunch and maternal-child health elements of the Title II program have a high potential for ameliorating malnutrition within the most seriously affected groups. The foods distributed represent good sources of the kinds of nutrients needed by the recipients, and the distribution activities provide significant opportunity for nutritional education. Unfortunately, the scale of the feeding efforts could be expanded by two to five times without reaching all mothers and children needing nutritional assistance and education, and the flow of nutritional information through existing channels is far below the level potentially attainable.

Palliatives Versus Solutions

An unending flow of Title II commodities must be regarded as a palliative rather than as a solution for the malnutrition problem in El Salvador. In addition, such a flow cannot be justified as a continuing incentive for community development. The country's agricultural potential, while limited, is sufficient to permit an adequate supply of food for the country's expanding population. This was clearly demonstrated in the recent RRNA sector analysis.^{4/} Unfortunately, the Government of El Salvador has so far made little progress in implementing the proposed strategy and recommendations. Efforts for fuller exploitation of the country's agricultural potential along such lines would represent one part of a long-range solution for malnutrition, especially if complemented by national efforts for supplementary food distribution programs to needy families.

^{4/} See the Agricultural Sector Analysis for El Salvador, recently prepared by RRNA in collaboration with the Ministry of Agriculture and the Planning Commission of El Salvador, with financing by the U.S.A.I.D. Mission.

Nutrition education is the other essential for the permanent solution of the problem.

Nutrition Education

Educational successes include the fact that nonfat dry milk has been introduced and accepted in the consumption patterns of individuals in large numbers of families; that more economical blended foods have been introduced and accepted on a limited scale; and that uses have been found for such unfamiliar products as bulgur wheat. In a number of schools, definite efforts are being made to incorporate local fruits and vegetables in well-planned menus for the lunches. Occasionally, school gardens have been encouraged -- a valuable step in a country where the production and use of vegetables is extremely limited. Notwithstanding these results, we found that efforts to accelerate the spread of nutritional information reflect the isolated activities of a few individuals rather than a concerted and organized effort by CARITAS. Even the personnel of the various facilities of the Ministry of Health seem to be burdened to such an extent that educational efforts with mothers of young children frequently have to take a low priority. The limited use of volunteer assistants in these facilities is disappointing, as it might permit nurses to spend somewhat more time on nutrition education. It is even more surprising that information on the preparation and use of unfamiliar foods has not, apparently, been widely distributed and explained by CARITAS personnel. Overworked teachers in a number of schools have been left largely to their own devices in finding ways of making new items acceptable to their pupils. The nutrition adviser assigned to the CRS office has made intensive efforts for nutrition education in a small number of clinics and training courses; perhaps her counsel could also have been used effectively in the design of broader educational efforts.

Accelerating Community Action

There is considerable enthusiasm for the Food-for-Work projects, which in a number of cases have undoubtedly helped to encourage self-help activities by communities and individuals. A major effort to enlist the services of architects, engineers, and other professionals in aiding workers in very low income classes in San Salvador to construct their own minimum-cost houses owes much to the fact that Food for Work provided a margin of incentive for the workers to continue their efforts. Started on a small scale, this activity (Pro-Vivienda Minima) now shows signs of proceeding on a major scale. One of the sponsors assured us that the second housing development project would probably have failed without Food-for-Work support. In rural areas, we found Food for Work had stimulated community action and the development of new community leaders, with promising implications for future community development. The project output themselves were also of importance: roads built or improved, water supplies augmented, clinics and community recreation facilities built, and land improved in the ICR colonies.

Notwithstanding these tangible evidences of efforts for community development, we remain somewhat skeptical about the magnitude of the net enduring results. Did the road improvement work represent a net addition to the on-going program of the responsible highway authority, or did it substitute for some part of such a program? To what extent were new leaders developed, and to what extent did former leaders continue to exercise a continuing role? To what extent will groups organized to accomplish specific projects proceed with additional efforts? Evidence on such points is too limited to permit satisfactory answers.

In some cases, Food-for-Work projects have been coordinated with activities of FOCCO, a nationwide effort for community development, organized as a program of El Salvador's National Planning Council. Small residual stocks of World Food Program commodities brought to El Salvador for emergency feeding in the wake of the 1969 conflict have now been transferred to FOCCO for use in Food-for-Work projects emphasizing community development. Furthermore, a proposal involving the use of more than 3,300 tons of commodities annually in Food-for-Work projects has been presented by FOCCO to the World Food Program. FOCCO hopes that the groups sponsoring such projects in individual communities

will remain as permanent nuclei for community development activities. With such efforts in prospect, care must be exercised to assure that CARITAS efforts do not duplicate or compete with those of FOCCO. This alone is a reason for considering some scaling down of the CARITAS Food-for-Work projects.

Physical Transfer and Storage of Commodities

There appear to be few serious problems in the physical handling of commodities from ship to the ultimate recipients. (The entire flow is charted in figure 1.) For the most part, warehouses are adequate in design and capacity; storage and handling procedures are acceptable; delays of in-country movements are insignificant; and losses are very small. The warehouse situation at the port of La Libertad is not entirely satisfactory, as pallets are not in use and one of the buildings occasionally used is unsuitable for extended storage of food commodities. Reduction in the size of pallets used in other warehouses and change in stacking procedures would be advantageous. Storage conditions are less than ideal at many of the numerous distribution points, and modest improvements can readily be made with limited technical assistance. Information on approved methods of rodent and insect control needs to be disseminated and applied; the use of dieldrin in CARITAS warehouses should be terminated immediately. In general, the facilities are adequate to permit a considerable expansion in the volume of commodities handled without encountering critical limitations. A more detailed discussion is presented in appendix E.

Distribution Operations in the Field

Administrative complexities of the CRS/CARITAS program are greatest after the commodities leave the principal warehouses on their way to beneficiaries in schools, clinics, and homes. Common to all subprograms (MCH, FFW, and school lunch) is the necessity of performing a series of basic functions, most of which are equally required in the field operations of ICR. Here we shall base our discussion of functions and problems on the CRS/CARITAS program, because the ICR program is more limited with respect to these matters, as well as in scale.

Functions

The principal functions to be performed in the field operations of CRS/CARITAS may be classified and described as follows:

Promotion and enrollment. Potential recipients and intermediaries must be alerted to the availability of the various subprograms. Teachers, clinic supervisors, and other organizational leaders must be informed of benefits, procedures, responsibilities, and prerequisites. Contracts must be concluded with distributing-point organizations, eligible beneficiaries must be enumerated, and utilization plans must be formulated.

Ordering, dispatching, and delivering commodities. At intervals of 1 to 3 months, commodity needs at each distribution point must be determined, orders to the appropriate warehouse relayed, composite shipments assembled, and deliveries made. The initial order is based on the level of activity specified in the contract; thereafter, residual inventories and any variation in intervals between deliveries are presumably considered in orders written and approved by the indicated supervisor. Transportation of school lunch commodities is usually provided by the national or diocesan CARITAS office concerned, with trucks being routed to serve several nearby schools on a single trip. Commodities for other subprograms are usually picked up at the respective warehouses by individuals responsible for the local distributions.

Collecting and administering recipient contributions. When recipients are asked to contribute to distribution expenses, a representative of the local organization (school, clinic, or committee) must receive instruction in his responsibilities and then proceed to collect, expend, and account for funds. Part of the collection is forwarded to the CARITAS office, via the supervisor or otherwise, and part is commonly reserved for local expenses. Thus, a similar series of responsibilities for collecting, expending, and accounting for recipient contributions must be performed in each CARITAS office.

Making end-use checks. Supervisors are expected to make frequent checks at schools and elsewhere to assure that commodities are not wasted or misused, that program regulations are followed, and that intended results are being achieved (this is discussed in detail later).

Nutrition education and motivation. Supervisors are expected to assure effective utilization of commodities by explaining appropriate methods of storing, protecting, and preparing them. Beyond this, major long-range benefits in alleviating malnutrition can be expected to accompany appropriate instruction of children, parents, teachers, and others on nutritional topics, and from efforts to motivate action in accord with the principles taught.

Reporting and evaluating results. Various kinds of records of beneficiaries, commodity flows, cash flows, and other items must be kept at local distribution points as well as at CARITAS offices. Not only should these serve for general control and audit purposes, but they should also be analyzed locally with a view to improving performance.

Personnel administration and supervision. In each of the CARITAS offices and at many of the local distribution points, the efforts of several employees or other workers must be coordinated under the direction of a local manager or program director. This manager or director must make certain that program objectives and regulations are understood, responsibilities assigned and accepted, and records maintained with a high degree of accuracy.

The Problem of Reporting Participants

Plans and administrative procedures for Title II programs in El Salvador and elsewhere are built around two key concepts: the number of beneficiaries or recipients, and the average daily ration per person of whatever commodities are involved. Many problems of planning, reporting, and control in El Salvador can be traced, perhaps surprisingly, to difficulties of interpreting the concept of a beneficiary. The difficulties are caused primarily by the fact that the concept of a beneficiary is practically meaningless except when a time dimension is specified.

For example, in the Ministry of Health's efforts to provide milk to mothers and preschool children, a given clinic may distribute 40 packages of dry milk during a reporting month. Consequently, it is reported that 40 individuals were served -- a readily ascertainable fact, which can be correlated with removals from supply and other relevant statistics. If this is repeated month after month, however, the number of individuals constantly consuming the milk will be approximately 70 rather than 40, inasmuch as the package provides a ration for 7 weeks, rather than for a month of approximately 4 weeks. Careless interpretation of the Ministry's reports could easily lead to understating its accomplishments by almost 40 percent; furthermore, there are indications that confusion on this point may have led to inadequate requisitioning of milk for the intended program level.

Other concepts of participation add to the complexity of the record problem. The 40 packages of milk distributed during the given month may have gone to individuals on a list of 80 or 90 who were eligible for the donation. The number of persons listed as eligible is an important program statistic that needs to be known for planning purposes, but it cannot be multiplied directly by the daily ration to estimate needs, since some individuals will almost always fail to appear for the actual distribution (mothers who cannot reach clinics, schoolchildren who are absent, workers who suspend their efforts in Food-for-Work projects, etc.). There is also a difference between the concept of a direct recipient of commodities and an indirect beneficiary; in the clinics, it is conceivable that a pregnant mother would be issued milk for herself and two or more infants; in Food-for-Work projects, the number of direct recipients is a convenient statistic, but the number of indirect beneficiaries also needs to be included in estimating ration allowances.

Additionally, it is important to note the difference between the number of individuals benefited on a given day or in a given month and the total number of individuals participating at some time during a reporting year. For calculating ration allowances, it makes little difference whether one individual is to be fed for 365 days or 365 individuals are to be fed for 1 day each. In terms of nutritional and other program impacts, it is extremely important to know how many individuals are benefited at any time during the year, and for how long.

Participation in the MCH activities is presumably relatively continuous so long as supplies are adequate, with minor exceptions for a gradual rotation and occasional absences. Participation in the school lunch activity is similarly continuous for 9 months of the year, subject to the same exceptions. Participation in Food-for-Work projects may be relatively continuous, although one must presume that it seldom is; projects are typically scheduled for only 1 to 3 months, and new projects may be in entirely different localities than the projects which preceded them.

As a minimum, it appears that administrative manuals or instructions should clearly identify and describe the following categories of beneficiaries for each program element or subprogram, and that monthly or other reports should deal with each of them, insofar as each is relevant to the purpose of the specific report:

1. Number of individuals eligible (registered or inscritos) for subprogram, continuing from previous month.
2. Number of individuals added to eligible list during month (in FFW projects, a distinction should be made, if possible, between those previously eligible during current year, and those not so eligible).
3. Number of individuals withdrawn from eligible list during month.
4. Number of actual recipients of periodic commodity distributions during month (recipients or servidos) -- (a) mothers receiving packaged milk, and (b) heads of families receiving Food-for-Work packages.
5. Number of indirect beneficiaries of periodic commodity distributions during month (indirect beneficiaries or beneficiarios servidos indirectamente) -- (a) number of individuals, less one, for whom the milk distributed to the mothers is intended, and (b) dependents in families receiving Food for Work packages.

6. Total number of meals or snacks (glasses of milk) served during month in schools, day-care centers, recuperation clinics, and by committees. (This is the sum of the number of meals or snacks actually served each day, which should be recorded by the person in charge.)

Care in distinguishing the various classes of participants under the several subprograms at local, regional and national levels -- along the lines suggested above -- would do much to facilitate planning, reporting, and control. Present records show evidence of unfortunate confusion. This is both the cause and evidence of the weaknesses of the CRS/CARITAS program administration mentioned in the "Scope of Work" (appendix A).

The Problem of End-Use Checks

Attainment of the nutritional objectives of the entire Title II program depends upon the delivery of commodities to the ultimate recipient individual or organization, the use of those commodities as food by the intended beneficiaries, and the educational activities which accompany these flows. Assuring that these functions are performed effectively by the many different individuals involved is a far more difficult task than controlling commodities up to the time they leave the principal warehouses. The chief procedure for performing this task is the end-use check. From 10 to 12 CARITAS supervisors are primarily responsible for making end-use checks; the same procedure is also applicable for spot-checks by CRS personnel and by internal or external auditors.

Forms have been specifically developed for end-use checks in the school lunch subprogram, and monthly reports are made of the number of "satisfactory" or "unsatisfactory" checks made by each supervisor, by each region, and nationally. Unfortunately we found little evidence that these checks are uniform or entirely meaningful. The forms include general questions about the state of the program in the individual school, the adequacy of storage facilities, and procedures such as those used to identify the source of the commodities to students and parents. Such questions are sometimes ignored; substantial repetition would be involved if they were answered month after month. The form also provides tables intended to reconcile inventories and deliveries with distributions; unfortunately, the construction of these tables is inadequate for effective use and interpretation.

One difficulty in using the reconciliation tables is that few schools keep a daily consumption record; without such a record, disappearance during a given period cannot be distributed between consumption and unrecognized loss. Furthermore, daily disappearance cannot be compared with the approved ration allowances except through subsidiary calculations not provided for on the form.

Given these weaknesses, the form does not really help much in determining if approved ration allowances are being followed, if final inventories can be reconciled with recorded flows, if commodities are being used with high nutritional effectiveness, and if educational objectives are being attained.

We found even less evidence that appropriate forms have been designed and used for end-use checks in homes designated to receive IFW commodities and MCH milk. In many clinics, however, the periodic weighing of infants and the charting of the weights against normal growth curves provides one very significant element useful in making end-use checks. When an undernourished infant shows a tendency to gain faster than normal for his class, and thus approaches the growth curve for a well-nourished infant, a strong presumption must exist that the milk is being used effectively. (The converse is not equally true; illness, for example, might negate the benefits of the milk.) Broader use of the relatively simple procedures for weighing infants and charting growth curves would be most useful in the MCH subprogram.

An audit at the end of 1964 pointed to inadequacies of end-use checks as one of several major weaknesses of the CRS-sponsored program. The need for more and better checks has been repeatedly stressed since that time, yet the problem remains. This is the second strong indication of the weaknesses of the CRS/CARITAS program administration mentioned in the "Scope of Work." We cannot believe that designing and implementing effective procedures for end-use checks is beyond the capability and skill of the CRS/CARITAS administrative team; instead, we must conclude that failure to do so reflects the low priority attached to this kind of activity. Without such checks, however, program evaluation -- as well as program auditing -- can be only superficial.

Within the limited scope of the present evaluation, we have satisfied ourselves that the administration of CRS/CARITAS programs is adequate to move, and does move, substantial quantities of commodities to recipients for use along intended lines. We see no lack of the necessary potential for doing so on a larger scale. No unrecorded cases of misuse of commodities came to our attention. Nevertheless, the lack of appropriate procedures for making end-use checks, and the low priority which seems to have been accorded this activity, are serious indications of constraints on program potentials.

Commodity Control from Ship to Inland Warehouses

With one major exception, the procedures for effecting and controlling the transfer of commodities from ship to inland warehouses seem to be relatively effective. The exception relates to the allocation of commodities for the program of the Ministry of Health, and will be discussed after a listing of the functions performed in this phase.

Functions

The principal functions in controlling the flow of commodities from ship to inland warehouses may be listed as follows:

1. Obtaining customs clearance and warehousing at port. Responsibility for commodities passes from the U.S. Government to the local sponsor (CRS or ICR) at the dock. Customs clearance must be obtained, temporary storage provided, and loss or damage noted and reported.
2. Allocation to inland warehouses. CARITAS must determine how each shipment is to be distributed among its diocesan warehouses, the warehouse of the national school lunch subprogram, and the Ministry of Health.
3. Dispatch and notification activities. A comprehensive set of procedures is followed for notifying diocesan office managers of expected transfers, confirming dispatches from ports, confirming arrivals at inland warehouses, and keeping and summarizing the corresponding records.

4. Control and release of warehouse stocks. In-shipments, out-shipments, and running inventory records are maintained at each warehouse. Dispatches are made to distribution points and are verified by signed receipts.

5. General supervision, personnel administration, and review of results. These are partly functions of the CARITAS diocesan office managers and the individual in charge of the national school lunch subprogram, and are also functions of the national office of CARITAS, of CRS, and of U.S.A.I.D. In the case of the ICR program, most of the responsibility rests with the Institute's central office.

The Problem of Shipment Allocations

As each shipment of a commodity is released from customs, it is transferred to inland warehouses in proportions presumably determined according to program needs. A table prepared in October 1970 by the CRS Auditor/Shipping Supervisor, for example, showed projected monthly average distributions of each commodity for FY 1971 from each CARITAS warehouse and by the Ministry of Health; the corresponding percentage distributions, commodity by commodity, were presumably to be used throughout the year for allocating each shipment to the seven transfer points (the Ministry of Health makes an almost immediate further distribution of its share of dry milk arrivals among its five regional warehouses; see column headed "Inland Warehouses and Administrative Offices" in figure 1).

The percentage allocation procedure, in operation if not by intent, seems to exercise more than incidental control over the availability of commodities for various subprograms. Frequent adjustments to compensate for fluctuations in participation and inventories are likely to be needed. Unless interwarehouse loans or reallocations are made, an uneven distribution of opening inventories may prejudice the ability of some inland warehouses to keep pace with planned distributions.

The possible consequences of existing distribution procedures are dramatically evident in the inability of the Ministry of Health to make milk available to its MCH distribution points during much of FY 1971. Although the combined CARITAS inventory of dry milk at all locations was reported to be adequate for at least a month at the beginning of FY

1971 and "normal" at the end of May 1971, the Ministry of Health had almost no milk in warehouse locations at either time. Its "estimated monthly consumption" was shown in the October 1970 distribution table to be 71,000 pounds, or 19 percent of the combined average monthly consumption for the seven inland transfer points. Subsequent allocations of arrivals apparently were made on approximately this basis, although it is not certain that each separate shipload was allocated in exactly this fashion.

Notwithstanding the overall adequacy of national supplies, the monthly capability of the Ministry of Health to make current distributions at projected levels was inadequate in seven out of 12 months, as revealed in the following tabulation:

| <u>Month</u> | <u>Quantity scheduled for distribution by end of month</u> | <u>July 1 inventory plus receipts to first of month</u> | <u>Months of inadequate cumulative supply^{a/}</u> |
|--------------|--|---|--|
| | ----- (000 lbs.) ----- | | |
| July 1970 | 71 | 2 | x |
| August " | 142 | 69 | x |
| September " | 213 | 252 | |
| October " | 284 | 254 | x |
| November " | 355 | 320 | x |
| December " | 426 | 416 | x |
| January 1971 | 497 | 528 | |
| February " | 568 | 598 | |
| March " | 639 | 735 | |
| April " | 710 | 735 | |
| May " | 781 | 735 | x |
| June " | 852 | 735 | x |

a/ Assuming that supplies for distribution during the month must be on hand no later than the first of the month.

These data lead to the conclusion that CARITAS does not make strenuous efforts to support the part of its program conducted through the Ministry of Health; also, there is no evidence that the Ministry has exerted strong efforts to normalize the flow of milk supplies from CARITAS. Furthermore, we understand that the Ministry has not chosen to take steps that would enable it to become directly responsible for receiving milk and other commodities on a government-to-government basis. Its limited vehicular resources for transporting commodities within the country may help to account for this reluctance.

General Coordination and Control

With exceptions already noted, we have found a relatively smooth flow of commodities from ship to inland warehouses and thence to ultimate beneficiaries. This reflects generally effective procedures for both administrative control and for physical transfer and storage. It also reflects relatively effective coordination and control at the national level. Functions at this level include preparing annual and longer range plans, assuring interagency coordination, reporting and evaluating results, providing for local expenses, performing internal and external auditing, and generating program publicity.

Planning, Coordination, and Review

The planning function requires the preparation of A.I.D. documentation such as PROP's, PIP's, Pro-Ag's, PAR's, AER's, and ARR's,^{5/} plus an almost continuous flow of other reports, communications, and special forms. Documentation itself places a very heavy load on the U.S.A.I.D. official currently charged with oversight of this and two other major programs. The need for close coordination with CRS, CARITAS, ICR, and the Ministries of Health and of Education in planning and administering the program accentuates the complexity and time requirement for this assignment. It is almost impossible to imagine that one individual, however able, can do justice to satisfying A.I.D.'s needs for participation in national planning and review, without working substantially full time.

As in many cases involving interagency cooperation, the real locus of general planning and coordination for the CRS/CARITAS program is not easily identified. The national board participates in some decisions, regional boards participate in others, and some are left to the General Manager of CARITAS or his assistants or to the Country Director for CRS. The Ministries of Health and Education seem to participate relatively little in the decision-making process, whereas ICR is almost self-sufficient in planning its own program. A logical corollary is that the Ministry of Health might well be urged to consider accepting responsibility, under a government-to-government arrangement, for its

^{5/} Project Papers, Project Implementation Plans, Project Agreements, Project Appraisal Reports, Annual Estimates of Requirements, and Administrative Review Reports.

distribution of milk to mothers and infants, instead of continuing to receive the milk via CARITAS. That the Ministry would be prepared to aggressively pursue such a change is none too clear.

The Decentralization Issue

CARITAS subprograms in Food for Work and maternal-child health (other than the fraction assigned to the Ministry of Health) are administered entirely through the diocesan offices. As indicated in figure 1, part of the school lunch subprogram is similarly administered, but more than half of it is administered through a division of the national office. This arrangement is abhorrent to an orderly mind, although it does not seem to have caused critical problems or inefficiencies. Nevertheless, schools served by two separate channels are intermingled in the major cities and rural areas of 10 of the 14 departments of the country. In San Salvador, two warehouses with separate staffs and administrations operate side-by-side at the national headquarters. Supervisors in the diocesan offices do not have the opportunity to specialize in a single subprogram, as is possible for the national school lunch supervisors.

Stated policy has been to aim for complete decentralization as rapidly as the diocesan offices develop the necessary capability. In our view, this capability depends largely on the supervisory resources of each office. Transfer of the five national supervisors (and an appropriate number of vehicles) would therefore fill the major resource gap of the diocesan offices for conducting the entire lunch program in their respective areas. The head of the national school lunch office could then be made a national coordinator for the school lunch subprogram with responsibility for training and reviewing the work of all supervisors employed in diocesan offices. On the other hand, if there are reasons (not evident to us) for thinking that the diocesan offices still lack capability for administering the entire lunch subprogram in their respective areas, then there may be some doubt that they have a capability for discharging their existing responsibilities. In this case, a transfer of responsibility from diocesan offices to the national office would be indicated.

One variation of the latter organizational pattern would be to vest all program responsibility with the national office, which would operate through regional branches in San Miguel, Santa Ana, and probably San Vicente. This would eliminate the duplication of offices and warehouses in San Salvador and the overlapping of commodity distribution efforts in nine departments, and would alleviate some of the problems of span of control and of final responsibility for administration.

To make our position fully clear: we do not urge a shift in either direction, since the present arrangement has not produced critical problems that would easily be resolved by reorganization. Nevertheless, we find the situation anomalous, particularly because of the stated policy for decentralization.

Local Expenses

Local expenses of the CARITAS program for the 11-month period ending February 28, 1971 were equivalent to nearly \$165,000, according to a CRS summary (see appendix F). Nearly two-thirds of the total was expended for the nationally administered portion of the school lunch subprogram. Receipts during the same period included the equivalent of almost \$90,000 derived from the CARITAS share of participant contributions, plus the resale of some empty containers. Collections from contributions have been increasing in recent years; the total rose from the equivalent of about \$80,000 in 1968 to \$120,000 in 1970 (see appendix G). Other support for CARITAS is provided by the Ministry of Education's grants for the school lunch subprogram, by a national fund-raising campaign, by occasional raffles, and from miscellaneous other sources. The approximate staffing pattern is summarized in appendix H.

Auditing

Under the voluntary agency program, both the sponsor (CRS) and the implementing agency (CARITAS) are expected to conduct internal audits. An audit of CPS operations was conducted by personnel from the New York office in early 1971, but it did not extend deeply into CARITAS operations. A.I.D. retains the right to conduct program audits, but the latest audit by A.I.D. personnel was in 1969. Considering the weaknesses of internal procedures for end-use checks, it appears that very limited auditing is currently taking place or being programmed.

Publicity

Given the urgent need for generating maximum local support from public and private sources, it seems strange that publicity efforts appear to have been very limited. We doubt that national leaders and the community at large are as well informed about the program as they should be.

When we stepped outside the immediate CRS/CARITAS circle, we immediately encountered a leader of industry and education, a bank president, and a high government official who were almost totally uninformed about Food for Peace and the CARITAS program. One of these informants counseled us that the Food-for-Peace Program should be much more forcefully presented to private-sector leaders, with a view to generating more support in commodities, money, or personal effort. In this connection, it should be noted that El Salvador has strong organizations representing producers and processors of commodities used in the program -- corn, oilseeds, edible oils, milk, sugar, and coffee -- as well as broader national organizations or federations representing sectoral groups in agriculture, industry, and commerce.

Our reading of newspapers and attention to radio on this and earlier visits to El Salvador has not impressed us with any strong effort to inform the general public about the Food-for-Peace activities of A.I.D., CRS, and CARITAS. A recent newspaper report on ICR's action to improve water supplies in one of its colonies made no mention of other water supply improvements accomplished with labor provided under the incentive of Food for Work. The VII Latin American Congress of CARITAS, proposed for late 1971 in El Salvador, offers a timely opportunity for major publicity efforts, taking advantage also of the hoped-for issuance of a commemorative stamp by the national post office.

Measuring Nutritional Progress

The seriousness of existing malnutrition was demonstrated by the INCAP study (initiated in 1965 and published in 1969). Over time, efforts to alleviate malnutrition through Title II should produce demonstrable changes, yet little has been done to provide a continuous measurement of progress. The growth records for infants receiving milk through clinics represent one possibility for demonstrating progress, yet we found no plans

for summarizing these data and using them in a continuing evaluation of progress. Studies of growth records for children in a few selected clinics were made for one 12-month period as part of the pilot nutrition education project, but more needs to be done in this direction. Comparisons with control groups would help to maximize the usefulness of sample data from clinics and schools alike. Given the importance of this kind of evaluative effort, either A.I.D. or the Government of El Salvador may want to provide the necessary budgetary support.

III. OPPORTUNITIES FOR IMPROVEMENT

The foregoing sections have presented some major constraints which have been, and must be, recognized by those who attempt to reformulate programs for more effective performance. Among the most important of these constraints are the following:

1. The limited sense of urgency about nutritional improvement, which is shared by leaders and the public at large in El Salvador.
2. The consequent lack of financial support for in-country distribution operations.
3. The difficulty of mounting a major effort in nutrition education, given the setting of the problem and the lack of supporting resources.
4. The insufficiency of human resources for supervision and promotion in practically all agencies and phases of the program.
5. The limitations of procedures and resources for effective planning and control in CRS/CARITAS.
6. The substantial problems which must be overcome before El Salvador can fully exploit its agricultural potential and channel part of its potential abundance to surmounting malnutrition among needy families.

7. The inherent complexity of a program for distributing annually 7,000 tons of perishable foods to more than 250,000 beneficiaries served through nearly 2,000 distribution points.

8. The fact that although present thinking is to emphasize the alleviation of malnutrition among especially vulnerable groups, a major element in the program has consisted of distributing Food for Work with the primary stated objective of raising the country's capability for self-help through developing community leaders and community organization.

After reviewing program design, inputs, and performance, we conclude that effectiveness and efficiency can be improved through modifications in emphasis, coordination and control, and physical operations and facilities. Our suggestions or recommendations in these three areas appear in the following sections.

Suggested Changes in Program Emphasis or Design

1. CARITAS should scale down or eliminate its Food-for-Work subprogram to permit increased emphasis on the high priority areas of maternal-child health and school lunch. Enrollment in the latter two subprograms in FY 1972 should be increased at least 20 percent from FY 1971 levels, thus helping to maximize benefits from the use of increasingly scarce U.S. resources. Plans for FY 1972 should incorporate a very substantial reduction in Food for Work, and by FY 1973 the projects supported should be limited to those which foster the work of nutrition clinics, encourage the production of vegetables, or are otherwise significant in terms of their nutrition education content. (Reduced emphasis on Food for Work is evident in Mission thinking which has crystallized during this evaluation.)

2. Corn-soya milk (CSM) or similar blended foods should almost immediately be substituted for at least half the nonfat dry milk now used in the CARITAS program. Blended foods have already been well accepted in schools, and they provide equivalent nutritive values at a quarter the cost of milk. Tests should proceed rapidly to provide assurance that mothers will make good use of CSM in infant feeding. (The CARITAS board plans to initiate such tests soon.)

3. The Government of El Salvador should be encouraged to continue expanding its support for supplementary feeding programs and nutrition education. Cash inputs, such as those of the Ministry of Education for support of the school lunch subprogram, might well be supplemented by contributions of commodities through the Ministry of Agriculture. The favorable corn harvest just realized suggests that the first commodity contribution might be of this grain, which is the country's major food crop and is subject to price stabilization transactions by the Food Supply Institute (IRA). The donation of as little as 750 metric tons of corn to supplementary feeding efforts would represent an additional GOES input as large in value as the present budgetary contribution in support of the school-lunch program; it would also represent a 10 percent increase in the total weight of foods available under Title II programs. If matched with appropriate additional quantities of Title II milk and oil, it would permit approximately a 50 percent increase in the number of children offered school lunches.

4. Further efforts should be directed to exploring the possibility that a blended food such as CSM could eventually be wholly or partially compounded from the products of El Salvador's agriculture. As a transitional step, it might at least be technically possible to blend locally donated corn with Title II milk and other commodities. El Salvador has the agro-industrial potential for fabricating a CSM-equivalent product, and its agriculture could provide not only corn but also oilseed derivatives and milk, as well as the sugar and coffee now used in schools to flavor Title II milk and CSM. If sugar and instant coffee could be incorporated in a blended food product, the result might be well adapted to local tastes and have wide application in subsidized or other dietary enrichment programs. The name "Caleche" (cafe-leche) is suggested for identification in the development process. (We are aware that two previous attempts to produce blended foods in El Salvador have been shelved.)

5. Possibilities should be explored for future integration of Title II programs with the growing maternal-child feeding efforts of the Social Security Institute (ISSS). This autonomous agency already distributes nearly 500 tons of non-fat dry milk yearly to social-security-covered mothers during the 3 months immediately following the birth of a child. Extension of social-security coverage to agricultural employees and to various other classes of workers is currently under study. As an interim step, ISSS might be able to accept some

form of contractual responsibility from CARITAS for distributing milk or blended foods to mothers not now covered under social security but likely to be included at some time in the future. In any event, A.I.D. program documents should recognize the national contribution being made to combating malnutrition through the ISSS milk purchase and distribution program. In effect, the national input toward Title II objectives is larger than has so far been acknowledged.

Suggestions for Improved Program
Coordination and Control

1. Program plans prepared by CRS/CARITAS should include a projected breakdown of beneficiaries and commodity needs by subprograms and by regional or other (e.g., Ministry of Health) transfer points.
2. Monthly reports by CRS/CARITAS should show a comparison of planned and realized levels of participation broken down by subprogram and transfer points.
3. All CRS/CARITAS reports on program participation should be in terms of:
 - a. Individuals continuing on eligible list from previous month
 - b. Individuals added to eligible list during month
 - c. Individuals withdrawn from eligible list during month
 - d. Actual recipients of commodities during month
 - e. Indirect beneficiaries of commodity distributions during month (dependents, etc.)
 - f. Total number of meals or snacks served in group feeding activities (schools, clinics, etc.) during month.

4. CARITAS should update and expand its administrative manual and assure that all employees are familiar with the portions relevant to their activities.

5. A new end-use check format (with variations by subprograms) should be designed, tested, revised, and put into use by CRS. Written procedures for its use should be incorporated in the CARITAS administrative manual.

6. CRS should plan to make at least 25 randomly selected and unannounced end-use checks per quarter, in addition to those made on request. CARITAS should be expected to make a much larger number.

7. CARITAS should study and resolve the issue of decentralization by the beginning of FY 1973. In view of our recommendations for a substantial cutback in Food for Work, which accounts for the bulk of present commodity distributions by the diocesan offices, possibilities for converting these to regional branches of the national office, where needed, should be seriously considered.

8. A.I.D. should assure that future yearly audits by CRS encompass the activities of CARITAS, and that all stipulations of M.O. 796.3 are covered in such audits.

9. The Country Director of CRS should spearhead an aggressive campaign of publicity to inform the public and particularly national public and private sector leaders of El Salvador on the objectives and needs of the Title II program sponsored by CRS. Emphasis should be given to the long-range nutritional objectives of the program.

10. Efforts should be made to continue work initiated under the pilot nutrition education project by placing nutritional advisers in at least three locations throughout the country.

Recommendations on Commodity Storage

1. Efforts should be made to persuade authorities at the port of La Libertad to avoid the use of Warehouse No. 6 for storage of PL 480 commodities. Port authorities should also be urged to store commodities on pallets during the period required for customs clearance and removal to interior warehouses. It may be necessary for CARITAS and ICR to supply appropriate pallets for this purpose.
2. Pallets now used in the various CARITAS warehouses should gradually be replaced or remodeled to a smaller and more versatile standard size. A size to accommodate eight sacks per layer, as illustrated in figure 2, would be appropriate, although a somewhat different size may be preferred if present units are to be remodeled.
3. The slats of pallets should be placed close enough together and should be smooth enough to eliminate the need for cardboard pallet covers, which defeat the desired ventilation effect.
4. Specific recommendations for rodent and insect control in warehouses and distribution-point storages, consistent with stringent safety precautions and GOES regulations, should be developed by CRS/CARITAS; reproduced for wide circulation; and used in specific training programs extending to all persons responsible for food storage facilities. Supervisors should make sure that safe procedures are well understood in the field. Use of dieldrin in sprays used on floors or walls of food storages should be terminated immediately. Malathion is considered a much safer ingredient to use in proper concentrations for spraying empty areas of principal warehouses to control roaches and similar insects, providing manufacturers' instructions are strictly observed. The spray must not reach stacks of commodities.
5. Approved bait mixtures for rats and mice should be continuously exposed in simple bait boxes, such as that illustrated in figure 3, in all principal warehouses. The use of such boxes should also be explained to those responsible for the small storage rooms of schools and other food distribution points. Warfarin has long been a relatively safe and highly effective ingredient for combining with cereals or other foods in baits to be exposed in this manner.

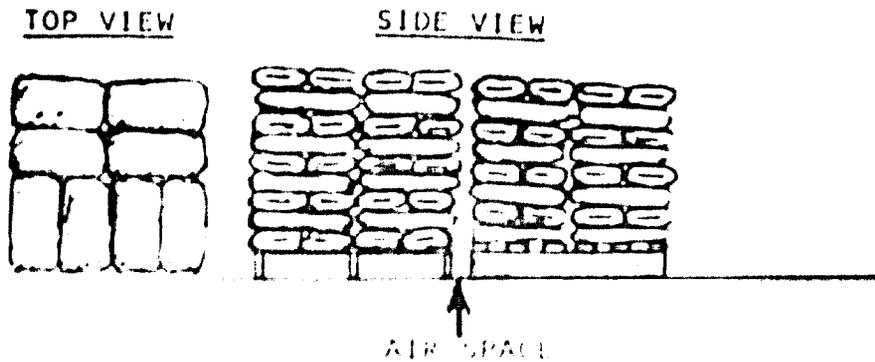
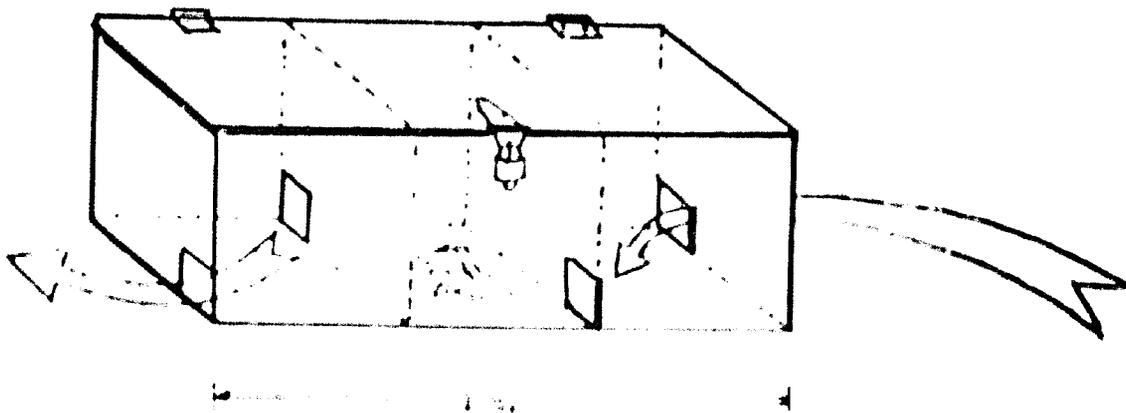


FIGURE 2. STACKING PATTERN FOR SACKS ON SMALL UNIFORM SIZE PALLETS



LID SHOULD BE HINGED AND SECURED WITH LOCK. MIXED BAIT IS EXPOSED IN MIDDLE COMPARTMENT. ONE BOX IS SUFFICIENT FOR A SMALL TO MEDIUM STORAGE ROOM; FOUR OR MORE WOULD BE DESIRABLE FOR A CAPITAL WAREHOUSE.

FIGURE 3. BOX FOR CONTINUOUS EXPOSURE OF WARFARIN OR SIMILAR BAIT

6. Many schools still lack appropriate storage facilities for PL 480 foods. An inexpensive cabinet frame enclosed with wire screening, complete with doors, would protect foods from rodents and flying insects, provide adequate ventilation, and improve sanitation. Continued educational efforts by supervisors are needed to improve sanitation in the actual handling, preparation, and serving of foods.

Longer Range Considerations

When commodities representing the abundant output of U.S. agriculture first began to move abroad under Title II programs, an acceptable rationale was provided by the simple notion that using food was better than allowing stocks to accumulate. Therefore, the United States indicated its willingness to donate agricultural commodities to cooperating sponsors that could demonstrate a capability for distributing food to hungry or malnourished people.

In many cases, the sponsors were U.S. charitable organizations such as CARE and CRS. National governments were also eligible to serve as sponsors, but unless they elected to do so, their main obligations scarcely went beyond the matter of permitting duty-free entry for donated commodities.

In El Salvador, the Government has accepted three specific responsibilities beyond the minimum one of allowing duty-free entry:

1. The ICR in its resettlement colonies sponsors the distribution of food received on a direct, government-to-government basis.

2. The Ministry of Health distributes CARITAS commodities through its clinics.

3. The Ministry of Education contributes budgetary support for part of the local expenses of providing school lunches.

However, one can find no evidence of a comprehensive Government commitment and program for attacking the country's serious malnutrition problem. This is no doubt partly a matter of historical accident and partly a reflection of the limited sense of urgency about nutritional improvement held by El Salvador's leaders and the general public. It also reflects a tendency to dismiss Title II efforts after acknowledging their humanitarian significance but before considering their full potential for contributing to economic development. This is unfortunate because overcoming the adverse effects of malnutrition is an important element in attaining the increased human productivity essential to development.

A United States contribution of agricultural commodities valued at more than \$2 million annually cannot be expected, of itself, to be a principal factor in El Salvador's development progress. Yet it should be considered a strong reinforcement to other A.I.D. grants and loans. It would be a particularly significant force for development if it could serve to generate a strong Government commitment to taking necessary steps for overcoming malnutrition. Such steps would require fuller exploitation of El Salvador's considerable agricultural potential, publicly supported efforts to use the additional output for enriching the diets of needy individuals, and dissemination of knowledge about the fundamentals of good nutrition.

From this point of view, the Title II program represents a potential bridge to significant long-term improvement in human productivity, human welfare, and economic development in El Salvador. Our suggestions and recommendations point in this direction, but they must be reinforced by confirmation, through dialogue at the highest levels, that such is the commitment of the Governments of El Salvador and the United States. If this is indeed the commitment, both parties to the common effort should increase their inputs to a scale which would permit expanding both the school lunch and maternal-child health activities to three to five times their present scale, so that improved diets and improved nutritional training would be extended to the bulk of individuals in these age groups now both undernourished and needy. Furthermore, the underlying orientation of these activities should be toward developing economical means of exploiting the potential productivity of El Salvador's agriculture for the ultimate elimination of malnutrition.

The Title II program represents an excellent start in helping El Salvador to attack one of its major problems -- that of malnutrition. A new assessment of Project Goals and Purpose is now timely, as has been attempted in the "Project Design Summary -- Logical Framework" drafted by the Mission in June 1971 (appendix D). This framework proposes a continuation at roughly present levels of efforts to improve the nutritional level of the population. In lieu of defining an End-of-Project Status, the draft defines a sort of "project plateau" characterized by realization of the following conditions:

1. GOES providing CARITAS at least the equivalent of \$80,000 per annum for budget support.
2. Increased nutritional education efforts by Ministries of Health and Education.
3. Increased emphasis on nutritional activities by reducing Food-for-Work recipients to 3,000.

The foregoing conditions would mean continued progress in combating malnutrition. Yet they would be only waystations along the route to satisfying El Salvador's real needs for improved nutrition. If the leverage potential of Title II commodities could be fully exploited, it would be appropriate to aim much higher, with an End-of-Project Status characterized by the following conditions:

1. A strong Salvadoran commitment to overcoming malnutrition.
2. Adoption of policies and programs for expanding domestic food output.
3. Substantial use of locally produced foods in programs of dietary enrichment for the bulk of the individuals comprising the vulnerable and needy groups of the population.

4. Strong efforts to disseminate basic facts about food and nutrition to children and their parents.

Prompt negotiations aimed at raising sights to these levels are suggested.

Appendix A

PL 480 Title II Evaluation - Scope of Work

The Mission does not intend that this evaluation should focus primarily on the efficiency of existing delivery systems for Title II commodities. What is wanted is a review of the known incidence and intensity of malnutrition in El Salvador in relation to current GOES and international efforts directed towards alleviation of malnutrition. From this overview should follow imaginative, creative suggestions, capable of early formulation into implementable projects or activities, for modifying or completely overhauling, as needed, the existing approaches and mechanisms.

In its review, the evaluation team should address itself to the various restraints and shortcomings under which the program currently labors:

1. No termination date has been established. The aura of permanence thus created could be partially responsible for the GOES not facing up to its responsibilities and could produce major policy ramifications should its phasing out ever be decided upon.

2. Mission Title II activities have not been systematically related to overall Mission strategy or programs.

3. The Program has enjoyed limited financial and operational backstopping from the GOES with the prospects very slim for its assuming these responsibilities in the near future.

4. Due to 3 above and weaknesses in CRS/Caritas program administration, the USAID feels constrained not to increase the size of its Title II program.

The operations of CRS/Caritas, the organizations now charged with the responsibility for distributing Title II commodities should be investigated as part of this review. Particular attention should be paid to: 1) the general level, both quantity and quality-wise, of their managerial skills; 2) the need for and ability of Caritas to coordinate and control the activities of the innumerable local groups carrying out the different programs throughout the country; 3) the adequacy of formal and informal administrative, consultative, and evaluative links between CRS and Caritas.

APPENDIX B. MALNUTRITION IN EL SALVADOR

The available evidence strongly indicates that malnutrition is a problem of serious proportions in El Salvador, particularly for infants and children. Protein consumption is low in total, and the consumption of such essential amino acids as lysine and tryptophan is particularly low, since corn and other cereals account for half of the total protein supply. White corn being predominant in the diet and green and yellow vegetables being consumed in only small quantities, the supply of vitamin A is also notably deficient -- half of the families receive 15 percent or less of recommended levels according to a 1965 survey published in 1969.^{1/}

The 1965 nutrition survey, conducted as one of a series of studies involving international collaboration by INCAP (the Nutrition Institute of Central America and Panama), the national Ministry of Health and the National Health Institutes of the U.S.A., provides a relatively comprehensive view of the nutritional problems of El Salvador. Cities of more than 25,000 population were represented by a sample of families in San Salvador; a "rural" sample was composed of families in the cabeceras (central districts) of 30 municipios distributed around the country. It was assumed that the nutritional status of families in the cabeceras of the sample municipios would represent the surrounding rural area; we are not convinced that this assumption is fully justified. We consider it entirely possible that certain nutritional deficiencies are more serious in the truly rural cantones than in the cabeceras.

^{1/} Instituto de Nutrición de Centro América y Panamá, Oficina de Investigaciones Internacionales de los Institutos Nacionales de Salud (E.E.U.U.) y Ministerio de Salud Pública y Asistencia Social (El Salvador), Evaluación Nutricional de la Población de Centro América y Panamá: El Salvador, INCAP V-26 (Guatemala City, 1969).

Expansion of sample data based on the Gomez classification of weight-to-age relationships led the authors of the INCAP study to conclude that 268,000 children under 5 years of age suffer from first-grade malnutrition, 127,000 from second-grade malnutrition, and 17,000 from third-grade malnutrition (in total, some 70 percent of the entire age group). Admittedly, however, no weight/age standards for a well-nourished population of Central Americans were available as a basis for comparison; instead, observations were compared to an Iowa standard, which we suppose may have represented a population of substantially different genetic potential. If so, the weight/age classification may tend to exaggerate the number of children whose growth has been retarded by a lack of calories and/or protein. Other measures from the survey showed that 16 percent of the "rural" families consumed 70 percent or less of recommended caloric intake, and that the balance between essential and nonessential amino acid levels in the blood plasma would be unfavorable for an estimated 80,000 children in the country as a whole. The broad results of the study satisfied the authors that a serious problem of protein and caloric nutrition existed in a broad sector of the population, with the highest incidence among children. The "rural" sample also showed strong evidence of riboflavin deficiency. Other indications also suggested that the incidence of malnutrition is highest among families in the lower socioeconomic groups in general, and particularly among rural residents. Analyses as comprehensive as the INCAP survey have not been undertaken since 1965, but various kinds of evidence tend to substantiate the broad conclusions here summarized.

APPENDIX C. TITLE II OF PUBLIC LAW 480

Public Law 480, the Agricultural Trade Development and Assistance Act of 1954, as amended, is the statutory basis for the Food-for-Peace Program. Title II of the amended Act provides authority for the President to use the agricultural productivity of the United States to combat hunger and malnutrition and to encourage economic development in the developing countries, with particular emphasis on assistance to those countries that are exerting efforts toward improving their own agricultural production. Section 202 of Title II provides that "...the assistance to needy persons shall insofar as practicable be directed toward community and other self-help activities designed to alleviate the causes of the need for such assistance...."

Title II programs are implemented in the host countries by designated cooperating sponsors. These may be the government itself; a nonprofit voluntary agency registered with, and approved by, the Advisory Committee on Voluntary Foreign Aid; or an intergovernmental organization. Programs are developed in accordance with A.I.D. guidelines and the applicable Manual Orders and are submitted to the U.S.A.I.D. Mission for approval and transmission to Washington in the form of an Annual Estimate of Requirements (AER). The approved AER is reviewed in A.I.D. and referred to the Interagency Staff Committee for final U.S. Government concurrence.

After the program is approved, A.I.D. issues a Program Determination, which conveys official status to the program, and a Commodity Transfer Authorization (TA/C) to the U.S. Department of Agriculture. The TA/C is also signed by the cooperating sponsor and serves as the Food-for-Peace Agreement. The cooperating sponsor submits a request to the U.S.A.I.D. Mission for the shipment of commodities for each 3-month period. Each request is then transmitted to A.I.D. as a call forward. Upon receipt of the call forward, the U.S. Department of Agriculture arranges for the procurement,

processing and packaging of the commodities; for the marking of the containers; and for shipment.

Under the FY 1972 A.I.D. guidelines, "high priority" is to be given to improving nutrition and health for preschool and school-age children and for pregnant and nursing mothers. The order of priorities enumerated in the A.I.D. Manual Orders is: (1) maternal-child feeding, (2) school feeding, and (3) economic and community development (Food for Work).

Although PL 480 authorizes Title II programs of up to \$600 million a year, U.S. Government executive branch budget constraints have limited the actual level to about half this amount for the past several years. It is expected that the constraints will continue to hold the program at that level, or perhaps even lower, for the foreseeable future.

Appendix D
PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: 55.
From FY 1963 to FY 1976
Total U. S. Funding _____
Date Prepared: June 17, 1971

Project Title: FOOD FOR PEACE PROGRAM/ El Salvador

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | IMPORTANT ASSUMPTIONS |
|--|---|---|---|
| <p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>To improve the nutritional level of the population; especially among low income pregnant and nursing women, preschool children, and pupils through the six grade.</p> | <p>Measures of Goal Achievement:</p> <ol style="list-style-type: none"> 1. Reduction of degree and incidence of malnutrition. 2. A better understanding by the public of the importance of a balanced diet. 3. Increased adoption of good dietary habits. | <ol style="list-style-type: none"> 1. Medical examinations. 2. Nutritional surveys. 3. Nutritional surveys. | <p>Assumptions for achieving goal targets:</p> <ol style="list-style-type: none"> 1. Continuation of the Food for Peace Program. 2. Availability of foodstuffs on local market increases as fast as population growth. <p>Note: Expected initiation of World Food Program in El Salvador in FY 1972 should further improve nutritional level of the population.</p> |
| <p>Project Purpose:</p> <p>To assist and to encourage the nutritional efforts of the GOES and voluntary organizations.</p> | <p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> 1. GOES providing Caritas at least equivalent of \$80,000 per annum for budget support. 2. Increased nutritional education efforts by Ministries of Health and Education. 3. Increased emphasis on nutritional activities by reducing food for work to 3,000 recipients. | <ol style="list-style-type: none"> 1. Actual contributions. 2. Comparison CY 1971 and CY 1976 data. 3. Examinations of Annual Estimated Requirements Forms. | <p>Assumptions for achieving purpose:</p> <p>GOES budgetary constraints.</p> <p>Food for Work does not significantly affect nutrition.</p> <p>Voluntary contributions from recipients continue.</p> |
| <p>Outputs:</p> <ol style="list-style-type: none"> 1. Maternal and preschool child feeding program. 2. School Feeding Program (grades one through six). 3. Food for Work Program. 4. Nutritional Education. | <p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> 1. Increase from 60,000 recipients in FY 1971 to 80,000 recipients annually by FY 1976. 2. Maintain 1971 level of 150,000 recipients through FY 1976. 3. Decrease from 40,000 recipients in FY 1971 to 3,000 in FY 1976. 4. Increased emphasis on nutritional education in curricula of primary and normal schools, and in programs of GOES health installations. | <ol style="list-style-type: none"> 1. Ministry of Health reports. 2. Caritas reports. 3. Caritas and Institute of Rural Colonization reports. 4. Observation and agency reports. | <p>Assumptions for providing outputs:</p> <p>USG priorities continue to be maternal and child, and school feeding.</p> <p>Capability of the Ministry of Health to administer expanded maternal and child feeding program.</p> |
| <p>Inputs:</p> <ol style="list-style-type: none"> 1. Food contributions from USG. 2. Technical assistance from USG. 3. Local contributions. 4. International contributions. | <p>Implementation Target (Type and Quantity)</p> <p>See Annex I</p> | <ol style="list-style-type: none"> 1. Review of Commodity Receiving Reports. 2. USAID Controller's Records. 3. Review of Ministries of Health and Education records. 4. Review of Ministries of Health and Education. | <p>Assumptions for providing inputs:</p> <p>Commodity shipment are on time.</p> |

(continued)

Appendix D (continued)

FOOD FOR PEACE
EL SALVADOR
IMPLEMENTATION TARGET

Annex 1

| | Actual | | | | i Projected | | | | | | | | | | |
|--|---------|--------|----------------------|--------|-------------|-----------------------|----------------------|----------------------|---------|---------|---------|---------|---------|---------|---------|
| | 1962 | 1963 | 1964 | 1965 | 1966 | 1967 | 1968 | 1969 | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 | 1976 |
| USAID Direct Hire Monitoring* | | | | | | | | | | | | | | | |
| Percentage of time | | 30 | 30 | 30 | 30 | 30 | 30 | 60 | 10 | 10 | 10 | 10 | 10 | 10 | 10 |
| Nutritional Consultant (Man Months) | | | | | | | | 10 | 12 | 12 | | | | | |
| Pounds of Food Received (000) | ICR | | | 654 | 165 | 400 | 465 | 1,319 | 1,207 | 1,230 | 1,200 | 1,200 | | | |
| | CRS | 20,130 | 14,757 | 17,048 | 25,953 | 18,460 | 5,892 | 12,600 | 12,534 | 10,451 | 5,551 | 6,000 | 6,000 | 6,000 | 6,000 |
| | Total | 20,130 | 14,757 | 17,702 | 26,118 | 18,860 | 5,957 | 13,919 | 13,741 | 11,681 | 6,751 | 7,200 | 6,000 | 6,000 | 6,000 |
| GOES Cash Contribution (US \$ Equiv.) | | | | 15,000 | 48,000 | 50,000 | 60,000 | 54,000 | 60,000 | 60,000 | 60,000 | 60,000 | 70,000 | 75,000 | 80,000 |
| Recipients' Contributions (US \$) | Unknown | | | | | | | 81,706 | 108,546 | 123,067 | 125,000 | 125,000 | 125,000 | 125,000 | 125,000 |
| External Contributions (US \$) | | | 345,200 ^k | | | 1445,269 ^x | 918,626 ^x | 813,804 ^x | | | | | | | |
| ICR Contributions (US \$) [#] | | | 5,000 | 5,000 | 7,000 | 8,000 | 10,000 | 12,000 | 14,000 | 15,000 | 15,000 | 15,000 | - | - | - |
| No. of Recipients (000) | ICR | - | - | 4.2 | 8 | 6 | 9 | 9 | 10 | 10 | 10 | 10 | - | - | - |
| | CRS | 34 | 86 | 212.5 | 406 | 370 | 392 | 428 | 318 | 363 | 240 | 201 | 210 | 210 | 210 |
| | Total | 34 | 86 | 212.5 | 408.2 | 378 | 398 | 437 | 327 | 373 | 250 | 211 | 220 | 210 | 210 |

* From 1965 to 1967 USAID had two consultants

Warehousing, in country transportation, payment of personnel assigned in food distribution activities.

x Value and freight of miscellaneous supplies (clothing, candles, books, shoes, school supplies, drugs, medical equipment and vehicles)

k Cooking utensils, jeeps, trucks, tableware, cutlery

APPENDIX E. PHYSICAL HANDLING OF COMMODITIES

The system that has been developed in El Salvador for the warehousing and distribution of PL 480 food commodities is relatively effective and efficient. It is labor intensive, as should be expected at this stage of the country's economic development. Certain changes and improvements in the present system are indicated, but most of these will come with accumulated operating experience and further training of key personnel in product handling.

Warehouse Facilities

Incoming Title II commodities at La Libertad are usually stored in warehouses of the autonomous port authority (CEPA) pending customs clearance and subsequent removal. Warehouses No. 2 and 3 are generally good. These two warehouses have floor space of 1,365 and 1,140 square meters respectively. The floors are of concrete, cracked in places but sufficiently smooth for use of two-wheel and four-wheel dollies, and are acceptably clean. There is a height clearance of more than 25 feet, and the buildings have an opening about 3 feet wide around the roof edges, allowing fairly good natural ventilation. This opening is covered by a protective steel grating.

Warehouse No. 6 is used mainly for storage of "imported hard goods" and because of inadequate ventilation and high humidity is not suitable for storage of perishable commodities. A recent shipment of 8,000 sacks (400,000 lbs.) of bulgur wheat was in storage there at the time of observation. Significant deterioration of original quality could occur under these conditions, pending customs clearance and subsequent removal by CARITAS.

The CARITAS national and regional warehouses in San Salvador and four other principal cities are of concrete or concrete block construction with concrete floors. Most of the structures were built for other uses and have been converted to food storage. Being old, the floors are pock-marked and broken in some places as the result of years of use and neglect of repair and maintenance. This poses no problem except with respect to cleanup and the use of two-wheel dollies in moving products in and out of storage.

In this area of high humidity, concrete draws moisture from below and accumulates moisture from the air above. Most of the floors of the storage buildings observed were damp to wet. Some indicated encroachment of water from rainfall or some other source. Where this type of situation prevails, cereal grain products, powdered milk, or mixtures thereof should not be stored except for very short periods of time.

The San Salvador warehouse of ICR (Instituto de Colonizacion Rural) was built with storage in mind and is the best of any used for the Title II program. It is constructed of sectionally prefabricated metal with concrete floors covered with tile. Cleanliness is easily maintained and the entire inside and outside of the premises are kept clean and orderly.

Actual stocks in the various inland warehouses accounted for only about 25 to 50 percent of total capacity. At times a few of the warehouses may be used to full capacity, but additional space is available on a rental or other basis. Thus capacity limitations do not hinder expansion.

Product Handling

Except for the cranes used in removing commodities from lighters adjacent to the pier, transport from the pier to port warehouses by narrow gauge rail flatcars, and truck transportation from the port to interior storage warehouses, all products are handled manually by individual case or sack. Waste from mechanical damage is, therefore, minimal. The only significant damage observed was at the port, and this very likely occurred in onloading and offloading the ship. Estimated losses from mechanical damage are less than 1 percent. In the warehouse of ICR where all containers are

opened, the contents repackaged, and the new packages assembled in separate individual bags for delivery to participants in the Food-for-Work program, there was no appreciable waste from spillage.

Storage

In the La Libertad port warehouses, all commodities are stacked directly on the concrete floors. No use of pallets was observed. The entire volume of each commodity received is placed in one lot. Some of the resulting stacks may be 100 cases or bags long, 50 wide, and 20 or more high. Taking as an example a stack of cereal product measuring 50 sacks wide by 75 long, the 3,750 sacks on the bottom are exposed to the damp concrete, and the cereal product is separated from the floor only by the thin cloth of the bag itself. Because the cereal product is at a moisture content of no more than 14 to 16 percent upon arrival, it will rapidly absorb moisture from the concrete surface. Because the accepted method of removal is layer by layer and because, according to our information, almost a month is required for customs clearance and removal, some deteriorative changes in quality, texture, flavor and palatability will undoubtedly take place in the bottom layer. This could bring about total rejection of that particular food by participants who are issued rations from such bags.

Food commodities in the CARITAS warehouses are all placed on pallets. However, pallets at CARITAS are large, sometimes as large as the entire stack to be constructed in designated areas of the warehouse. Use of pallets was initiated to protect from floor moisture, and the almost equally important factor of air circulation was not considered, with the result that some of the pallet supports or skids are only 2 to 3 inches high.

The use of pallets with dimensions of 12 feet by 12 feet or larger reduces the flexibility of space usage. Although the principle of first-in, first-out is practiced, it applies to the entire lot that has been stacked on the pallet. With the accepted method of removal, i.e., layer by layer, reuse of the storage area may be delayed so long as only one or two layers remain in place.

By using smaller, uniformly sized pallets, space could be released for immediate reuse as the pallets are unloaded. Air spaces can also be left between pallet loads for more effective air circulation. If the pallets are loaded properly with each upper layer of sacks or cases securing the layer next below, commodities can be safely stacked as high as they can be on the large pallets. With an allowance of only 2 or 3 inches of air space between pallet loads, the total quantity to be stored in any particular warehouse area would not materially be reduced.

Pallets in the ICR warehouse are approximately 4 feet by 20 feet for easier handling. In use they are placed tightly together to form a single pallet base as large as those used by CARITAS. Separating these pallets by 2 or 3 inches and loading them individually would permit adequate air circulation between the stacks without the expense of reconstructing pallets or building new ones. Again, space is released for reuse as rapidly as the pallets are unloaded.

In some warehouses, pallets were covered with cardboard on which the food products were stacked. As has been mentioned, one of the purposes of pallets is to allow for air circulation. The use of cardboard in this manner prevents exposure of the product to air movement.

Transportation

In-country transportation appears to be no bottleneck in CARITAS and ICR handling of PL 480 food commodities. The number of truck units is stated to be sufficient by both organizations. Most units are relatively new and in fair to good condition. No badly worn tires were observed on the units examined. Truck units range in size from 1/2-ton and 3/4-ton pickups (for short hauls and small deliveries) to 7-ton trucks. The main pressure on truck capacity occurs in moving commodities from port warehouses to interior warehouses. However, even at these times the job is accomplished without excessive delay, partly through the use of contract haulers.

First-line maintenance is done by CARITAS and ICR personnel. Major repair work is turned over to technicians of the franchised truck dealerships or other service organizations.

The Ministry of Health moves its percentage allocation of milk from port warehouses to its interior warehouses by use of custom haulers.

Deliveries from national and regional warehouses are on regular schedules and are generally dependable when being made to areas served by good highways and all-weather roads. In the more isolated areas of the country, roads become a restrictive factor in delivery during the rainy season. In some instances trucks deliver to the last accessible place near the scheduled delivery point. The recipients must then pick up their food allocations.

Sanitation

Measures to avoid contamination are not as much a cause for concern at the major warehouse storage locations as at the distribution points, e.g., school lunch facilities, maternal-child health clinics, and malnutrition recuperation clinics. At warehouses, food commodities are well contained and fairly well sealed from outside contacts. At consumption levels, open sacks of cereal products and open cartons of milk are subject to contamination by flies and other insects as well as by personal contacts. Primitive types of kitchens and cooking areas in some places make conditions of sanitation difficult if not impossible to maintain.

Rats and mice are problems of from slight to serious proportions at all levels. Grain weevil also constitutes a problem with cereal products; this seems to be revealed more often at consumption levels than in warehouse storage.

Efforts are being made to control rodent and insect infestations, but some of the methods and materials used could prove hazardous. Our most serious discovery was that a solution containing dieldrin was said to be in use as a spray on floors and walls to control insects in one or more of the regional CARITAS warehouses. Dieldrin leaves a long-time residue of high toxicity and is not recommended for use in food warehouses. Its use is restricted in the United States.

In one school it was observed that a product called "Racumin" was in use to control rats. The product was in powder form and was sprinkled on the floor of the area in which food was stored. The active agent "Cumarin" acts as an anticoagulant, causing lesions in blood vessel walls which produce internal and external hemorrhaging. Rats die after 5 to 7 days of continuous ingestion. The label cautions that the active substance "Cumarin" can be absorbed through the skin. Use of such materials should be confined to a specific location out of general contact with people.

In the United States a formula called "Warfarin" is in general use for controlling rats. It too is an anticoagulant, acting upon blood vessel walls and causing death by hemorrhage. It is not a poison, as such, and although caution is advised in its use, it is considered unharmed to children and pets that accidentally come in contact with it.

In still another instance, a question arose as to the use of a thin layer of malathion powder spread over sacked foodstuffs for insect control. Malathion 50% wettable powder is highly concentrated and should never come in direct contact with foodstuffs. In proper dilution, it may be used as a floor spray for insect control.

Fumigation of a stack of bulgur wheat according to recommended practice was observed in the San Salvador regional warehouse of CARITAS. A large sheet of plastic covered the stack and was weighted down to the floor on all sides. The fumigant was methyl bromide, which was allowed to vaporize and disperse during a period of about 4 days before the cover was removed and the sacks distributed.

Appendix F

CRS/EL SALVADORFUNDS GENERATED BY TITLE II SUPPLY

US DOLLARS

April 1, 1970 - February 28, 1971

RECEIPTS

| <u>DIOCESE</u> | <u>SCHOOL LUNCH</u> | <u>MPSC</u> | <u>GLASS OF MILK</u> | <u>EMPTY CONTAINERS</u> | <u>TOTAL</u> |
|-----------------------|---------------------|------------------|----------------------|-------------------------|------------------|
| San Salvador | 3,451.43 | 3,491.76 | 369.72 | 1,827.80 | 9,144.71 |
| Santa Ana | 3,263.48 | 5,022.24 | 301.84 | 782.06 | 9,369.62 |
| San Vicente | 2,862.50 | 1,300.44 | 492.96 | 809.10 | 5,465.00 |
| Santiago de María | 7,376.78 | 5,008.28 | 430.12 | 1,014.10 | 13,829.28 |
| San Miguel | 4,736.78 | 1,598.64 | 315.93 | 2,368.24 | 9,019.59 |
| National School Lunch | 42,050.84 | - | - | 878.74 | 42,929.58 |
| T O T A L S : | 63,785.81 | 16,421.36 | 1,910.57 | 6,873.66 | 89,757.78 |

EXPENDITURES

| <u>DIOCESE</u> | <u>SALARY SEV. PAY SOC. SEC.</u> | <u>PER DIEM</u> | <u>VEHICLE EXPENSES</u> | <u>RENT, LIGHT, TEL. & TEL. ETC.</u> | <u>MISC.</u> | <u>TOTAL</u> |
|-----------------------|----------------------------------|------------------|-------------------------|--|------------------|-------------------|
| San Salvador | 9,307.61 | 520.52 | 2,155.10 | 1,793.12 | 286.32 | 13,862.67 |
| Santa Ana | 6,021.10 | 937.14 | 1,538.12 | 746.83 | 57.60 | 9,330.79 |
| San Vicente | 596.00 | 3,028.10 | 2,273.71 | 2,288.59 | - | 8,186.40 |
| Santiago María | 5,306.60 | 418.14 | 1,213.23 | 893.02 | 2,153.60 | 9,986.59 |
| San Miguel | 8,219.65 | 1,197.56 | 2,222.03 | 888.40 | 2,208.22 | 14,735.86 |
| National School Lunch | 46,883.98 | 5,502.76 | 14,724.55 | 8,940.72 | 32,734.59 | 108,786.60 |
| T O T A L S : | 76,164.94 | 11,604.22 | 24,126.74 | 15,550.68 | 37,440.33 | 164,886.91 |

Source: Reproduced from CRS report.

Appendix G

Receipts by CARITAS from Participant Payments (Quotas), 1968-70

| Diocese | 1968 | 1969 | 1970 | 3-year totals |
|-------------------------|------------------------------------|------------|------------|------------------|
| | ----- (thousands of Colones) ----- | | | |
| San Salvador | 51 | 46 | 53 | 150 |
| Santa Ana | 30 | 50 | 39 | 119 |
| San Vicente | 21 | 16 | 24 | 61 |
| Santiago de Maria | 19 | 34 | 47 | 100 |
| San Miquel | 20 | 22 | 28 | 70 |
| National School Fund .. | <u>63</u> | <u>105</u> | <u>117</u> | <u>285</u> |
| Totals | 204 | 273 | 307 | 784 |

Source: Data supplied by CARITAS.

Appendix H
CARITAS Staffing Pattern, FY 1971^{a/}

| Staff | National | | Diocese | | | | | Totals |
|-----------------------------|-------------------|------------------|-----------------|--------------|----------------|----------------------|---------------|------------------|
| | Head- quarters | School lunch | San Salvador | Santa Ana | San Vicente | Santiago de Maria | San Miguel | |
| Director | 1 | | | | | | | 1 |
| Asst. Gen. Manager..... | 1 | | | | | | | 1 |
| Port agent... | 1 | | | | | | | 1 |
| Manager or Head..... | | 1 | 1 | 1 | 1 | 1 | 1 | 6 |
| Field super- visors..... | | 4-5 | 2-3 | 1 | 1 | 2 | 2 | 12-14 |
| Accountants.. | 1 | - | 1 | 1 | - | 1 | 1 | 5 |
| Secretaries.. | 1 | 2 | 1 | 1 | 1 | 2 | 2 | 10 |
| Drivers..... | | 5 | 0-1 | - | 1 | 0-1 | 1 | 7-9 |
| Warehousemen. | | 1 | 1 | 1 | 1 | 1-2 | 0-1 | 5-7 |
| Stevedores... | | 11 | 2 | 1 | 1 | 0-1 | 1-2 | 7-9 |
| Orderlies.... | 1 | 1 | 0-1 | 1 | - | 0-1 | 0-1 | 3-6 |
| Watchmen..... | | 1 | 0-1 | - | - | 0-1 | - | 2-4 |
| Totals..... | 6 | 28 ^{b/} | 10 | 7 | 6 | 8 | 8 | 75 ^{b/} |

^{a/} Approximate, because of variations in positions and classifications.

^{b/} Includes 2 positions not included in detailed classification.