

United States Government
Memorandum

TO: USAID Representative, Tanzania DATE: 31 July 1987

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SUBJECT: Tanzania Food Aid Management Review

Attached are ten copies subject document. Two copies have been retained for REDSO/FFP files. Our recommended distribution is below.

We wish to thank your staff for the time cooperation and facilities that were made available to us. We also received the same reception from CRS, Benedictine Fathers and Government of Tanzania officials we met with. Please pass along our sentiments to them.

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PEVIEW OF THE TANZANIA FOOD AID PROGRAM

DAR ES SALAAM
March 22-31 and July 19-25, 1987

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REVIEW OF THE TANZANIA FOOD AID PROGRAM

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I. EXECUTIVE SUMMARY

The management review was conducted by REDSO/ESA in conjunction with the USAID/Tanzania Food and Agriculture Officer. Regional Food for Peace Officers visited Tanzania in March and July 1987. In Dar Es Salaam, reviewers interviewed government personnel, CRS/Tanzania personnel and personnel at the port of Dar Es Salaam. During three separate field trips, reviewers visited CRS centers in five regions, 416 programs in the Mtwara area, and the Mtwara port. The draft report was reviewed by USAID/Tanzania and CRS/Tanzania. Several of their comments and corrections are incorporated in this final version and the full texts are appended.

The review covered: (1) The CRS regular program which has operated in Tanzania since 1962 but has been severely cut back over the past five years in size and area covered. The cutbacks were due, primarily to management problems. (2) The Section 416 program which began in 1984, receives food under the aegis of the Salvatorian Mission Warehouse (SMW) and is administered by the Benedictine Fathers and diocesan officials in five dioceses of southern Tanzania. and, (3) two programs (FY 1984 and FY 1985) under which Title II vegetable oil was sold to generate counterpart funds to support emergency feeding programs.

The review does not deal with the distribution of emergency food, except peripherally as it affected operation of the regular CRS program nor does it deal with the Section 206 program which began in 1987.

The CRS program has undergone two cutbacks in size since 1981. The most recent cutback, which was completed during the time of the review, has reduced the program to 24 MCH centers in three regions. These cutbacks have been made in an attempt by CRS to gain control over the management of the program.

Hand-in-hand with the reduction, the management of the program has been reorganized. A new food management team has been organized to improve the supply of food to the centers. Also, a new documentation system has been developed to track the supply of commodities to the centers.

In addition to the above, CRS has also been refocusing the direction the program is taking. Together with the traditional MCH program which is operated at a clinic or hospital, CRS has initiated village based MCH programs, which concentrate on a smaller geographical area than the traditional program. Also, recipient contributions are used for associated development activities (ADA) in the village. ADAs are meant to increase the income/food production of the Title II recipients specifically and the village in general.

While the CRS program looks very good on paper, the reality is somewhat different. Commodities have not been in constant supply at the centers, few ADAs have been implemented and their effectiveness is still problematic. The personnel at the center are poorly trained.

The reviewers believe that it is too soon after CRS' reorganization to make a final judgment on the new system. It will take some time for the CRS employees to learn their new roles, and to work out the "bugs". Therefore, the reviewers recommend that in six months from the date of this report, the CRS program should again be looked at to see what effect the new management system has had.

The review notes the oft stated fact that the Section 416 program is not a development program. It is rather, a charitable effort to deliver food to people who are considered to be in need.

There are no stated goals beyond the delivery of food, no benchmarks for success, no targeting of recipients based on nutritional criteria and no plans to phase over or out of the program. In short, the program could not qualify for Title II food.

However, judged by the less strict program criteria of Section 416 and by the modest objectives stated in the program agreement, the program can not be deemed a failure. The management of commodities from port of entry to distribution sites is excellent. There is no doubt that many needy people are benefiting. If the program is to continue, the review team believes that several steps need to be taken, as outlined in the recommendations. If these steps are taken the program would still fall short of Title II guidelines in many ways, but we believe the effectiveness of the MCH and kindergarten components could be improved and that both the program's sponsor and AID could gain a better understanding of the program's present value and potential. The recommended steps would also provide the program coordinator with a more logical, and perhaps more persuasive, basis for determining the amount of food to be requested.

The reviewers concluded that, even though the two monetization programs were very difficult to negotiate with the GOT, with many unforeseen pitfalls, they did provide a large amount of local currency on a comparatively small investment of U.S. funds (i.e. the C.I.F. value of the commodities). The recommendations presented for any such future monetizations are derived from the USAID's experience and intended to forestall repetition of the major problems encountered in the FY 1984 and FY 1985 programs.

SUMMARY OF RECOMMENDATIONS

CRS PROGRAM

1. CRS should furnish copies of all bills of lading and survey reports to USAID/Tanzania.
2. CRS should explore the possibility of using quality surveys for, at least, commodities which are discharged from the ocean vessels in damaged condition.
3. If a center is reporting loss or damage of commodities during transport so that CRS can file a claim against a transporter, the center's copy of the dispatch notice, detailing the loss or damage, should be returned to CRS by a means other than being carried back by the transporter.
4. CRS should provide the centers with containers which will facilitate the distribution of correct rations.
5. CRS should audit each center's financial records.
6. Recipient contribution money collected by the centers, which is over the amount needed for administration costs, should be deposited in interest bearing accounts until it is used for projects.
7. CRS staff should encourage and assist centers to develop and implement projects which will improve the standard of living of the center's recipients in particular and the center's catchment area in general.
8. CRS should continue to make its first priority the timely supply of commodities to the centers.
9. CRS should work with the centers to stop or reduce the instances of mothers selling PL 480 commodities.

SMW PROGRAM

If the SMW Section 416 program is going to continue over the long term, several steps should be taken to improve programming, reporting and accountability:

1. The program coordinator's report submitted to USAID should include how many of each type of institution received food and how much of each commodity went to each type of institution.
2. The program coordinator should develop at least a close approximation of the total number of kindergarten recipients and total annual days of feeding. Ration size per recipient should be specified and food allotted among institutions on the basis of number of recipients times daily ration times feeding days.

3. The program coordinator should attempt to establish recipient levels for MCH programs. We suggest that a pilot effort might first be undertaken in Mtwara diocese only. As with kindergartens, food should be allotted to MCH centers based on recipient numbers and planned rations.

4. To the extent possible, given the current difficulty in tracking use of food among the various recipient categories in hospitals and clinics, the program coordinator should report to USAID how much food is allotted to each of the three categories: MCH, kindergarten, and general welfare.

5. Within hospital programs, highest priority should be given to MCH feeding in the use of 416 commodities. Large gaps in availability of 416 food for MCH recipients should be avoided.

The review team further suggests that, if the program is to continue over a long period, the program coordinator and USAID consider investing some resources to determine the nutritional effect of the MCH program.

MONETIZATION PROGRAMS

1. The current practice of requiring consignees to pay for the commodities before delivery should be maintained.

2. Either the agreement or the accompanying memorandum of understanding for each sales program should specify a minimum sales price for the commodity.

3. Commodities should not be called forward until all terms and conditions are agreed upon and a transfer authorization is signed.

II. INTRODUCTION AND BACKGROUND

The PL 480 Food Management Review was proposed by RFFPO Jon O'Rourke in November 1984 as a follow-on to the 1981 Food Management Review and RIG audits in 1982 and 1983. O'Rourke and USAID/Tanzania Food Monitor Joel Strauss drafted a scope of work in February 1985, however the review was deferred until the end of the year. In November 1985, O'Rourke and Strauss prepared a new scope of work for the review which was scheduled to take place in January 1986. In December the Mission decided to defer the review until June 1986. In April, the review was re-scheduled for the first quarter of FY 1987.

In March 1987 ARFFPO Gary Robbins and Strauss spent 10 days conducting interviews and making a four day field trip to five regions. Both felt that more time would be required to complete the review. Consequently Robbins returned to Tanzania in July accompanied by RFFPO Jack Royer for 7 days to complete the draft report. Robbins spent two days following up Title II field operations in Dodoma Region and Royer spent two days in the Mtwara area, visiting the port, storage facilities, hospitals, clinics and kindergartens to assess management of the Section 416 program.

A. PURPOSES OF THE PL 480 MANAGEMENT REVIEW ARE:

1. To determine if the stated objectives of PL 480 programs in Tanzania are being achieved;
2. To assess the effectiveness of current administrative practices and management systems for these programs; and
3. To verify compliance with PL 480 laws, regulations and guidelines as well as approved program documents.

The Review Team believes that to get a full appreciation of this review, it would be very useful to read the 1981 Management Review and the 1986 Food and Nutrition Situation in Tanzania Report to which this review is a companion document.

B. COUNTRY DESCRIPTION

Tanzania has a population of 22.5 million of which 3.5 million live in urban centers and 19 million in the rural areas. Most rural dwellers are small-scale farmers cultivating less than 3 hectares. Total food production varies from year to year depending on several factors, the most important of which is rainfall. However, in an average year, enough crops are produced to ensure the FAO minimum daily requirements of 600 grams of grain equivalent per person per day (4.9 million tons per year). Agricultural exports include coffee, tea, cotton, tobacco, sisal, cashewnuts, and pyrethrum.

In considering food aid programming for Tanzania two important points should be noted. Malnutrition is a serious problem. Studies indicate that between 4 percent to 6 percent of the under-five population suffer from severe malnutrition (under 60 percent weight-for-age). Between 40 and 60 percent of this agegroup suffer from undernutrition (60-80 percent weight-for-age). Malnutrition does not appear to be always related to food supply; rather, some food surplus regions have higher recorded malnutrition rates than food deficit regions. Secondly, Tanzania experiences periodic drought. Severe drought occurs about once every ten years, the most recent being 1961-62, 1974-75, and 1983-84. With seven major rain systems, Tanzania seldom has country-wide drought. In the latest drought, 10 of the 20 mainland regions were partially affected, however the country as a whole had a small food surplus according to FAO figures. The problems during periods of food shortage are moving commodities from surplus to deficit areas, inflated prices and lack of purchasing power. (For a more detailed discussion of malnutrition and drought, see "Review of the Food and Nutrition Situation in Tanzania", USAID/Tanzania, April 1986).

Grain imports consist of three commodities: rice, wheat and maize. The GOT either commercially purchases these commodities or receives grants from bilateral and multilateral donors. Table 1 shows GOT commercial and aid food imports since the National Milling Corporation was established in 1976. The NMC year runs from June 1 to May 31.

TABLE 1

GOT COMMERCIAL AND AID IMPORTS (i)
(000 METRIC TONS)

<u>YEAR</u>	<u>RICE</u>		<u>WHEAT(ii)</u>		<u>MAIZE</u>	
	<u>COM</u>	<u>AID</u>	<u>COM</u>	<u>AID</u>	<u>COM</u>	<u>AID</u>
1975/76	20.8	-	14.4	45.7	79.5	27.0
1976/77	5.3	-	-	33.6	34.6	7.0
1977/78	26.5	21.6	-	40.5	-	34.3
1978/79	21.0	20.2	15.8	45.5	-	-
1979/80	4.6	50.1	-	32.5	32.5	-
1980/81	14.2	51.0	-	48.7	188.1	86.5
1981/82	-	66.5	-	70.9	14.5	217.1
1982/83	-	29.4	9.4	2.0	17.0	106.4
1983/84	36.4	26.7	-	46.3	125.1	69.2
1984/85	13.7	22.4	11.5	21.8	110.9	17.6
1985/86	8.5	24.14	5.5	16.3	3.1	3.0
1986/87	56.0	23.0	-	51.6	112.2	-
TOTALS	207.0	335.04	56.6	455.4	717.5	568.1

(i) Annual review of Maize, Rice and Wheat, MDB 1986.

(ii) Flour imports converted to grain equivalents.

C. OVERVIEW OF FOOD AID IN TANZANIA

Tanzania has received food aid since independence in 1961. The WFP lists food in three categories: project, sales (government to government) and emergency assistance. Other food comes in as small donations to Church groups for which no records are available; however the amounts involved and area of distribution are essentially insignificant.

During the 1984-85 emergency, nine bilateral and multi-lateral donors provided food assistance. The U.S. was by far the largest. In 1984, USAID donated 47.7 percent of the total emergency food aid - 4,762 metric tons out of a total of 9,992 metric tons. In 1985, the U.S. provided 15,624 metric tons or 42.2 percent of the total 36,984 metric tons.

Only USAID and WFP supply project food aid. In 1984 WFP provided 14,524 metric tons to USAID's 5,361 metric tons. In 1985 the USAID provided 4,762 metric tons to WFP's 3,338 metric tons. In 1986, USAID provided 4,534 metric tons to WFP's 1,034 metric tons. Much of WFP's project food aid is food-for-work on GOT projects. The remainder is used as "closed" monetizations; that is, local currency generations are used as a project resource - money generated from selling milk powder to Tanzania Dairies is used to improve dairy facilities.

The largest WFP category is "sales" by which they mean either concessional sales or non-project government-to-government grants. Since 1984, 15 bilateral donors plus the EEC have supplied food aid as "sales." Those who have supplied more than 5,000 metric tons include Australia, Canada, China, the EEC, France, West Germany, India, Italy, Japan, Spain and the USSR.

D. BRIEF HISTORY OF PL 480 IN TANZANIA

U.S. food aid has been given to Tanzania since April 1962 or four months after independence in December 1961. At the time Tanzania was experiencing a drought in the central regions of the country and President Kennedy promised emergency food assistance. Catholic Relief Services opened an office in Tanzania to handle U.S. food aid distribution and has continued distributing U.S. project food aid ever since. There were Title I programs in 1966 and again in 1975 through 1983. The Title I program was terminated in 1984 when Tanzania came under the Brooke Amendment. In 1984, a Section 416 program was established in southern Tanzania with the Salvatorian Mission Warehouse of New Holstein, Wisconsin as cooperating sponsor. In response to the 1984/85 drought, two monetizations were carried out to finance inland transportation of Title II emergency food assistance. In 1987, a Section 206 program was started to support the GOT Economic Recovery Program. Table 2 describes shipping levels of all PL 480 programs since 1973.

TABLE 2

PL 480 FOOD AID SHIPPING LEVELS

(000 Metric Tons)

<u>YEAR</u>	<u>TITLE II</u>	<u>TITLE I</u>	<u>416</u>	<u>MONETIZED</u>	<u>SECTION 206</u>
1973	6.1	-	-	-	-
1974	5.8	-	-	-	-
1975	5.2	20.0	-	-	-
1976	10.1*	33.8	-	-	-
1977	4.7	47.9	-	-	-
1978	3.8	18.0	-	-	-
1979	6.2	-	-	-	-
1980	4.7	45.9	-	-	-
1981	6.1	50.4	-	-	-
1982	5.7	25.5	-	-	-
1983	6.0	17.3	-	-	-
1984	10.1*	-	0.9	2.0	-
1985	20.4*	-	1.9	1.2	-
1986	4.5**	-	1.5	-	-
1987	2.6	-	1.6	-	25.0

* Combined Title II Regular and Emergency Programs

** In FY86, only 658 metric tons of Title II regular program food was called forward out of an approved level of 4,534 metric tons; the remaining 3,876 metric tons was food left over from the FY85 emergency program.

E. PROGRAM DESCRIPTIONS

1. Title II (CRS)

Through the 1970's, CRS operated a regular Title II program in 16 of the 20 mainland regions of Tanzania. Commodities came into three ports: Tanga, Dar es Salaam, and Mtwara. Arrival levels were usually within the 4-6,000 ton range. The greatest number of recipients were in the MCH category, followed by day-care centers, institutions/general welfare and food-for-work. In 1982 as a result of RIG audits and the 1981 Food Management Review which stated the program was unmanageable, CRS cut back to nine regions. While trying to consolidate and at the same time introduce new programs - "village-based centers" and "associated development activities" - CRS became involved in the 1984/85 drought relief effort. Emergency activities brought new programs to a virtual standstill and also revealed several more management problems. In 1987 CRS once again reduced its program, this time to three regions. Components include MCH, a small amount of general welfare and an emergency reserve.

2. Section 416 (SMW)

The Section 416 program began in 1984, as a result of CRS pulling out of southern Tanzania. The largest component is kindergarten feeding, followed by MCH and institution/general welfare. In 1986, bulgur wheat was added to surplus dairy products to cope with an emergency program to aid flood victims. Bulgur has now become a staple in the regular programs.

3. Monetizations

In connection with the 1984-85 Title II emergency program, two monetizations were carried out to fund inland transport and associated costs. The first was 2,000 tons of unrefined vegetable oil which arrived in November 1984 and was consigned to Rajani Industries, a private oil refinery. The second was 1200 tons of refined vegetable oil which arrived in November 1985 and was consigned to Biashara Consumer Services, a GOT parastatal wholesaler. Local currency generations totaled TSH 179 million.

4. Section 206

The 1987 Section 206 agreement was signed in January 1987. Twenty-five thousand tons of wheat flour were consigned to the National Milling Corporation (NMC). The TSH 450 million generated will be used to support the GOT Economic Recovery Program. Eighty-five percent will be programmed to assist agricultural transport. The remainder will finance agricultural marketing and agricultural input supply activities. To date just under 17,966 tons of wheat flour have arrived and TSH 323 million deposited into the Title II account by NMC. The FY 1987 Section 206 local currency generation program will not be dealt with in this review.

III. CATHOLIC RELIEF SERVICES(CRS)

A. ACHIEVEMENT OF STATED OBJECTIVES

CRS, in its FY 1987 operational plan, identifies two problems relating to malnutrition in children under five. The first is that, while overall Tanzania is not a food deficit country, there are areas of the country which are and will remain food insecure. Second, the recent reforms in GOI agricultural marketing and distribution policies will not benefit the food deficit areas in the short run. In these areas the root cause of food insecurity must be addressed.

CRS' traditional approach to this problem has been to view "...malnutrition as a result of poverty and therefore the program's main component was a food ration designed for its economic value to the member family". In return for receiving this food, the family is expected to make a commitment to improve the health and nutrition of the under five children in the family. To assist the family in doing this, the program provides health and nutrition education.

In recent years the approach to combating malnutrition has broadened to "provide opportunities for member families to participate in development activities that would increase the amount of food available to the family or the amount of income available for meeting food and other basic needs". These other activities are what CRS calls associated development activities (ADA).

CRS determined that it is more appropriate to conduct ADA's through village based centers rather than the traditional MCH centers. In this way the geographical area would be smaller allowing better organization, participation and implementation of projects.

CRS' program goal is "Food security for rural families and communities as a basis for sustainable growth and development". CRS has therefore placed its emphasis on addressing the root causes of food insecurity within the family and community.

Direct food distribution will be used by CRS as a method to combat malnutrition where inadequate caloric intake is seen as the cause of the malnutrition. If in other cases the cause of the malnutrition is seen as being related to water supply, sanitation, health, agriculture, post-harvest storage, etc., the food will be used as an incentive to involve families and communities in projects to combat the cause.

While this review did not specifically look at the nutritional effects of CRS feeding programs on the recipients, the April 1986 Food and Nutrition Review did. It concluded that with available data it is not possible to determine whether MCH feeding programs have any positive impact on the nutritional status of recipients.

Of the two ADA's being carried out by centers which were visited, one is a success, and the other a complete failure. The successful project involved a tree planting scheme where 15,000 seedlings have been given out and planted. However, this project was designed and implemented by a Catholic priest, and CRS only became involved after the project was operating.

The other project's intent was to improve the goat stock in the village. Recipient contributions were used to purchase 20 local goats and bring to the village two billies of an improved breed of goats. Two herdsmen were hired to look after the goats. The idea was to sell the improved offspring to the villagers at a low price. Unfortunately no one bought the offspring. At the end of two years the goats were sold to someone from outside the village, who took the goats away. The project ended up losing approximately TSH 15,000.

Other centers have ideas for the use of their money, but need assistance to move from the idea to planning stage. CRS has been able to provide little assistance to these centers to help them move forward.

Following from the above, the team concludes that the CRS feeding program has not yet been effective in addressing the root causes of food insecurity.

B. PROFILE OF PHYSICAL DISTRIBUTION SYSTEM.

1. Port of entry:

All CRS commodities enter through the port of Dar-es-Salaam. The port has eight berths for general cargo and three berths for containerized cargo. The port currently has a yearly capacity of 2.5 million metric tons, although the rated capacity is 4.0 million metric tons. Approximately 500 metric tons of break bulk goods can be discharged per hook per good weather working day. Up to 200 containers can be discharged per day. Additional container handling equipment is on order which will increase the port's container handling capacity. It is expected that the new equipment will be fully operational by May of 1988.

PL 480 Title II commodities and other food aid shipments are given priority berthing over other cargos. Relief cargos also receive a 90% reduction in wharfage charges and 75% reduction on port storage charges. In addition, if more than 1,000 metric tons are discharged per day from the vessel, the clearing and forwarding agent receives a 20% rebate.

The off-take capacity at the present time is adequate to allow timely discharge of PL 480 commodities. The port manager did however say that if the front line states shifted their port of choice away from South Africa to Dar, the Port of Dar-es-Salaam may not be able to adequately handle the extra tonnage. This may cause delays in the discharge of cargo.

2. Clearing and Forwarding:

CRS has used the J.P. Patel agency for its clearing and forwarding for its entire 25 years in Tanzania. Once CRS receives the bill of lading for a shipment, it, along with invoices and tax exempt forms and an import license are given to Patel. Patel then completes the necessary paperwork to clear the goods through the port and customs and transports the goods to one of two warehouses CRS rents in the Chang'ombe area. Patel owns one of these warehouses. The other is owned by the Registrar of Buildings. Patel reports that port losses amount to three to four percent for break bulk cargos and 0.5 percent for containerized cargos. The customs officers do not create any unnecessary delays in clearing the cargo for entry into Tanzania.

3. Discharge surveys:

CRS contracts with SGS to do its discharge surveys. At present only ex-tackle quantity surveys are performed. No lab analysis is performed on either good or damaged commodities. SGS also does delivery surveys when food stored in Harbour Authority sheds is transferred to Patel trucks and when food is transferred from Patel trucks to CRS warehouses.

Copies of the surveys are given only to CRS which then forwards them to CRS/NY headquarters. No copy is provided to the local USAID office. The SGS representatives stated that if requested they could provide an additional copy to USAID. Although not required by AID regulation 11, CRS should instruct SGS to provide a copy of the survey report to USAID.

4. Allocation of commodities to centers:

CRS has recently reorganized itself in an attempt to gain more control over its food aid program. This has been necessary due to an inability to adequately account for commodities and the high rate of thefts which have occurred in recent years. The newly formed Food Management Team (FMT) will deal only with the management and supply of the food to centers. The program section will deal with the program side of the center, including any projects the centers may want to undertake. One person from the FMT will be responsible for preparing a list of quarterly allocations to the centers. This person will calculate the amount of food to be dispatched by calculating the center's requirement for three months plus a one month reserve, and subtracting from this requirement the projected stock at the end of the quarter, taking into account any undelivered allocations. The allocation list is then reviewed by the head of the FMT and passed to the Country Representative or Assistant for approval. A separate allocation order for each center will then be prepared, signed by the Country Representative, or Assistant, the FMT Coordinator and the Commodity Resource Manager, and issued. Five copies of the order are written. These copies are for the following: 1. center, 2. transporter, 3. warehouse, 4. material resources and logistics, 5. food management team. In the past, the centers did not receive a copy of the allocation form. Now the center receives a copy of the allocation form with instructions to report any losses to CRS/Dar. All of this information is recorded in a master ledger.

A release notice is then sent to the warehouse instructing them to release the commodities to the transporter. The program representative, or transporter presents his copy of the allocation order at the warehouse. If it matches the warehouse copy, the warehouseman prepares six copies of a dispatch receipt form. After loading, both the warehouse manager and the driver sign the form and copies go to: 1. the center for its records, 2. the center to return to CRS in Dar, 3. the transporter, who after delivery attaches this copy to his invoice, 4. the transporter's file, 5. the warehouse, returns copy to material resources and logistics, 6. FMT.

Each allocation also has its own distribution form which records the dates and amounts of commodities loaded for each allocation.

Unlike the past, all forms are numbered. An adequate paper trail has been established to follow the movement of commodities and any related activities from allocation to payment of claims. At first all of the paperwork seems unnecessary, but the CRS Assistant Country Representative who designed the system explains that because of the lack of

attention to detail in the past, the employees must be drilled to pay attention to detail now. Unfortunately, during the first part of this review, which was just after the new system had been put in place, 151 bags of NFDM were stolen out of one of the warehouses. The Assistant Country Representative said it was as if the thieves were telling CRS that new system or not, we will continue to steal the commodities.

5. Transport to centers:

Jetha Enterprise is the sole carrier of Title II food for CRS. In the past, CRS used several transport companies and until 1982, the Tanzania Railway Corporation. Now, with a reduced program, one transporter is able to move all of CRS's food. Jetha Enterprise has been carrying food for CRS for the past five years. Iqbal Jetha, the owner of the company, is very definite in his praise of CRS saying that, "Jetha Enterprise owes its existence to CRS and Carl Foreman." (the previous CRS country representative).

Jetha Enterprise owns 14 of its own trucks and subcontracts 30 others. Not all of these trucks are used to haul Title II food. Jetha moves between 200 and 300 metric tons of food for CRS each month. Each truck (30 MT capacity) can make 2.5 to 3 round trips per month.

Upon receiving the allocation form, Jetha issues his own loading notice to his drivers. The drivers go to one of the CRS warehouses where if his allocation form matches that at the warehouse, the commodities are loaded and dispatch receipt form is signed. After loading, the driver then makes his way to the center.

Mr. Jetha claims his short deliveries are 0.75%. CRS has not done an analysis on Jetha's short deliveries but say that they are very low. Mr Jetha believes his short deliveries are kept so low because he pays his drivers a salary which is higher than the prevailing market rate.

The CRS shipments are not shipped at owner's risk as are most cargos in East Africa, but are insured by Jetha.

Upon receipt of the commodities at the center, the center operator will sign two copies of the dispatch receipt form noting any damages or short deliveries. One of the copies is used by the transporter for proof of delivery for payment, and the other is returned to the CRS office in Dar. Although in theory the second copy is to be sent separately from the transporter's copy, in fact it is often sent back to Dar with the driver. This does not present a problem as long as there are no short deliveries. If there are short deliveries, sending the second copy with the driver offers the opportunity for him to alter the form. There is also a third copy which is

retained by the center for its records. No advance payments are given to the transporter and any losses or short deliveries are deducted from the payment. Any deductions for losses are made at the time of payment. CRS then remits the claim money, less the amount it is authorized to keep, to the disbursing officer at the U.S. Embassy in Dar.

6. Distribution at centers:

Most centers follow the same routine for distribution of commodities. The mothers come with their children to the clinic on an appointed day. The children are weighed, given any vaccinations which the child is due and if the condition of the child warrants it, have a private consultation with a staff member. Recipient contributions are collected, then a lesson is given to all the mothers on a topic related to the health and well being of their child and/or family. The last activity is to distribute the ration of food. The ration per recipient (a mother and child constitute two recipients) is 2 kg of bulgur, 2 kg of NFDM and 1 kg of vegoil. The mothers then go home.

C. ANALYSIS OF COMMODITY MANAGEMENT

Three traits seem to be evident in almost all of the centers visited. First, many mothers sell some or all of their ration package. There is no consensus on what the money is used for however. Some mothers may buy other foodstuffs such as maize, some may use the money for other household needs, such as soap or kerosene, or some may use it for general living expenses. Second, supply of commodities is erratic. Centers may go months without any food or may have only one or two of the commodities. Third, visits by CRS supervisors are few and far between.

CRS/Tanzania's method of commodity management in the past could be summed up in one word - poor. Losses were high, visitation to centers by CRS staff infrequent, and theft a common occurrence. CRS' two reductions in program size from a high of 149 centers in 18 regions in 1981 to 24 centers in three regions plus a small welfare assistance program, should improve commodity management. CRS/Tanzania has invested a tremendous amount of manpower and time into reorganizing its food management system, and this may be viewed as a "last chance" to straighten out and manage a Title II program in Tanzania. CRS/Tanzania seems to have been in a constant state of reorganization since 1981, and if this current reorganization does not improve commodity management, the only alternative may be to discontinue the feeding program.

In the time between the first part of this review in March 1987 and the second part in July 1987, the FMT became operational in the field.

A member of the FMT had visited each of the five centers the assessment team visited during the month immediately preceding the July segment of this review. It was apparent that topics discussed by the FMT member with the center staff did not include approved recipient levels, ration sizes, use of recipient contributions and record keeping. Some centers did not know what their approved level was, or distributed food to a number of recipients which was different than their approved level. Ration sizes were erratic. In centers which had a full month's distribution, average distributions of oil varied from 0.64 to 1.95 kg per recipient, bulgur from 0.76 to 3.24 kg per recipient and NFDM from 1.87 to 3.5 kg per recipient. Financial reports show large amounts of shillings collected from recipient contributions on deposit (up to TSH 700,000 which is equivalent to over \$11,000), but these may be paper balances only. Two centers have loaned, without CRS approval, money to the village store. One village has documented this loan on its monthly financial status report, while the other has not. All of the centers have these funds deposited in current accounts instead of putting some of the money into savings accounts where it could be earning interest. Some centers had vague ideas of what they wanted to do with the money, but others had no idea. One center did not know what the money was for and is waiting for CRS to tell it what to spend the money on.

Once the new management system is in place and operating well, CRS will have to concentrate on the high number of instances of mothers selling Title II commodities. It is difficult to ascertain the amount of commodities sold, but the feeling is that it is high. Almost every center mentioned that the sale of commodities by the end user was a problem.

CRS/Tanzania's most recent reduction in size was done swiftly and with little notice. Usually a CRS supervisor would visit a center, check to see that the center had paid all money due to CRS, and present a letter informing the center it would no longer be receiving Title II commodities. Surprisingly, very few complaints were received from centers which were dropped from the program. The loudest and most frequent complaints came from priests who operate pre-schools or day care centers. The CRS staff believes that this is because the MCH clinics are able to offer components other than food, which is in contrast to day care centers, where the main attraction is the distribution of food. Mothers will continue to attend the clinic to take advantage of these other services, whereas the parents of children attending pre-schools or day care centers may see no advantage in continuing to have their children attend the school or center.

CRS/Tanzania views their problems of the past as a result of four issues: First they were spread too thin; Second, the salaries and per diem were not high enough to attract high quality staff; Third, because of Tanzania's economy being in such bad shape, the staff recruited had no incentive to care about their work and incentives to steal or divert food were great because food had exceptionally high value in "parallel" markets; and lastly, the level of interest the program director took in the Title II program had a direct bearing on how well it functioned. Starting in February 1985 the direction of the Title II program in Tanzania began to change as the CRS regional office in Nairobi began to take a more active interest in the program. At the same time, the Tanzanian economy started to turn around, allowing CRS to pay its employees a better salary. The employees in turn were able to use their salary to purchase goods in the market-place.

D. IMPACT OF 1983/84 EMERGENCY PROGRAM ON THE REGULAR PROGRAM.

Just as CRS started to reorganize its program in late 1983 and early 1984, the events relating to the running of an emergency program overtook the reorganization. CRS' original request for an emergency program in May 1984 was to distribute 10,386 metric tons of bulgur/soy-fortified sorghum grits, NFDM and vegoil to 79,000 people during the July 1984 to March 1985 period. The first tranche of this food arrived in Dar in October 1984. A second request for an additional 10,000 metric tons of bulgur/soy-fortified sorghum grits, NFDM and vegoil was submitted in December 1984. Shipments from this second request did not arrive in Dar until July 1985. Emergency rations were distributed until May 1986.

The late arrival of the second request for commodities caused storage and logistical problems for CRS/Tanzania. By the time the commodities arrived, good rains in the 1984/85 growing season had an adequate crop, reducing the need for the commodities. To accelerate draw down of the emergency stock and to prevent a large stock build up, CRS did not make call forwards for their regular programs in the second, third and fourth quarters of FY1986. The last of the emergency commodities were dispatched to regular program centers in Feb/Mar 87. However, by this time the commodities had been stored in warehouses so long that the NFDM had become hard. During the team's March trip it was learned that the Manyoni Medical Officer had visited the Kilimatinde Hospital Clinic and condemned the NFDM as unfit for human consumption. The supervisor of the Kilimatinde Clinic in turn went to the District Medical Officer to protest the Manyoni Medical Officer's decision.

A sample of the NFDM was sent to the Government lab in Dar, and determined to be unfit for human consumption. The center has asked CRS' permission to destroy the food.

Many other centers received NFDM which was left over from the emergency program which was also hard. Most centers distributed the NFDM and told the mothers to break it up.

At the St. Phillips center in Kongwa, the local medical officer, after inspecting the NFDM, condemned only the portions which had changed color. The center destroyed the condemned NFDM before reporting the problem to CRS.

E. CONCLUSIONS AND RECOMMENDATIONS

All parties concerned agree that CRS' past commodity management was less than stellar. In fact, it was abysmal. Because CRS has recently reorganized its commodity management system, it is more appropriate here to discuss the future rather than criticize the past. The new system has the potential to adequately track and manage commodities. CRS' staff is willing to make, and has made, tough decisions to suspend centers and terminate staff who were not performing up to standard. It is still too early to give a final assessment of the new system. The Assistant Country Representative responsible for designing and implementing the new system will soon be departing Tanzania. It remains to be seen if the management of commodities continues to improve after his departure, or if old practices resurface.

Below are recommendations for improvement in CRS' commodity management:

1. CRS should furnish copies of all bills of lading and survey reports to USAID/Tanzania.
2. CRS should explore the possibility of using quality surveys for, at least, commodities which are discharged from the ocean vessels in damaged condition.
3. If a center plans to file a claim against a transporter for commodities damaged during transport, the center's copy of the dispatch notice, detailing the loss or damage, should be returned to CRS by a means other than being carried back by the transporter.
4. CRS should provide the centers with containers which will facilitate the distribution of correct rations.
5. CRS should audit each center's financial records.
6. Recipient contribution money collected by the centers, which is over the amount needed for administration costs, should be deposited in interest bearing accounts until it is used for projects.

7. CRS staff should encourage and assist centers to develop and implement projects which will improve the standard of living of the center's recipients in particular and the center's catchment area in general.
8. CRS should continue to make its first priority the timely supply of commodities to the centers.
9. CRS should work with the centers to stop or reduce the instances of mothers selling PL 480 commodities.

The USAID/Tanzania mission, with REDSO assistance if necessary, should review the progress of the CRS management system six months from the day of this report to assess the effectiveness of the management system. If at that time CRS' management of commodities has not improved, the only option, based solely on the management of commodities, may be to discontinue the CRS Title II program in Tanzania.

IV. SECTION 416, SALVATORIAN MISSION WAREHOUSE PROGRAM

A. Background

The Section 416 commodities are received at the port of Mtwara by the Benedictine Fathers. They in turn distribute to a variety of Catholic institutions in several dioceses of Southern Tanzania. Until this year, three dioceses were involved, Songea, Tunduru/Masasi, and Mtwara. During 1987, two new dioceses were established. Lindi was split from Mtwara and Mbinga from Songea.

The program coordinator submits a distribution list to USAID for each shipment of commodities. Pages 28 through 30 are a sample distribution report. The report lists units of each commodity, bags of NFDM and bulgur, cartons of butteroil. The 18 primary distribution centers to which food is delivered direct from the port are listed on the first page of the distribution list.

In the cases of Songea, Mbinga, and Tunduru/Masasi dioceses, the food is delivered to the 9 centers listed for the diocese to be distributed as officials of those centers and the diocese see fit, generally to hospitals, clinics, and kindergartens. AID does not receive any reports on distribution beyond this initial delivery level.

Within Mtwara and Lindi dioceses, a distribution plan is prepared before each shipment allotting the entire amount to various institutions within the diocese. The allocation is made by a committee of diocese and parish officials based on requests and on personal knowledge of conditions and needs in the various areas. The basis for requests and for approval is not clear, but they are not based on planned recipient levels or standard ration sizes. A small amount is kept in reserve for special charity cases. (Apparently from about 1% to 2.5% of the total shipment). For these two dioceses, pages two and three of the report to AID list each secondary distribution center receiving food and the amount received. In this report, the distribution center is listed as a hospital or kindergarten. However, one named kindergarten on the list, e.g. Sister Scholastica, may represent 9 kindergartens whereas another name, e.g. Malolo, represents three kindergartens. There are also cases where some amount of the kindergarten allocation may be used to support an affiliated, or nearby clinic program.

B. LOGISTICS

This program's logistic system for delivering food from the quay to the distribution centers may well be the most efficient in East Africa. It should be noted that in addition to the Section 416 food shipments, the Benedictine Fathers handle shipments of other supplies for the Catholic Church in Southern Tanzania. Section 416 shipments account for about 25 - 30% of

the total tonnage handled. Other Church supplies coming through the port of Mtwara range from heavy equipment to medical supplies and used clothing. The 416 shipments arrive three times per year. The first shipment is scheduled as early as possible in the fiscal year, generally arriving in November or early December. The second delivery is generally scheduled for January to cover the pre-harvest hungry season. The third delivery is scheduled for May to avoid transport problems during the February to April rains.

1. Port Facilities and Operation:

Mtwara is a deep water port which handles ships of 12,000 to 25,000 tons or vessels up to 600 feet in length. There is enough space to berth two large and one small ship at the same time. Fr. Witmar says that in the 12 years he has handled port operations, only twice has there been any problem with getting a berth when needed.

The port does not have cranes on the quays. Ships own tackle must be used when offloading. The Benedictine Fathers have their own forklift which they take to the port when their shipments arrive.

Port losses on 416 commodities are relatively low. From the surveyors reports, shortlandings, which are attributed to pilferage during cargo discharge, are generally below 1%. Highest percentage losses recorded were on the August 1986 shipment when overall shortlandings were about 2%.

The low losses are probably due to the practice of removing goods from the port as quickly as possible. During the day, as much cargo as possible is discharged directly onto trucks which leave the port immediately. However the port is closed at 6 p.m. daily while discharge continues until 10 p.m. During this four hours, cargo is moved to sheds on the quay for loading the next day. After 10 p.m. the sheds are locked until operations resume the following morning. Father Witmar speculates that most of the losses occur during this period and there is little that the receiver can do to control cargo overnight.

2. Distribution from the port:

The Benedictine Fathers use Abbasi Clearing Agents and Transporters to move goods from the port. Abbasi uses six of their own trucks for this and subcontracts for others.

Food is delivered directly from the port to 18 warehouses within the five dioceses. The distances for these deliveries range from Peramiho and Songea which are 700 - 750 km from Mtwara to distribution centers in the town of Mtwara.

Food which cannot be moved immediately to the distribution warehouses is taken from the port to two godowns in Mtwara with total capacity of about 2,500 cubic meters. One is owned by the Benedictine Fathers and one is owned by Abbasi. The food seldom stays in these godowns for more than two weeks before being moved out to the regional warehouses or distribution centers. The reviewer inspected both of these godowns. Both facilities appeared to be very well maintained. There was a good supply of pallets available and both the Abbasi agent and Fr. Whitmar assured the reviewer that pallets or other dunnage are always used for storage of the 416 food.

Food movement is controlled by the use of shipping receipts which are filled out as trucks are loaded at the port, carried by the trucker, countersigned by the manager at the recipient warehouse, and returned by the trucker to Mtwara for final accounting. The system seems to be working very well. There are no transport losses reported. A brief examination of receipts and warehouse records at two sites indicated that the report of zero losses is probably accurate.

Up to this point, i.e. initial delivery to the 18 primary distribution centers, shown on page 1 of the attached sample distribution list, accounting is meticulous and reporting is adequate.

3. Movement from primary centers to final distribution points:

Referring again to the first page of the distribution report, AID receives no further accounting of the food sent to the diocese of Songea or the diocese of Tunduru/Masasi. Presumably, the food is distributed by the diocesan officials to various hospitals and kindergartens within each diocese and used for free feeding programs in MCH clinics, hospital wards and kindergartens or for general relief.

The second and third pages of the report provide details of further sub-deliveries from primary centers within Mtwara and Lindi dioceses. For example, the 600 bags of NFDM, 510 cartons of oil and 690 bags of bulgur delivered to the Ndanda distribution center were allotted to the 15 hospitals, kindergartens and dispensaries shown at the top of the second page. The reviewer examined the records of the Ndanda distribution center. They were meticulously kept. It seems likely that records are equally as good at the other primary centers in Mtwara and Lindi diocese.

It is noted, however, that on this sample report, selected at random, there are discrepancies between first page totals and second page breakouts for oil in Luagala (290 vs 270) and Nyangao (300 vs 500).

C. OPERATIONS AT SECONDARY DISTRIBUTION POINTS:

The breakout on pages 2 and 3 of the attached report shows the secondary, and/or final distribution centers divided roughly into two categories, 1) kindergartens and 2) Hospitals, clinics and dispensaries. The Mwena Leprosarium is difficult to classify since it contains hospital, boarding school and extended care facilities. Feeding programs thus include school children, hospital patients and families.

The final distribution centers arrange for transport of the food from the primary distribution centers to their own facilities. Frequency of food arrivals depends upon transport availability, distance from the primary center and storage capacity at the site. At the Ndanda hospital, which is only a kilometer or so from the Ndanda distribution center, food is picked up fortnightly. At other centers the entire allotment from each shipment is delivered immediately. Used shipping containers are widely used for storage at the centers. Although such storage does not meet usual AID standards, i.e. distance from walls for stacked bags, ventilation, aisle space, etc., all bulgur and NFDM observed was in good condition. Although specifications for butteroil indicate a three month shelf-life for temperatures prevalent at center store rooms, the center officials say that they have had no problems with butteroil going bad. All storage spaces inspected were clean, neat and well maintained.

The hospital category comprises a wide variety of recipients. In most cases, food is distributed to mothers and children attending MCH clinics and pregnant women receiving pre-natal care, as well as patients in isolation wards, such as T.B., and in-patients in nutrition rehabilitation wards. The usual practice in this region is for ward patients to be accompanied by family members who supply and cook the food for the patient and themselves. However, Section 416 food is distributed to some patients who have come from a long distance and have no family in the area and to some patients and families who are not able to supply their own food. Small amounts of food are sometimes distributed to blood donors. With the records currently available, it is not possible to make even a rough estimate of how much food goes to MCH recipients and how much to other categories, nor is it possible to guess at the total number of recipients.

Interviews with administrators at three centers indicated that there is no set rule on which MCH participants receive food. In some cases, all mothers who attend are given the ration, in some cases only those whose children are under 80% weight-for-age receive free food. This is determined by a growth chart which seems to be used universally in Tanzanian MCH programs. Estimates by clinic administrators of how many

children seen at the MCH clinics are under 80% weight for age varied from 30% to 100%. It was universally agreed that there are seasonal variations. A very brief observation of weight charts and children, raised questions for the reviewer whether these charts are an accurate measure of nutritional status. Clinic personnel agreed that many apparently healthy babies were under 80% weight for age on their charts. No other anthropometric methods have been tried to cross check information on the growth charts. Given the number of MCH centers participating in this 416 program and the universal use of growth charts, some data collection and analysis might be enlightening.

The kindergarten programs would apparently, serve only one category of recipient and recipient numbers should be fairly easy to collect. However, in the one kindergarten visited, a small portion of the food allotted to the kindergarten was used to support a clinic which is operated in the afternoon in the kindergarten facility. It is not known how much food allocated to kindergarten might be used for other purposes, vaguely associated with the kindergarten.

The ration used for MCH programs varied among the centers visited from one kg. of mixed bulgur, NFDM, and butteroil monthly at one center to one kg. fortnightly at a second center and one kilo of bulgur and one kg. of NFDM plus a "bottle" of butteroil each month at a third. At the Nyangao hospital, staff discovered some time ago that the butteroil in the ration was being sold rather than consumed. To overcome this problem butteroil is now mixed with bulgur before distribution. The mixture uses two number 10 tins of oil for each bag of bulgur.

In each of the centers visited, the NFDM had been used up in July or earlier, with no further deliveries anticipated before November or December. This is not surprising since the food is not allocated to centers on the basis of recipient numbers and standard ration sizes. It seems apparent that the nutritional benefit of MCH and kindergarten supplementary feeding could be enhanced by using some planned and standardized rations throughout the year rather than distributing food until it is gone and having no feeding or reduced rations for three to four months.

D. CONCLUSIONS AND RECOMMENDATIONS

As has been previously pointed out by USAID/Tanzania, this is not a development program which would fit the mold for a Title II feeding program. Neither the number of recipients nor the type of recipients is calculated in requesting the food or allocating it among centers. There are no set rations for any recipient categories. Use of the food is decided by the individual in charge at each distribution center based on his

or her best judgment on the needs of individuals served by that center. In many cases, one or more of the 416 commodities runs out months before the next delivery is expected. In hospital or clinic programs, the needs of ward patients, families of patients, the aged, and crippled compete for food with the needs in MCH programs. As noted in the report, management of and accounting for the food is excellent up to the level of the primary and secondary distribution centers. Beyond delivery to the distribution center, no records for final distribution to recipients are centrally collected or compiled. Whether such records could be collected without a major effort and undue burdens on the program operators is problematic. However, we believe, that, if this program is going to continue over the long-term, an attempt should be made and improved reporting should be possible in at least some cases. For example, the report which is submitted to A.I.D. for each shipment should include another section which summarizes the number of institutions by major category and the amount of each commodity distributed to each type of institution. That is, the report should say that X number of kindergartens received X amounts of oil, milk and bulgur. Further, in the case of kindergartens, it should be possible to report, at least approximate recipient levels, and number of days of feeding per year. If a standard ration could be established for kindergarten feeding, this would allow a more precise food request each year as well as more useful reporting on utilization. This method for calculating food requirements and reporting on distribution should be possible for the total kindergarten program in all dioceses.

For hospitals, it should be possible to give total numbers of institutions and total food allocations. However, as the program is presently constituted, a hospital program encompasses a wide variety of recipients of which MCH is only one category. It appears that at least some of the hospitals and clinics keep records on MCH attendance which could be used to collect and collate information on total recipients in this category. If such numbers were collected and a standard MCH ration adopted, the food request for this category could also be rationalized and the reporting greatly improved.

We recommend that the program coordinator should begin collecting and tabulating this kind of information for the MCH programs. It might be useful to test and refine a system for doing this by applying it first, on a trial basis, to one diocese only, Mtwara for example.

Beyond kindergarten feeding and MCH, the categories are so diverse that further classification does not seem practical or useful. Nor do we see any practical way to collect data on recipient numbers and ration levels for these diverse categories.

However, using three categories, kindergarten, MCH, and general welfare, we could get a much better understanding than is now possible about the portion of the program which serves the recipients of most interest to A.I.D. and of how the food is being used within these programs.

Additionally, we recommend that MCH and kindergarten feeding be accorded a higher priority than general relief for use of Section 416 food. Planned ration levels for MCH and kindergarten recipients should be maintained and only residual amounts, or food from other sources, should be used for general welfare.

We also suggest that, if this program is to continue on a long-term basis, the program coordinator and USAID consider investing some resources to determine what effect the MCH feeding programs are having on the nutritional status of the recipients.

U.S.A.I.D. Distribution list for 3rd shipment of FY 87
FOOD FOR PEACE MTWARA PROGRAM TANZANIA

Place	MILK	OIL	WHEAT
SONGEA DIOCESE			
Caritas Office Songea	3,000	1,300	----
Peramiho	600	500	----
Hanga Dispensary	200	100	----
CHRIST.MISSION TO MANY LANDS (Mbea)			
	500	100	**
DIOCESE OF TUNDURU/MASASI			
SDS Migongo	80	60	50
Lukuledi Distr. Center	530	500	210
Lupaso	300	200	180
Nandembo	300	200	180
Nanjota	300	200	180
DIOCESE OF MTWARA			
Ndanda Distr. Center	600	510	690
Luagala	350	290	315
Nanyamba	300	150	150
Mtwara	540	340	410
DIOCESE OF LINDI			
Mnero	190	85	130
Nachingwea	100	100	50
Nyangao	425	300	420
Lindi	230	180	210
Mtua	150	90	130
Sub Total	8,695	5,205	3,305
Reserve/Breakage	121	139	95
TOTAL	8,816	5,344	ca3,400

Detailed Listing for Mtwara Food Distribution Program

Place	Milk	Oil	Wheat
Diocese of Mtwara	***	***	***
Ndanda Distr. Center	***	100	200
Ndanda Hospital	100	100	80
Mwena Leprosarium			
Kindergartens:			
Sr.Scholastica	80	50	80
Sr.E:helberga	60	40	50
Sr. Xaveria	30	20	25
Nangoo	30	20	25
Chikundi	30	20	25
Nkowe	30	20	25
Mnacho	30	20	25
Mbekenyera	30	20	25
Nanganga	30	20	25
Chigugu	30	20	25
Chinongwe	30	20	25
Malolo	30	20	25
Malolo Disp&MCH	60	20	30
Total	600	510	690
Mnero			
Mnero Hospital	80	30	50
Mnero Kindergarten	70	30	40
Murumba Kinderg.	40	25	40
Total	190	85	130
ATTENTION !!! MAKE OUT THREE SEPARATE DELIVERY ORDERS FOR THE MNERO CHAKULA!! There are problems every time as to who gets what.			
Nachingwea			
Parish Kindergartens	100	100	50
Nyangao			
Hospital	300	400	300
Kindergarten	75	60	70
Sr. Electa	50	40	50
Total	425	500	420
Luagala			
Hospital	150	100	125
Kindergarten	40	60	50
Kitangali	100	80	100
Newala	30	20	20
Tandahimba	30	10	20
Total	350	270	315

Place	NFD MILK	OIL	WHEAT
Mtua Disp & MCH	100	50	60
Mtua Kindergarten	50	40	70
Total	150	90	130
Lindi:			
Rondo Dispensary	40	25	30
Kilangala Kinderg.	50	30	40 to Lindi
Lindi St.Francis	30	25	"
Lindi Kaggwa	30	20	"
Kilwa-Masoko	40	40	"
Nandete (Kipatimu)	40	40	"
Total	230	180	210
Nanyamba			
Nanyamba Hospital	200	100	100
Nanyamba Kinderg.	100	50	50
Total	300	150	150
Mtwara			
St. Paul Kinderg.	80	50	60
St. Paul Dispens.	80	50	60
All Saints Kinderg.	60	40	40
Bro. Bon - maskini	50	40	50
Mikindani Kinderg.	30	15	20
S.D.A. Dispensary	40	20	25
S.D.A. Church	40	20	25
Magomeni Kinderg.	60	30	30
Mtwara Kindergartens:			
Field Force	20	15	20
T.T.C.	20	15	20
T.H.A.Nursery School	20	15	20
Magereza	20	15	20
Mahuta	20	15	20
Total	540	340	410
Grand Total			

V. MONETIZATIONS

In conjunction with the 1984/85 Title II emergency program, two monetizations were carried out. The first, in FY 84, involved 2,000 metric tons of unrefined vegetable oil consigned to Rajani Industries, a private oil refinery. The second, in FY 85, was 1,200 metric tons of refined vegetable oil consigned to Biashara Consumer Services (BCS), a parastatal wholesaler.

A. THE FY 1984 MONETIZATION (TA 621-4626)

Starting as early as April 1984, plans were formulated to monetize vegetable oil (vegoil) in order to cover inland transport and associated costs of the emergency program, which itself was still in the planning stage. According to a CRS estimate, TSH 32 million would be needed to distribute 4,671 metric tons of commodities between August and December 1984. No estimate was given for the 5,625 metric tons to be distributed in 1985.

USAID believed a Transfer Authorization could be signed in May. However, two issues arose early on which were to frustrate negotiations for many months, namely the consignee and amount of shillings to be generated. At first, USAID considered refined vegoil, but by July this option was dismissed because the parastatal wholesaler to be used was undergoing a major reorganization. Two oil refineries remained in the running but eventually MOPROCO, a parastatal in Morogoro, was eliminated for two reasons: the additional cost of transporting the vegoil 200 KM to Morogoro and MOPROCO's inability to pay for the vegoil up front. USAID originally wanted TSH 50,000 per ton for 2,000 metric tons of unrefined, bulk vegoil. After calculating costs of refining and quantities lost in the process, Rajani counter-offered TSH 32,000 per ton. Eventually an agreement by all parties - USAID, Rajani and the GOT - was reached to consign all 2,000 metric tons of vegoil to Rajani who was to deposit TSH 83,355,800 (TSH 44,815 per ton) into a special account within 21 days after the TA was signed. The draft TA was completed on August 16. USAID, certain that all parties were in agreement, called forward the vegoil. However, on August 28, USAID received a letter from the GOT indicating the vegoil should be divided equally between Rajani and MOPROCO and only TSH 59,000,000 be generated in local currency (TSH 29,500 per metric ton). USAID informed the GOT that it would cancel the call forward unless matters were resolved by September 4 - the vegoil was scheduled for loading in the U.S. starting September 5. In the end, Rajani was consigned all 2,000 metric tons and the original figure of TSH 83,355,800 re-agreed to. The TA and letter of understanding were signed on September 25. The 2,000 metric tons of vegoil arrived the third week of November. On November 23, the GOT lowered the ex-factory and retail price of soybean oil by 9.7 and 12.2 percent respectively. Rajani implied foul play, calculated it would lose TSH 7,355,500 in revenue and submitted a claim for this amount to

the PL 480 committee. Eventually, the PL 480 committee awarded Rajani a claim of TSH 6,156,603 for short receipts and loss of revenue. However, on a CIF value of \$1,989,100 USAID generated TSH 77,199,197 or the equivalent of \$6,433,266 at the 1984 exchange rate of TSH 12=\$1.

B. THE FY 1985 MONETIZATION (TA 621-5627)

When CRS realized that the original 10,386 metric tons of emergency food would be inadequate to deal with the needs of the relief effort, they requested an additional 10,000 metric tons of food and another vegoil monetization in December 1984. A proposal to monetize 1,200 metric tons of refined vegoil was not approved by the DCC until April 12. Negotiations with the GOT began immediately. This time around there was no problem in designating a consignee. Biashara Consumer Services (BCS, formerly called GEFCO), a parastatal wholesaler, was the only agent put forward by the GOT. The GOT proposed a selling price to the consignee of TSH 76,000 per ton. The PL 480 committee argued for the ex-warehouse price of TSH 92,000 metric ton. On May third a compromise was reached, for the consignee to pay, after deducting various costs to the consignee, TSH 83,500 per ton. The TA and letter of understanding were drafted. Then the GOT Treasury, which had up to then a very minor role in negotiations, wrote a letter to USAID stating the consignee would only be required to pay the CIF value in local currency. This would have generated only TSH 23 million rather than TSH 100 million at the TSH 83,500 rate. Furthermore, Treasury wanted the money to go into the general development fund rather than the special Title II account. Shortly after receiving this letter on May 30, AID/W sent a cable informing the mission that the vegoil would be loaded on July 7. USAID urged the GOT to reconsider its position, but discussion moved very slowly and on June 24 USAID informed AID/W that no agreement was likely by the July 7 loading date. However, when the break through came, matters were resolved very quickly. On July 9 GOT agreed to depositing the money in the Title II account if the word "special" was dropped and the word "existing" was used instead. The GOT also dropped the idea of CIF in TSH and agreed to TSH 80,000 metric tons for a total of TSH 96 million.

USAID called forward the vegoil on July 24. The TA and letter of understanding were signed on August 17. The vegoil arrived on November 6. It had been shipped in one gallon tins on pallets. BCS estimated damage at 50 percent and called it "alarming". The SGS survey was not very useful, stating that 1,101 metric tons arrived in "apparently good condition", 49 metric tons discharged "roughly half filled, approximately 50 percent loss and 50 metric tons 100 percent loss". BCS was awarded TSH 6,037,300 in claims. The monetization netted TSH 89,962,697 or over \$5.6 million at TSH 16 to US \$1 on a CIF value of \$1,343,500.

C. Conclusions and Recommendations

The two monetizations, despite all the problems, generated large amounts of shillings for use in the emergency program. The ability of the USAID mission to require up-front payments for 100 percent of the oil before arrival is an unusual, but highly recommended procedure. Changing of the selling price by the GOT after arrival of the oil does not seem like "fair play" on their part. Unless the minimum selling price is specified in the TA or a memorandum of understanding, there may be no way to prevent this. Even though it delayed shipping and arrival of the oil the USAID mission was correct in cancelling the call forwards. A decision to delay shipment of commodities to generate funds for emergency needs, while apparently minor issues are being worked out, will always be difficult. However, experience has shown that negotiations of agreements with the GOT often encounter unforeseen problems. Favorable resolution is much more difficult if commodities are on the way. The decision to delay call forward of the commodity is much easier if other funds can be borrowed to meet immediate needs. There are now, and will be in the near future, ample local currencies in Tanzania, generated from other PL 480 programs, to allow for such emergency borrowing.

C. CONCLUSIONS AND RECOMMENDATIONS

1. That up-front payments continue to be required for any monetization agreement.
2. That minimum sales prices for commodities to be sold be specified in the agreement, or accompanying memorandum of understanding.
3. No commodities for monetization be called forward until there is agreement on all terms and conditions and a transfer authorization is signed.

VI. RELATED DOCUMENTS FOR FURTHER INFORMATION

1. A Review of the State of Food and Nutrition in Tanzania and its Programming Implications, Judy Bryson, et al, April, 1986
2. Review of CRS/Tanzania PL 480 Title II Program, Robert Kidd, Nicholas Jenks, October, 1981.
3. Concept Paper for A.I.D. Development Assistance to Tanzania, USAID/Tanzania, March 12, 1987.

VII. LIST OF PERSONS INTERVIEWED

Father Michael Melija	Sayusayu Mission
Sister Zephrina	Sayusayu MCH
Estina Kibereti	Kolandoto MCH
Father Richard Hochwalt	Shinyanga Diocese
Sister Goodlieve	Ussongo MCH
Sister Genesisia	Manyoni MCH
Egla Katungu	Kilimantinde MCH
Nicholas Damian	Bahi MCH
Peter Luhunga	Dodoma Railways day care center
Richard Mbeho	Mvumi Makulu MCH
Simon Chedego	Mvumi Mkulu MCH
Richard Nyamnanyi	Mvumi Mkulu MCH
Jayoos Vojesa	Mvumi Mkulu MCH
Steven Chilagane	Handali MCH
Jonh Makala	Handali MCH
Beatrice Masi	Handali MCH
S Katanga	Handali Ward
Br Boniface Hampel	Mtwara Section 416 Program coordinator
J P Patel	Patel & Co, C & F Agents
Mr Macha	Tanzania Harbors Authority
Rupin Rajani	Rajani Industries
J G Kombe	Bishara Consumer Services
Iqbal Jetha	Jetha Enterprises
Edouard Gubser	SGS, Surveyors
T P Divecha	SGS, Surveyors
Robert Bell	CRS, Asst Country Representative
Geraldine Sicola	CRS, Country Representative
Vincent Mrisho	Ministry of Agriculture
Dina Naiman	Mvumi Hospital
Mr Chibanila	Mvumi Hospital
Mrs S Mbogo	St. Phillips MCH
Pasacasia Ndegize	St. Phillips MCH
Mrs Martha	Chamae MCH
Ali Juma	Chamae MCH
Henry Nguluwi	Nghaneleze MCH
Father Witmar	Benedictine Fathers, Mtwara

and administrators of
warehouses and programs
at Mtwara, Ndanda, Nyangao
and Mtua.

VIII. ANNEXES

- A. CRS FY 1987 Operational Program Plan and AER.
- B. CRS FY 1988 Operational Program Plan and AER.
- C. CRS Staffing Chart.
- D. CRS Centers, 1986.
- E. CRS Centers, 1987.
- F. CRS documents relating to commodity management.
- G. Salvatorian Mission Warehouse Section 416 Program Agreement.
- H. USAID/Tanzania comments.
- I. CRS/Tanzania comments.

RECEIVED : MAY 1987

E A I O / N B I

CATHOLIC RELIEF SERVICES

LR

United States Catholic Conference Inc.
P. O. Box 9222
DAR ES SALAAM, Tanzania

ANNEXES A & B

Telephone:
23948

Cable Address
CATHWEL DAR ES SALAAM

May 6th, 1987

Mr. Howard Sharlach,
Acting Director,
USAID/Tanzania,
P.O. Box 9130,
DAR ES SALAAM.

Rhonda
Ginger

Dear Howard,

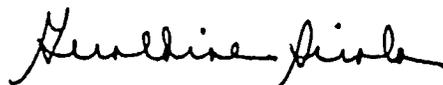
Subject: FY 1988 AER & Operational Program Plan

Enclosed please find the above referenced document. It includes a cover sheet, "Program Plan Revisions", which summarizes the revisions made on the FY 1987-89 submission as requested by USAID/Washington.

The plan has not yet been approved by CRS/East Africa/Indian Ocean Sub-Regional office, Nairobi or CRS/New York.

I am sending copies to both offices simultaneously and will forward the original AER once you have signed it.

Sincerely,



Geraldine Sicola
Country Representative
CATHOLIC RELIEF SERVICES-USCC

c.c.: ✓ Mr. Michael Wiest, Director, CRS/E A I O / N B I + w/enclosures
Mr. William Schaufele, CRS/NY : w/enclosures.

Encls.

- well written

GS/nf.

*- much needs to be done
to achieve stated objectives*

TITLE II, PL 480 COMMODITIES
ANNUAL ESTIMATE OF REQUIREMENTS - FY 1988

OMB Approval No. 0412-0003
Expiration Date 07/31/86

1. COUNTRY
TANZANIA
2. COOPERATING SPONSOR
CATHOLIC RELIEF SERVICES-USCC

3. RECIPIENT CATEGORIES	3a. NUMBER FEEDINGS DAYS PER MO.	4. NUMBER OF RECIPIENTS	5. NUMBER MONTHS OPERATING	3a. NUMBER DISTRIBUTED PER YEAR	4. PROPOSED DISTRIBUTION											
					BULGUR WHEAT			N.F.D.M			S.B.S.D					
					NUMBER RECIPIENTS	RATE KGS	(000) KILOGRAMS	NUMBER RECIPIENTS	RATE KGS	(000) KILOGRAMS	NUMBER RECIPIENTS	RATE KGS	(000) KILOGRAMS	NUMBER RECIPIENTS	RATE KGS	(000) KILOGRAMS
Maternal Child Health-Mother	30	9000	12	12		2	216		2	216		1	108			
Maternal Child Health-Child	30	18000	12	12		2	432		2	432		1	216			
Preschool Child Feeding	25															
Other Child Feeding	30															
Other Child Feeding	25															
GENERAL WELFARE	20	800	12	12		25	240		2	19		1	10			
Food for Work-Workers	30															
Food for Work-Dependents	30															
EMERGENCY I		9000	5	5		6.5	292		1			.5	22			
EMERGENCY II		4500	5	5		12.5	281		6	135		3.5	79			
7. TOTAL RECIPIENTS		32300														
8. TOTAL REQUIREMENTS FOR FY 1988		41300					1461			802			435			2698
ADJUSTED REQUIREMENTS FOR SHIPMENT (METRIC TONS)																
9. Quantity on Hand September 30, 1986						451			468			204				
10. Quantity Received October 1 through February 28, 1987						768			233			156				
10a. From Prior Year Approval						- 0 -			- 0 -			- 0 -				
10b. From Current Year Approval						768			233			156				
11. Quantity on Hand February 28, 1987						849			301			207				
12. Quantity Due or Rec'd for Current FY Program After Feb., 1987						650			512			295				
13. Total Lines 11 Plus Line 12						1499			813			502				
14. Projected Distribution March 1 through September 30, 1987						936			577			309				
15. Estimated Inventory, September 30, 1987						563			236			193				
16. Desired Operating Reserve						73			8			4				
17. Adjusted Total Requirements FY 1987						971			574			246			1791	
CLEARANCES		SIGNATURE			TITLE			DATE								
18. Submitted by (Field Representative)		<i>Geraldine Sicola</i>			GERALDINE SICOLA - COUNTRY REPRESENTATIVE			5 May 1987								
19. Reviewed and Recommended by US AID or Embassy																
20. Cooperating Sponsor Approval																
21. ISC/AID - Washington Approval																

CATHOLIC RELIEF SERVICES - TANZANIA PROGRAM

OPERATIONAL PROGRAM PLAN

FY 1988-1990

Program Plan Revisions

As per USAID Cable indicating sections of the Operational Program Plan requiring reformulation, amendments, clarifications as per paragraphs 3. A, B, C, and 4.

and

As per CRS's own determination of sections requiring changes, clarifications, the following editions, restatements, etc. have been made:

I. ELEMENTS OF OPERATIONS

A. Identification

2. -Has been amended to include a listing of all staff positions in the CRS Tanzania Program.

B. Area - Scope - Conditions of Operation

1.a. Problem Statement

- Minor changes in language have been made to update or clarify certain prints. Also, information on nutritional status of Title II Program Recipients, has been revised to reflect 1986 data.

- Background on the CRS program and food aid interventions, which appeared in 1.b. CRS's Response and Implications for Food Aid is now part of the 1.a. Problem Statement and has been expanded. CRS feels this more accurately sets the stage for the programmatic reorientation described in #2. as CRS Response.

1.b. is now CRS's Proposed Response. There are minor language changes and under

Nutrition Intervention Program, several paragraphs have been added which we feel should satisfy USAID/Washington's Paragraph 3.C. requesting a more detailed explanation of "Phase-Over" and "Phase-Out" plans.

Plans for using Title II resources in the context of CRS's long-term development strategies in any of the geographically targetted areas cannot be provided in any detail until area specific assessments are carried out and recommendations made.

If area specific plans indicate any changes in the targetting or programmatic use of Title II resources, these specific plans will be incorporated in ammendments to the FY 1989,1990 Operational Plans or will be submitted as appendices to this document.

2. OBJECTIVES/BENCHMARK INDICATORS/ASSUMPTIONS

Most of the OBJECTIVES outlined have not changed, except for a few languages changes. Many of the Benchmark Indicators and Assumptions have been reformulated, revised and expanded in an effort to comply with USAID/Washington cable paragraph 3A. and to reflect a better understanding acquired of the CRS program in 1986.

C. INCOUNTRY STORAGE AND TRANSPORT, CONTROL AND RECEIPING

-RECORDS, PROCEDURES.

Changes in this entire section #'s 1 - 5 reflect the development of new CRS Commodity Management and Accountability Systems in 1986 which began to be implemented in 1987.

II. FINANCING AND CONTRIBUTIONS TO PROGRAM.

This has been revised in an effort to comply with USAID/Washington cable Paragraph 3.B.

CATHOLIC RELIEF SERVICES - U.S.C.C.
TANZANIA PROGRAM

PL 480 Title Program
FY 1987 Operational Plan and
Annual Estimate of Requirements

I. ELEMENTS OF OPERATIONS

A. IDENTIFICATION

1. Cooperating Sponsor:

Catholic Relief Services-U.S.C.C.
Tanzania Program
P.O. Box 9222
Dar es Salaam
Tanzania

2. Program Staff:

a. American Citizens:

Geraldine Sicola - Country Representative

Address - same as A1. above

Responsible for supervision and management of all
CRS Country Program activities including the Title
II Program.

Robert Bell - Assistant Country Representative for
Resource Management/Operations

Primary responsibilities are Title II Commodity Control
and Logistics and Monetization.

Michael Hastings - Assistant Country Representative
for Program Development/Projects
Management

Responsibilities include programing Title II Commodities

b. National Staff

Resource Management and Operations Department

Materials Resources/Logistics Section:

Manager

Assistant Manager

Port/Claims Officer

Warehouse Clerk

Assistant Warehouse Clerk

Secretary

Driver

Warehouse Cleaners

Food Management Team Section

Coordinator

Field Supervisors/End Use Checkers - 3

Center Accountability Monitor

Drivers - 2

Secretary

Finance Section

Manager

Accountant

Cashier

Senior Secretary

Administration/Personnel Section

Manager

Assistant Office Manager

Vehicles Officer

Secretary

Driver

Office Custodian/Messenger - 2

Program Development/Projects Management Department.

Senior Secretary

Driver

Forestry Section:

Manager

Assistant

Health/Nutrition Section:

Manager

Nutritionist

Water Section:

Positions not yet filled

Small Projects:

Project Officers -

Driver - 1

Shinyanga Program:

Project Coordinator position not yet filled

Driver - 1 position not yet filled

Office of the Country Representative:

Senior Program Planner

Administrative Assistant

AREA SCOPE AND CONDITIONS OF OPERATIONS

1.a Problem Statement

National Food Insecurity

As one of the world's poorest countries Tanzania has often had difficulties in financing essential national services and in providing the means for effective national development. During the first twenty two years of independence, Tanzania achieved notable success in the expansion of education, in the development of basic health and social services, and in the creation of participatory political systems.

Tanzania is not, however, unlike the majority of countries on the continent facing an increasing inability over the years to feed itself. While the country may not be classified as a food deficit country and has a greater potential than some developing nations to feed itself, it has, to a lesser degree than some countries and a greater degree than others, experienced a "food crisis".

The fact that certain areas of the country are food surplus and have a greater production capacity than is being realized does not necessarily mitigate the food insecurity increasingly experienced in other areas of the country.

One can say then, that success has yet to be achieved in the development of a viable agricultural base to support the country

Factors which have contributed to the tenuousness of food self-sufficiency within Tanzania are many and complex.

They include agricultural and economic policies resulting in the lack of essential farm inputs, inadequate government support, the lack of incentive pricing, infrastructural decay and inadequate mechanisms for the collection, distribution and marketing of food crops.

In the past three years, the Government of Tanzania has begun to liberalize the economy somewhat in ways that in the long-term may increase and improve agricultural productivity and effect a redistribution of available grain and other commodities to satisfy the food consumption demand of the population, even in the chronically food deficit areas. Individuals with access to hard currency have been allowed to import both consumer and capital goods, investment outlets of private capital have been widened farmers restrictions on internal movement of food have been eased considerably and farmers have been allowed to sell in the open market. Private farmers now have full access to credit facilities as opposed to the previous system whereby only cooperatives and villages had access to credit.

In the foreseeable future, it seems, government policy reforms will have little positive impact in the food-deficit areas. Poor transport infrastructure and high cost and shortages of fuel, spare parts etc., will slow the redistribution or internal transfer process.

In food deficit areas subsistence farming populations must become more dependent on purchasing food. Yet, private market (approx 80% of domestically produced grains) prices in rural areas will remain high and prohibitive to subsistence farming populations and sectors of the population still in the early stages of cash economies. Provision of preferred grains at subsidized prices to the urban areas, particularly Dar es Salaam, will continue to be a priority of the Government of Tanzania (over half of the National Milling Corporation's tonnage of preferred grains is sold in Dar es Salaam) with the result that little remains for redistribution to rural areas at official market prices. The unavailability and high cost of consumer goods will continue to be inducement for illegal export to neighbouring countries of a large percentage of surplus crops, making the feasibility of redistribution more questionable.

Food Insecurity and Its Causes

In the short-term, rural food security becomes a question of rural (food) self-sufficiency. In food deficit areas, food self-sufficiency becomes increasingly tenuous. "If bad policies are the cause of Africa's crisis, environmental bankruptcy is its driving force".²

In 1984, drought resulted in what was considered a serious food shortage problem in eight Regions of Tanzania.

Fortunately the rains resumed and it appears that Tanzania stepped out of disaster circumstances because of what was considered a good harvest in 1985, 1986 but one questions how sustainable that recovery is.

"Whether or not drought becomes a disaster depends on how people have been managing their land before the drought."³

If one studies the situation of those areas that were most seriously affected during the 1984 food crisis, regions (or areas of) Dodoma, Shinyanga and Singida, to site some examples, it is clear that these areas are, or are becoming, chronically food deficit areas.

Even in years when there may be on the aggregate regional surpluses, there are districts within the regions that experience food shortages. Even in those years when those districts may be food sufficient based on production data, the stability and sustainability of the self-sufficiency is tenuous. The land is marginal and its capacity to produce adequate quantities and quality of food is diminishing.

These areas are for the most part considered drought-prone. Drought is a lack of water but not necessarily a lack of rain. Droughts are certainly caused by not enough rain or too much rain at the wrong time but they are also caused by the land's inability to absorb water. Climate and rainfall are not easily controlled but more importantly in these "drought-prone" areas of Tanzania, the land's ability to make the best use of the rain that does fall is rapidly diminishing because of a serious lack of land-use management. Overgrazing of livestock, over-cultivation, deforestation, are not only increasing vulnerability to drought and reducing agricultural productivity, but are also increasing the likelihood of true and sustainable recovery after drought.

While at the time of this writing no hard data is available, reports from Shinyanga for example indicate that parts of the Region experienced too much rain during the November 1986 - February 1987 rainy season and in other there was inadequate rain during this period, which will probably result in a poor harvest. Army worms will further jeopardize the food crops.

More often than not a "good" harvest means one that will last almost until the next harvest. If that fails, a crisis must be managed once again.

Inadequate or no food storage facilities and mechanisms in these areas further exacerbate food problems. In parts of the country which normally have large food surpluses, transport problems and inadequate storage facilities often result in these surpluses rotting in fields.

Food Insecurity - Underdevelopment, Malnutrition and Disease

It is estimated that 40-60% of Tanzanian pre-school children are under-nourished. CRS Growth Surveillance data for Shinyanga, Dodoma and Singida seem to approach national estimates particularly in the village based centers. In the rural-based MCH centers in Shinyanga an average of 31.4% of the children were malnourished (below 80% of standard weight for age) and 8% were severely malnourished (below 70%) in 1986.

Underweight
In Singida MCH centers, 34% of the children were under 80% of standard on the average, and 9% were below 70%.

In Dodoma region, (Dodoma district) where the CRS Growth Surveillance System is done at the village level for almost all children under five years of age, on the average 46.3% of the children were under 80% of standard and 16% were below 70% in 1986.

In Mpwapwa district, where both MCH and village-based centers are operating, 43% of the children are malnourished, and 17% were below 70% of standard.

High levels of malnutrition in some areas of Tanzania such as Iringa Region may not be related to levels of food production but it seems logical to conclude that there is a correlation between malnutrition and food availability in those areas that are food insecure.

In these areas there also seems to be a direct and somewhat cyclical relationship between food insecurity, its causes, economic development and child malnutrition and disease.

Food insecurity and its causes - environmental decay, lack of water, poor or non-existent infrastructure - do not bode well for economic development. Without development the ability to address the causes of food insecurity and to become food secure is questionable. Without adequate food children become undernourished and more susceptible to disease. The causes of food insecurity in and of themselves also directly contribute to child malnutrition and disease (80% of diseases treated in MCH clinics in the food deficit areas are water related diseases). Frequent illness also contributes to malnutrition.

Drought or semi-arid conditions and other environmental factors effect agricultural productivity, preservation and food availability. Food insecurity will effect the economic performance and stability of these communities either in the percentage of income spent to purchase food or in time spent in searching for food sources or labour spent to secure some income with which food can be purchased. Ultimately food insecurity as well as the environmental degradation that has caused it will effect the food consumption of the most vulnerable members of the community, their nutritional status and health. In addition to seeking food sources an increasing amount of time is spent in searching for water and firewood in order to cook. This will not only effect the preparation of appropriate and adequate quality of food for the child but will also effect the quantity and frequency of child feeding.

Background of CRS Response Using Title II

Catholic Relief Services is committed to the eradication of endemic childhood malnutrition. The CRS Food and Nutrition Program strives to prevent malnutrition and promote an adequate rate of growth in the pre-school children of these families. *big picture*

The CRS Food and Nutrition Program has traditionally approached malnutrition as a result of poverty and therefore the program's main component is a food ration designed for its economic value to the member family. In exchange for increasing the families income the family is expected to make a commitment to the improved health and nutrition of the child. To assist the family in keeping its part of the agreement the program also provides health and nutrition education. Monthly growth monitoring is used as part of the educational process as well as a means of monitoring the families commitment to improve the food consumption of the child.

In addition, other health and medical services are made available to the recipients.

In recent years, it was the intent of the program to begin to provide opportunities for member families to participate in development activities that would increase the amount of food available to the family or the amount of income available for meeting food and other basic needs. In the long run, the goal was to engage families in productive activities that would continue even after the pre-school child graduated from the program and ultimately reduce the need for imported food aid. These became known as Associated Development Activities (ADA).

In Tanzania, the Food and Nutrition Program, with these basic underlying principles, has served 60,000 mothers and their under-five children, in 58 MCH programs, in 10 regions of the country.

As discussed in previous Operational Plans, CRS began to sponsor the Food and Nutrition Program in village based centers rather than at MCH clinics. It was believed that having access to the recipients within their villages as well as to the community development structures established at the grass-roots level, would be more conducive and appropriate for the initiation of development activities.

MCH clinics were considered not to be suitable for the ADA component of the program because: (1) their catchment areas were large and they were usually too far from many of the villages they served which made organization, participation in and implementation of projects difficult if not unfeasible, (2) Access to families with under-five children was limited since in accordance with the Ministry of Health guidelines only families with underweight children could receive food rations.

During 1985 and 1986, CRS became acutely aware of administrative, management, accountability and logistical problems as well as financial and opportunity costs associated with large, widely targetted imported food aid programs in Tanzania. These constraints negatively impact not only CRS's liability but more importantly program quality and ultimately the impact of the program on recipients.

Imported foods such as powdered milk, vegetable oil and cereals are valuable items in a country like Tanzania where these commodities are normally not available and where salaries and benefits are not commensurate with the cost of living. Thus, the potential for corruption and CRS's related liability at all stages of the distribution network combined with logistics and transport problems required that at least 80% of staff time, including that of health, nutrition, agriculture and community development workers be devoted to Title II commodity management.

SUMMARY OF PROBLEMS IDENTIFIED

1. While Tanzania is not a food deficit country and has the potential to be food self-reliant, there are areas of the country that are and will be, for the foreseeable future, food insecure.
2. Reforms in agricultural, marketing and distribution policies will probably not in the short run significantly benefit the food-deficit areas. These rural areas generally must become food self-sufficient. It may not be possible to achieve food self-sufficiency in the food deficit areas in Tanzania but the root causes of the food insecurity must begin to be addressed.

If the processes of degradation of the land and decreasing productivity are not halted, in the long run even food surplus areas producing at their maximum potential will not satisfy the food requirements of the country.

3. While imported food aid programs can in the short term alleviate the symptoms of food insecurity they do not attack the root causes with permanent effective solutions.
4. While the need for imported food aid programs remains, the administrative and logistical problems associated with them in Tanzania almost nullifies their effectiveness.

b. CRS's Proposed Response

Program Goal:

Food security for rural families and communities as a basis for sustainable growth and development.

Program Philosophy:

Imported food aid as a component of non-emergency programs must be structured in such a manner that it serves to enhance food production and/or contribute generally to economic development objectives.

In a redefinition of our approach to the problem of malnutrition, CRS has broadened its focus to include those major factors which effect the security of a family's food supply which in turn effects the general availability of food to the child.

CRS's emphasis will be on addressing the root causes of food insecurity within the family and community.

Development interventions will be made in the sectors of water, agriculture, health, forestry, post-harvest technologies and community development based on assessments in these sectors which will identify needs, and recommend specific programming options.

This programmatic reorientation as well as an aggressive and vigorous program and management review by CRS Tanzania early in 1986 provides the basis for our program goals, objectives and plans for 1988-1990 and the utilization of PL 480 Title II commodities as a component of the CRS/Tanzania program.

Strategies:

1. The CRS/TZ Program in 1988-1990 will be modest in size but focused and integrated where assistance is provided.
2. The program is geographically focused. In 1988, 75-80% of our management effort and program implementation will be concentrated in one high priority region of the country, while planning for expansion of Food Security programming in one or two other regions. Priority regions, Shinyanga, Dodoma and Singida, have been selected based on need and feasibility.
3. Food aid as one resource for assistance will also be small to modest and geographically focused, reasonably cost effective and employed as a complementary component of broader and more comprehensive development programs, where need is identified.
4. Programs will be undertaken in the development sectors of water resource development and management, health, agriculture, agroforestry and post harvest technology (storage and preservation).
 - Assessments will be done to determine need and feasibility of programs within each of the sectors geographically. The assessments will recommend programming options in each of the sectors, priorities among the sectors and the appropriate interventions to be made.
5. Where several sectoral interventions are required to address the same problem or need or where an intervention in one sector creates or uncovers a new problem or exacerbates an existing problem, programs and projects must be designed to complement each other.
6. CRS will work with local institutions especially the church, organizations and individuals in developing their capabilities to identify, plan, implement and evaluate responsible and realistic community based development projects.

7. In an effort to preserve the dignity of the most destitute members of society and make them less of a burden on their communities, CRS with the local church will continue to assist these individuals in response to our mandate as a Christian organization.
8. CRS must be prepared to respond to short term seasonal food shortages and more serious emergency needs and must improve its response program.

Food Aid Component by Program Category -

Nutrition Intervention Program (Mother Child Health)

Problem to be Addressed:

Malnutrition and other health problems of the most vulnerable groups, that is children under-five years of age, and pregnant and lactating women, which are related to or have as their primary immediate cause poverty and inadequate food availability within the family resulting in the inadequate intake of required calories.

As described above it can be stated with certainty that malnutrition in selected areas of Tanzania has as its underlying cause food insecurity. The long term solutions will depend on the identification of the major causes of food insecurity in various sectors.

Immediate causes of malnutrition, however, may vary to some degree among and within various areas. For example in some communities the prevalence of water related diseases, parasitic infestation, anemia, contagious childhood diseases may be reducing the effectiveness of whatever consumption levels the child is able to achieve.

In other circumstances, the immediate cause of child malnutrition may be associated to a much greater degree with absolute caloric intake, because in fact food availability is insecure either because of shortage/scarcity or the family's ability to obtain what is available.

The most vulnerable members of the community, in the most important years of their physical growth and mental development cannot wait for the long-term solutions of the problem to achieve results.

Prolonged malnutrition or constant risk of malnutrition results in physical stunting, reduced mental development and increased susceptibility to diseases which can be life-threatening for the malnourished child.

Proposed Response:

A PL 480 Title II Program is one form of a Nutrition Intervention Program which CRS employs as a response to the problem of inadequate caloric intake as an immediate cause of malnutrition.

In those areas where it is determined that the appropriate intervention is a food aid program, families with children under-five will be provided economic assistance in the form of food commodities that will assist them in improving the food consumption of the child.

The program is intended to be preventative as well as curative and is designed to ensure that the food ration is large enough to provide a family supplement rather than simply a child supplement. *not clearly explained?*

A baseline health survey in the target areas will indicate if a nutritional problem exists, to what extent and amongst what population groups. It will provide a better understanding of the causes of the nutritional problem. The information provided will allow for a further examination of the nutritional situation and its relations to water, health, food, etc., and will therefore suggest the appropriate interventions to address these problems.

The health and nutrition survey, together with other sectoral assessments, community development program considerations and feasibility should also determine if the program will be village-based or within the MCH clinic venue.

In all cases, the program should be supported by or in support of other Primary Health Care services such as immunization, oral rehydration therapy, nutrition and health education and growth monitoring.

Its complement to other sectoral interventions/development projects will depend on the major problem being addressed in the areas. If, for example, a major problem identified is related to water supply and sanitation and CRS's response may be a water and sanitation project rather than delivery of health services, then the NIP program should be more closely associated with water and environmental sanitation.

In these cases, the food program may serve as an incentive to elicit the family's and by extension the community commitment to, enthusiasm for and participation in other development projects.

By the second quarter of 1988 it is expected that the programmatic reorientation including retargetting of the Title II program can be implemented in one of CRS's priority regions. A baseline survey for health, sanitation and nutrition will be conducted in villages where CRS is engaging in development interventions to determine the need for a NIP and retargetting of Title II resources to these new areas and phase-out of the program in existing areas. In 1989, assessments and base-line surveys will have begun for a second target region in Tanzania with implementation of program plans and reorientation of the Title II program beginning in late 1989 and early 1990.

By the beginning of FY 1990 plans will have been developed for replication of the assessments and program planning processes in the third region of priority.

In cases where it is deemed appropriate to terminate or "phase-out" of existing programs in order to comply with CRS's stated goal, strategies and objectives or to retarget resources to new areas, centers and recipients will be notified at least one quarter in advance.

All relevant National, Regional, District Government and Church officials will be notified in writing of CRS's decision to terminate or phase-out Title II programs. Detailed explanations and plans will be provided with this notification.

Each center will be visited by CRS staff at the time of notification of termination. Prior to visiting the center they will have estimated food and cash balances at the center and will have developed preliminary plans for disposal of both. Adjustments may be made in ration sizes for the last distribution if necessary and guidelines will be disseminated for the use of recipient contribution balances for designing projects or activities to benefit the recipients who made the contribution.

Reports will be written on each center visited by the CRS field staff.

The venue for new NIP programs, that is, MCH or village - based, project oriented and or time-barred, etc., will be determined as part of the base-line surveys and assessments and in the context of other CRS sponsored development programs. These plans will be geographically-area specific and may not be the same for all three regions or even within regions.

If it is determined that a "food aid" program is still needed and desirable but that a CRS sponsored Title II program is no longer feasible or appropriate, CRS will make every effort to assist the operating agency to design a program and seek resources for a food aid intervention using for example, locally produced foods or community based agricultural projects, or nutrition/health education, etc.

Should the assessments indicate that the Title II program is in an appropriate geographic target area but that better targeting to the recipient population is required, this will be accomplished by phasing out of the program families with healthy 4 and 5 year olds and registering new recipient families based on new selection criteria which will be developed by the first or second quarter in FY 1988.

General Welfare

Problem to be Addressed:

In all societies and perhaps to a greater extent in developing countries there are individuals within communities that are completely destitute, are unable to provide for themselves. They most often lack the ability for productive activity because of age or ill health. They have no institutional community or family support. They become outcasts of the society, often reduced to begging for survival.

Christian social doctrine mandates the church to provide and care for these, the poorest of the poor. In fact, insufficient resources, donor requirements and taboos associated with purely charitable assistance more often than not restrict governments, international organizations and other private voluntary aid and development agencies from responding to this very real need, leaving the burden solely on the church.

The assistance provided by the church usually includes medical care, provision of clothing and sometimes housing. The recurrent cost of purchasing food for distribution to the destitute is often prohibitive to the local church.

In cases where CRS provides Title II commodities to the local church for a Nutrition Intervention Program, the church's storeroom may be filled with food but it is prohibited from distributing any of the commodities to the destitute because they are not eligible in the MCH program category. This situation is an embarrassment to the local church, is a source of contention between CRS and the operating agency being forced to comply with the regulations or a liability for CRS when the operating agency does not comply.

More importantly, whether a NIP program is or is not sponsored at the center, CRS and therefore the local church's inability to provide this Christian and humanitarian assistance violates the mandates under which we operate.

Proposed Response:

CRS supports the church's charitable assistance to the poorest members of the community with in-kind donations of medicine, clothing, other material aid and food commodities.

In compliance with its Christian mandate and the intent of PL 480 Title II to provide humanitarian assistance CRS proposes to provide food commodities to counterpart church agencies for distribution to the destitute individuals.

This assistance is intended to help them not to become beggars and a burden to their communities and thus preserve their dignity.

Where and when possible and to the best of their ability the recipients should be required to provide some small services to the community.

Emergency Reserve I and IIProblem to be Addressed:

CRS/Tanzania Program target areas are those which as described above are drought prone and/or those which experience chronic yearly or seasonal food deficits.

Past experience has proven that delays in emergency program approvals, and shipping delays have often resulted in commodities arriving long after the emergency period is over.

Commodity approvals based on a fixed ration level for 12 months do not allow for programmatic responses necessary during those months of year when food stocks are depleted. This most often occurs during the months just before the harvest.

Proposed Response:

A small reserve tonnage of Title II commodities would ensure an immediate response to a food shortage situation.

If conditions indicate a serious emergency situation the reserve could be utilized to stabilize the situation until a larger and more intense response could be organized and approved and until additional resources are made available.

If an emergency situation is not imminent, a reserve would permit flexibility in the NIP program to increase rations and recipients during seasonal food shortages if the growth surveillance data indicates increases in the levels of child malnutrition during those months.

2. OBJECTIVES/BENCHMARK INDICATORS/ASSUMPTIONS

NUTRITION INTERVENTION PROGRAM - MCH

OBJECTIVES 1. To continue to provide economic assistance in the form of a food aid package to 27,000 mothers and their under-five children in Tanzania in 1988, 1989 and 1990 in the Regions of Shinyanga, Dodoma, and Singida.

Benchmark Indicators

1. Quarterly calls-forward of Title II commodity allocations and despatches to centers will be done on a timely basis according to approved recipient levels to 24 centers. Each center is to receive one quarter supply plus a 2-3 week reserve of the appropriate Title II commodity mix to ensure that the appropriate rations are distributed and to maintain programmatic validity and continuity
2. Center monthly reports which include recipient levels, GSS data, commodity status reports and CRS Quarterly Commodity and Recipient Status reports will be used to monitor the achievement of this objective.
3. Center visits and end-use checking by the CRS Food Management Team twice every six weeks with follow-up reports and data analysis will be used to verify recipient levels, rations provided, etc.

Assumptions

1. That sufficient Title II inputs will be available for the straightlining of the Title II program in 1988-1990 and that commodities will arrive in a timely manner.
2. That monetization and recipient contributions will continue to be available to cover program operating costs, port clearing and handling charges, warehousing, and inland transportation.

OBJECTIVE 2. To reduce the administrative and accountability burden of Title II programming on CRS/Tanzania health, nutrition and community development professionals so that more time and effort is spent on enhancing program quality.

Benchmark Indicators

1. Title II regular programs will be reduced by approximately 57% by reducing the MCH program category and eliminating Day Care Centers and Institutional feeding programs by the end of the first quarter FY 1987.

Title II resources will be targeted to only three regions for MCH program category during FY 1987-1990.

2. Job descriptions will clearly delineate responsibilities of Food Management Team and Health/Nutrition staff with the former being responsible for center operations, commodity and financial management and accountability and the latter for health and nutrition program activities.
3. Food Management Team staff rather than health/nutrition and project staff will ensure the collection of center monthly reports on recipient levels, commodity receipts, distributions and reconciliation with end of month inventories, financial reports and growth surveillance data and will conduct end-use checks. They will compile relevant data for Quarterly Recipient Status Reports and will analyze and reconcile financial and commodity status report data for inclusion in Quarterly Center Performance Evaluation Reports. Center commodity allocations will also be prepared by Food Management Team.
4. Centers will be visited by health and nutrition staff at a minimum of twice annually. This will be verified by travel logs and field reports. Reports will be prepared on health and nutrition conditions of recipient populations with recommendations for CRS programmatic interventions.
5. Health and nutrition staff will provide monthly reports which analyze GSS data indicating needs and plans for emergency responses or other programmatic interventions as outlined in Objectives 4 and 5.
6. A health and nutrition education program will begin for a third of the centers in the first/second quarter of FY 1988 and for all centers by the end of the year. Nutrition and health education will continue in FY 1989 and 1990.

Assumptions

1. That all centers will be visited by health/nutrition staff once by the end of FY 1987 and that at least 8 of these are administratively and programmatically viable to initiate new activities.
2. That the health/nutrition education program and training of center staff is completed by the first quarter of FY 1988.

OBJECTIVE 3. To improve NIP centers' efficiency and accountability; commodity and financial systems and reporting; data collection; distribution systems; better monitoring and utilization of this information within CRS Tanzania.

Benchmark Indicators

1. Refresher seminars on NIP operations will be organized annually for all operating agencies' center staff; the first of which will be held by the second quarter FY 1988.
2. A center Operations Manual will be prepared and distributed to all operating agencies during FY 1988.
3. Improvement in center accountability and reporting will be measured by the following:
 - Recipient Reporting - That the number of recipients reported served during a given month on the commodity and recipient status report matches the number of recipients reported on master charts, on center financial reports, and in the center attendance register. Verification of center register will be done during center end-use checks.
 - Comodity Reporting - That the amount of food distributed during a given month, as reported on the commodity and recipient status report, matches the ration approved by CRS for the center, in terms of number of recipients who receive the ration, in terms of approved ration amounts per recipient.
 - Commodity Balances - That the commodity balance at the end of the month, as reported on the commodity status report, matches the commodities on-hand at the beginning of the month, plus amounts received from CRS during the month, less the amount distributed during the month.
 - Stock Control - That the amount of commodities reported on-hand at the center are correctly listed on stock talley cards, and that this amount exists in center storage.
 - Financial Reporting - That all centers correctly report the amounts of recipient contributions collected during the month, with these contributions listed on center financial reports which show balances at the beginning of the month; plus receipts during the months, less expenditures during the month with a closing balance to be carried-over to the next reporting month.

- Financial Accountability - That centers maintain adequate records and receipts showing center expenditures as reported on center financial statement.
- 4. All centers will receive quarterly Performance Evaluation Reports which will indicate areas of strength and those needing improvement in program operations. "Actions to be Taken", such as bonuses to staff, suspensions or terminations of programs will also be indicated.
- 5. Each center will be visited twice in a quarter or 6 week period by the CRS Food Management Team staff.

Assumptions

1. That the 57% program reduction is completed on schedule.
2. Center evaluations are completed for all centers by the end of FY 1987 and appropriate action taken before FY 1988 on suspensions and terminations for gross violation of program guidelines and Title II regulations.
3. Operating Agency/CRS agreements are prepared and signed by FY 1988.
4. That CRS is able to fulfill its objective in ensuring the timely availability of commodities at the centers which is dependent on shipping schedules and inland transport availability.

OBJECTIVE 4. To provide a food aid package only to those families where it is determined that this form of intervention is an appropriate response to child malnutrition.

Benchmark Indicators

1. Within existing center in the target Regions in 1988, more appropriate recipient targetting will be done to needier families based on selection criteria for individual centers formulated in 1987. Needy recipients will be phased-out of the program and new recipients registered.
2. A baseline survey in health/nutrition will be completed in areas targetted for CRS development interventions in Shinyanga by the first quarter of 1988, and in selected areas in Singida and Dodoma by 1989 and 1990.
3. Plans for retargetting of Title II resources to new areas and phase-out of existing centers if appropriate will be completed for Shinyanga by the third quarter FY 1988 and in Singida and Dodoma by FY 1990.

Assumptions

1. That all centers are visited by Health/Nutrition staff in 1987.
2. That serious food shortages are not experienced by recipients in existing centers in FY 1987/88 that would preclude these changes.

OBJECTIVE 5. To more effectively and appropriately respond to the needs of the most severely malnourished children and those who fail to show nutritional improvement as indicated by the CRS Growth Surveillance System.

Benchmark Indicators

1. By 1988, a complete analysis of the implementation of the CRS GSS at program centers will have been completed to determine why data has been on the average 40% unreliable and steps will have been taken to correct problems. ✓
2. Based on number 1 above, GSS data will be 80-90% reliable by mid-1988. ✓
3. Health/nutrition program staff will analyze GSS data as well as baseline health/nutrition surveys, visit NIP centers and review socio-economic conditions to determine the appropriate interventions to be made during FY 1988. Center specific reports will be written and plans developed for such things as Weekly Programs, on-site rehabilitation feeding or referrals to malnutrition wards, ORT, home visit programs, etc., with implementation to begin in late FY 1988 in four centers.
4. In late 1989, interventions as described above should begin in another six centers and in 1990 in the remaining centers if need and feasibility is determined.
5. Program interventions to respond to severe malnutrition or failure to show nutritional improvement will be developed with specific objectives. Programs initiated in 1988 will be evaluated in 1989 prior to implementation in new centers in 1990. ✓

Assumptions

1. That during 1987 and 1988 significant improvements are seen in reliability of GSS data.
2. That during the Operational Program Plan Period all centers are supplied with the required mix and quantity of Title II commodities so as to ensure that all recipients are receiving the appropriate ration monthly.
3. That costs of described programs can be covered by recipient contributions or other sources.
4. That center personnel are qualified and well trained to carry out such programs and that operating agencies, clinics, malwards, etc., are in agreement to carry out these programs.

OBJECTIVE 6. To ensure that Title II programming is in compliance with CRS/Tanzania's stated Program Goal, Philosophy and Strategies as identified in the FY 1987 Operational Program Plan.

Benchmark Indicators

1. Termination of Title II support to programs in regions where development programming is not a priority for CRS/TZ, is effected by the end of first quarter FY 1987. This will be determined by CSR & RSR's and field reports of the FMT.
2. As a pilot project by the second quarter of FY 1988 plans are developed and implemented to link Title II recipients at Sayusayu NIP in Shinyanga, with reforestation, and water projects in surrounding villages. Health /nutrition projects will be designed that complement both the water, reforestation programs and NIP.
3. Health/Nutrition surveys will be conducted in other development project target areas in Shinyanga during 1988 to determine whether a Title II program is appropriate and feasible as part of the development interventions planned. This Objective and Benchmark Indicator will be carried out as part of Objective 4, and Benchmark Indicators 2 - 4.
4. Based on evaluations of this Objective in Shinyanga pilot projects, these activities will be replicated in a few selected sites in Singida or Dodoma in 1989.

6. In 1989/1990 will begin to develop plans for more creative and new food aid programs that may not be limited to traditional Title II programs. Various options to be explored will include a broader use of monetization, food swaps, time-barred, and project specific uses of food; FFW, greater use of locally produced food commodities, etc.

Assumptions

1. Greater flexibility in the approval of Title II programs by FFP and the DCC.
2. A significant improvement in 1988-1990 in the management, administration, accountability and logistics of existing Title II programs in CRS/TZ.
3. No serious food shortages/emergencies that would require that a significant amount of resources be devoted to large imported food aid programs.

WELFARE PROGRAM

OBJECTIVE 1. To provide an adequate food ration to 600 destitute people through counterpart church agencies.

Benchmark Indicators

1. Requests will be received from various churches requesting assistance and follow-up visits will be made by CRS staff to assess need and program plans. Priority will be given to urban areas.
2. Operating agencies will be required to submit monthly reports and will be visited by the Project Officer for General Welfare and Food Management Team staff device annually.

Assumptions

1. Availability of Title II commodities for this purposes.
2. Financial capability of counterpart agencies to cover cost of distribution of commodities, storage.

EMERGENCY RESPONSE PROGRAMS

OBJECTIVE 1. To make available more calories to the 9,000 recipient families in NIP during times of seasonal food shortages by providing a larger ration to the mother.

OBJECTIVE 2. To respond quickly efficiently and effectively to a food emergency situation at least in regular program target areas while awaiting approval of additional emergency resources.

Benchmark Indicators

1. Regular monitoring will be carried out by Health, Nutrition staff and Project Officers of climatic conditions, agricultural productivity, market availability and pricing, population movements and behaviour patterns. Growth Surveillance Data will be analyzed to indicate the need for a supplemental emergency request or an increase of regular program rations for a short duration. These reports will be submitted quarterly.
2. Rations and recipient levels will be increased as appropriate according to CRS guidelines during food shortage or emergency periods and will be reported on quarterly Commodity and Recipient Status Reports.
3. Should the additional commodities not be needed in these areas, CRS will have the flexibility to respond to an immediate crisis in other areas with USAID concurrence.
4. Regular program operations will be resumed based on information from number 1 above.
5. In the case of Objective 2 additional staff may be hired and a supplemental AER and Operational Program Plan submitted.

Assumptions

1. Additional Title II commodities will be on hand to increase the mother's ration by 6.5 kgs of bulgur wheat and 5 kgs. of oil to make a total of a quarter bag of bulgur wheat, 6 kgs. of milk and 3.5 kgs. of oil per family.* This will provide an average of 1,000 calories per person per day assuming an average family size of five persons. A family receives 3 rations (a mother plus 2 children) totalling 6 kgs. of cereal, 6 kgs of milk and 3 kgs of oil per mon in regular NIP food distributions.

*The additional Bulgur Wheat ration has been increased from 5.34 kgs. in 1987 to 6.5 kgs. in 1988 for ease of distribution since the change in packaging from 22.68 kg. bag to 50 kg. bag. The 1987 ration size permitted distribution at $\frac{1}{4}$ bag (including regular NIP rations). The larger ration will permit distribution of $\frac{1}{4}$ bag.

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2. Additional Title II commodities will be made available to increase recipient levels by 4,500 families at a ration of quarter bag of bulgur wheat, 6 kgs of milk and 3.5 kgs of oil in the regular NIP program areas.
3. Financial capability to clear, handle transport and administer these additional tonnages and to increase staff and cover additional operating costs is provided by monetization.

3. GEOGRAPHIC TARGET AREAS

NIP - will be targetted to the Regions of Shinyanga, Dodoma and Singida. Needs assessment completed in Shinyanga indicate that CRS development programming priority will be in the Districts of Maswa and Bariadi.

WELFARE - Country wide with special attention to Dar es Salaam and Coast Region and the three Regions targetted for CRS development programming.

EMERGENCY RESPONSE I - same as NIP

EMERGENCY RESPONSE II - same as NIP but with the flexibility of responding to disasters elsewhere in the country.

4. DISTRIBUTION METHOD

Nutrition Intervention Program

- a. Institutional-based MCH Programming - participation in Institutional based MCH programming is limited to children who are "at risk" or malnourished, that is, are below 80% of standard weight for age.

Mothers with two children under five years of age are provided with a ration for each child. CRS also provides a ration to the mother to be shared with other family members and to further ensure the adequate nutritional intake of the malnourished children.

- b. Village-Based Programming - participation in village-based programming is open to all families in a given village which have children under five. Whenever possible, CRS provides three rations per family, two children's rations and one mother's ration.

- c. All commodities are distributed monthly by operating center staff in ration sizes determined by the approved AER. Registered recipients must be the same mother and child each month. This is ensured by comparing the individual child's growth card from month to month. Dry take-home rations are provided only to recipients who attend.
- d. Distribution methods as described above will continue in Dodoma and Singida Regions.

In Shinyanga Region the distribution method may vary with the programmatic reorientation. This will be determined in specific sites during 1988 and 1989.

Welfare

1. Recipient eligibility is based on need as determined by the institution (such as a parish) distributing the commodity and CRS.
2. The ration programmed assumes that the recipient has no other food available and is therefore given 25 kg. of bulgur wheat, 2 kgs of non-fat dried milk and 1 kg of oil to provide adequate calories per day.* The ration is provided monthly and is taken home.

Emergency Response 1 and 2

1. Each mother registered in NIP will be provided an additional 6.5 kg of bulgur wheat and 5 kgs of oil along with the regular monthly ration provided to herself and 2 children. This additional ration is programmed for 5 months within the year.
2. An additional 4,500 families with under-five children may be registered temporarily in a NIP center for a total of 5 months during the year if a need is demonstrated. A take home ration of 12.5 kgs of cereal, 6 kgs of milk and 3.5 kgs of oil will be provided per month.

5. PARTICIPATION OF THE GOVERNMENT OF TANZANIA

The Government of Tanzania provides duty-free entry of all Title II and Title II related program materials as well as a 90% waiver on Concessional Port Handling/Wharfage. Additional logistical support includes the provision of warehousing in Dar es Salaam for emergency programming. The GOT has provided assistance to development activities through counterpart funding and through the provision of technical expertise.

*The ration size for Bulgur Wheat has been increased from 22.68 kgs. in 1987 to 25 kgs. in 1988 for ease of distribution because of the change in packaging from 22.68 kgs. bags to 50 kgs. bags. The 1987 ration permitted each recipient to receive 1 bag/month. The larger ration will permit 1/2 bag distributions.

Necessary logistical funding for emergency operation in 1984/85 was provided through a monetization agreement between the GOT, Ministry of Agriculture and U.S. Government. This funding met a large part of the administrative and logistical expenses involved in emergency programming. CRS believes this was a good indication of GOT support in the future should the need arise. During 1987-1989 another monetization agreement between the GOT and CRS will cover all logistical and direct program operating costs, at a total value of Tshs

During FY 1988 - 1990, CRS is assured of even greater GOT participation and support at all levels of government. CRS and the GOT are already engaged in joint project planning efforts in Shinyanga.

6. AVOIDANCE OF DUPLICATION OF DISTRIBUTION

CRS is the only private organization providing Title II assistance at the national level. A small program of 416 distribution is operated by the Salvadoreans in Mtwara, a region not served by CRS programming. Commodity assistance provided by multilateral organizations, such as the World Food Programs, is normally concentrated in geographical and program areas different from those of CRS or with different commodities meets with the World Food Program on a regular basis, to further avoid duplication of efforts.

CRS avoids duplication at the local level by ensuring adequate distances between program centers and by employing cross-checking recipient reporting methods. End-use-checking provides further verification on cross-checking.

C. INCOUNTRY STORAGE AND TRANSPORT, CONTROL AND RECEIPTING - RECORDS, PROCEDURES AND AUDITS

During FY 1988-90, CRS will receive all commodities through the Port of Dar es Salaam. Receipt through one port helps to ensure the orderly receipt and full accountability of all program commodities. CRS Material Resources/Logistics staff, based in Dar es Salaam, ensure the following commodity handling procedures:

1. Receipt of Commodities and Delivery to Dar es Salaam Warehousing.

- (a) Bills of Lading are received from CRS/New York
- (b) CRS sends letters to GOT requesting certificate of duty-free entry per the 1962 Agreement between the Government of Tanzania Ministry of Finance and CRS.
- (c) CRS sends requests for an ex-tackle surveyor, with copies of request sent to the ship's agent and to the CRS Clearing and Forwarding Agent.
- (d) Goods are received and the surveyor notifies CRS, the Clearing and Forwarding Agent and Ship's Agent of any losses, damages or shortlandings.
- (e) The clearing and forwarding agent is instructed to obtain official port documents required for the clearing of commodities from the port (weight notes, shortlanding certificates, etc.)
- (f) CRS supervises the movement of commodities from the port to Dar es Salaam warehousing by the Clearing and Forwarding Agent.
- (g) The Clearing and Forwarding Agent reports to CRS on the movement of commodities from the port to warehousing and CRS verifies according to new CRS Receipt Forms.

2. Dar es Salaam Warehousing

All goods received at the Port of Dar es Salaam are dispatched directly to CRS warehousing in Dar es Salaam prior to further shipment to program centers. CRS rents adequate warehousing from its Clearing and Forwarding Agent and from Dar es Salaam Registrar of Buildings. Storage capacity at these warehouses is adequate to store more than a quarterly shipment of Title II food. Access to other GOT warehousing is available upon request through the Prime Minister's Office.

3. Distribution to Program Centers

- (a) CRS prepares a master allocation list by center and by units of commodities to be received. The allocation list is based on approved recipient levels and center commodity and recipient reporting and on end-use checking reports.
- (b) CRS prepares advance transport notices and individual allocation forms for each center notifying the center of the amounts of commodities which have been allocated and to be received. Copies of the Allocation Form are given to transporters authorizing them to pick-up food from CRS warehouses.
- (c) CRS prepares dispatch/receipt forms to release commodities from the CRS warehouses. Two copies of this form remain with CRS. An original and one copy go to the center, and two copies go to the transporter. Upon receipt of the allocated commodities at the center, the consignee notes the amount and condition of the commodities received on the transporters copies of the forms and their original and copy. The center retains the original and returns their copy with their monthly report. The transporter retains one of his copies for his file and return one to CRS upon submission of his invoice.
- (d) All copies are then cross-checked and verified by the Materials Resources/Logistics and Food Management Team sections of the office. If there are any losses between the CRS warehouse and the destination center, they are responsibility of the transporter. The value of the loss is deducted from the transporters invoice.
- (e) If a center does not receive its allocation within one month of receipt of the advance notice, it is instructed to notify CRS/Dar es Salaam.
- (f) Monthly reporting, from the center allows CRS to monitor actual receipts, distributions and balances in stock.

4. Records Maintained by CRS

- (a) Master Shipping Ledger records the CRS packing list number, name of vessel, call-forward quarter, actual time of arrival, bill of lading number, commodity type, units to be received, units actually received, weight to be received, weight received, marine losses, other losses, total available for distribution, CCC value, date survey report received, date survey report submitted to CRS/New York.

- (b) Commodity Ledgers and Records - record the commodities by type, quantity available for distribution, quantity distributed, recipient category, delivery order number, units distributed, weight distributed, commodity balances, date which commodity was received by consignee, weight received by consignee, losses by units and weight.
- (c) Internal Loss Ledger - records by packing list number the commodity lost, the party responsible for the loss, the units lost, the weight lost, date which loss was reported to USAID, place of loss, type loss, claim number, and other relevant remarks on loss.
- (d) Claims Register - records claims by number, by party responsible; with date claim lodged, commodities claimed, units claimed, weight claimed, value of claim, date of claim settlement, amount collected for claim, USAID share of the claim, CRS share of the claim.

5. Commodity Monitoring

Transporter copies (returnable to CRS) of Dispatch/Receipt Forms are attached to the Material Resource and Logistics copy of the same form, and center copies (returnable to CRS) of Dispatch/Receipt Forms are attached to the Food Management Team copy of the same form. These forms are regularly cross-checked and verified for amounts of food dispatched, received and differences

Food Management Team staff keep current Center Commodity Control Cards on records of all commodity involved activities from Dar es Salaam to centers including losses.

At the end of each Calendar month, a complete inventory is taken at each of the CRS-operated warehouses. All commodities which are in the process of receipt or in transport from the port to the CRS warehouses are monitored by CRS shipping and administrative personnel. The Dar es Salaam police have provided assistance, at times, in monitoring commodities which are in jeopardy of being diverted en-route.

All centers must submit monthly reports to CRS. These reports are cross-checked against each other with CRS records and on regular end-use visits by CRS field personnel. Failure to follow program reporting and commodity management regulations can result in the suspension of program activities at the negligent center.

6. Port Facilities - Practices

- a. Off-loading facilities at the port of Dar es Salaam are adequate to handle foods. Although Dar es Salaam port is congested sometimes, the off-loading from vessels has not yet presented a major problem.
- b. The Government of Tanzania permits surveys either by the co-operating sponsor or an independent surveyor. All Title II consignments are surveyed by an independent surveyor as a matter of routine.
- c. The port handling and wharfage charges on aid materials is 10% of the actual charges, in all ports of Tanzania operated by Tanzania Harbours Authority. This charge can add a significant amount to the inland freight cost paid by the recipient center.

II. FINANCING THE TITLE II PROGRAM

In 1988, the CRS Title II program value will be approximately \$3.4 million. The costs, (reference Table I) include both materials, such as the Title II commodities, health and medical supplies, and financial costs related to the clearing/handling/inland transport of these commodities, direct distribution and monitoring which include salaries, travel, expendable supplies, administrative expenses and program enhancement activities (development projects) mostly incurred by CRS. In addition, the centers themselves incur costs directly related to the distribution and management of the Title II program.

The sources of support for the program will include both the United States Government, the Government of Tanzania, Catholic Relief Services-U.S.C.C., CRS local counterpart operating agencies in Tanzania and the program participants/recipients themselves.

In the past, the participants and CRS covered all costs from the time of commodity discharge at the port of Dar es Salaam to the distribution to the participant each month.

In 1988, this financing mechanism would have cost each program recipient approximately TShs 115/- or almost \$2.00 per ration as opposed to the current rates of between TShs 30-45. If a mother brought two under-five children to the program her contribution would have been TShs 345/- or \$5.75; an amount which CRS believes would be beyond the means of the participants to pay and would change the concept of the contribution from one of "contribution" to preserve dignity and instill a sense of ownership of the program to one of "buying" food. It would also invalidate the basis of the program, which is an economic assistance to the family.

Having foreseen this dilemma CRS/Tanzania in 1986 requested a Monetization Grant to cover clearing/handling and inland transportation costs and other costs related to the direct distribution of commodities in 1987-1989. Of the total 798mt requested, USAID has approved 510mt for the clearing/handling and inland transportation costs and is considering approval of the additional 288mt to cover other direct distribution costs of the Title II Program. If this request is not approved the cost to participants would be approximately TShs 60/- per ration.

With the entire Monetization approved participant contributions could be maintained at Tshs 30-35 per ration per month or approximately \$.50.

Under the assumption that the total monetization package will be approved, the participants will contribute approximately 6% of total program costs, excluding the value and ocean freight of Title II commodities and other in-kind donations of supplies that enhance the program.

The Government of Tanzania will assume all costs of clearing/handling/inland transport and storage of the monetized vegetable oil.

It should be noted that CRS inputs from private sources: operational funds and donations represented on Table I account for only the portion of these funds directly related to the Title II program and not the total inputs to the CRS Tanzania Program.

CRS local counterpart agencies' inputs include a service fee paid to CRS that covers the same costs as F-509 but these are shown separately since the funds are not derived from recipient contributions but rather from the counterpart agencies private sources.

In addition, local counterpart agencies often "donate" to the program national and international health staff: value for their time has been calculated here, but most certainly at a grossly underrated amount.

Center facilities (buildings, store room, etc.,) are also provided by the counterpart agencies free of charge. Some value has been placed on these as well.

Two line items on the following chart may require explanation:

- Expendable Supplies: include the USAID permissible expenses under monetization for such things as forms, ledgers, stock cards, reconditioning/rebagging of damaged commodities etc., directly related to distribution of Title II commodities.
- Sundry include 1.) under F-509, and CRS Local Counterparts a three month Operating Reserve and a reserve for any additional costs incurred by the distribution of Emergency Reserve tonnages; under F-533 only for Emergency Reserve distributions, 2) under CRS Private Donors, that portion of CRS funded project activities that is anticipated will be directly related to the Title II program.

Program costs between 1985 and 1988 have increased significantly, particularly with a 200% devaluation within the last year. We believe the costs should begin to stabilize by 1989.

During 1988, CRS will begin to study the feasibility of empty container sales (F-507) to cover all or part of the current F-509, National Level expenses, so that participant contributions would cover only the center operating costs.

T A B L E I

TITLE II PROGRAM FINANCING AND SUPPORT

IN U.S Dollars - U.S. \$ 1.00 = TShs 60/-

PROGRAM COSTS BY LINE ITEM	SOURCES OF SUPPORT - FINANCIAL/IN-KIND							TOTAL
	U.S.G. (USAID)	GOV'T OF TANZANIA	U.S.G. AND G.O.T F-533	PARTICIPANT CONTRIBUTIONS F-509	CRS/NY OPERATING	CRS LOCAL COUNTERPARTS	CRS PRIVATE DONORS	
<u>MATERIALS RESOURCES</u>								
Title II Commodities	664,300		174,760 ¹					839,060
Title II Ocean Freight	216,510		26,215				260,000	242,725
Other Supplies C.I.F Duty, Tax, Wharfage Exempt		750,800						260,000
SUB-TOTAL	880,810	750,800	200,975				260,000	2,092,585
<u>NATIONAL COSTS</u>								
Salaries and Fringe			38,775	23,720	22,850	1,780	5,970	93,095
Occupancy				16,740	5,400	1,260	1,150	24,550
Office Expenses				14,320	4,440	1,080	850	20,690
Title II Clearing/ Handling/Transport		12,235 ²	423,980**					436,215
Other Supplies: Clearing/Handling/Trens			82,050	25,450	11,100	1,920	5,470	125,990
Travel & Spare Parts			12,160					12,160
Expendable Supplies			27,880	21,475		2,035	100,000	151,390
Sundry								
SUB-TOTAL		12,235	584,845	101,705	43,790	39,275	113,440	895,290

Should
include
international
F 105 Budget P2

PROGRAM COSTS BY LINE ITEM	SOURCES OF SUPPORT - FINANCIAL/IN-KIND							TOTAL
	U.S.G. (USAID)	GOV'T OF TANZANIA	U.S.G. AND G. O. T. F-533	PARTICIPANT CONTRIBUTIONS F-509	CRS/NY OPERATING	CRS LOCAL COUNTERPARTS	CRS PRIVATE DONORS	
<u>CENTER COSTS</u>								
Local Transport				24,000				24,000
Operations				48,000				48,000
Support Staff						105,000		105,000
Facilities						150,000		150,000
Sundry				15,290				15,290
SUB-TOTAL				87,290		255,000		342,290
<u>OTHER COSTS</u>								
International Staff Costs					79,650			79,650
GRAND TOTAL	880,810	763,035	785,820	188,995	123,440	294,275	373,440	3,409,815

¹Includes both 510MT approved and an additional 294MT proposed

²GOT costs for 804MT of vegetable oil to be monetized

*\$477,800 for Title II Commodities - \$273,000 for other Material Resources

**Approved

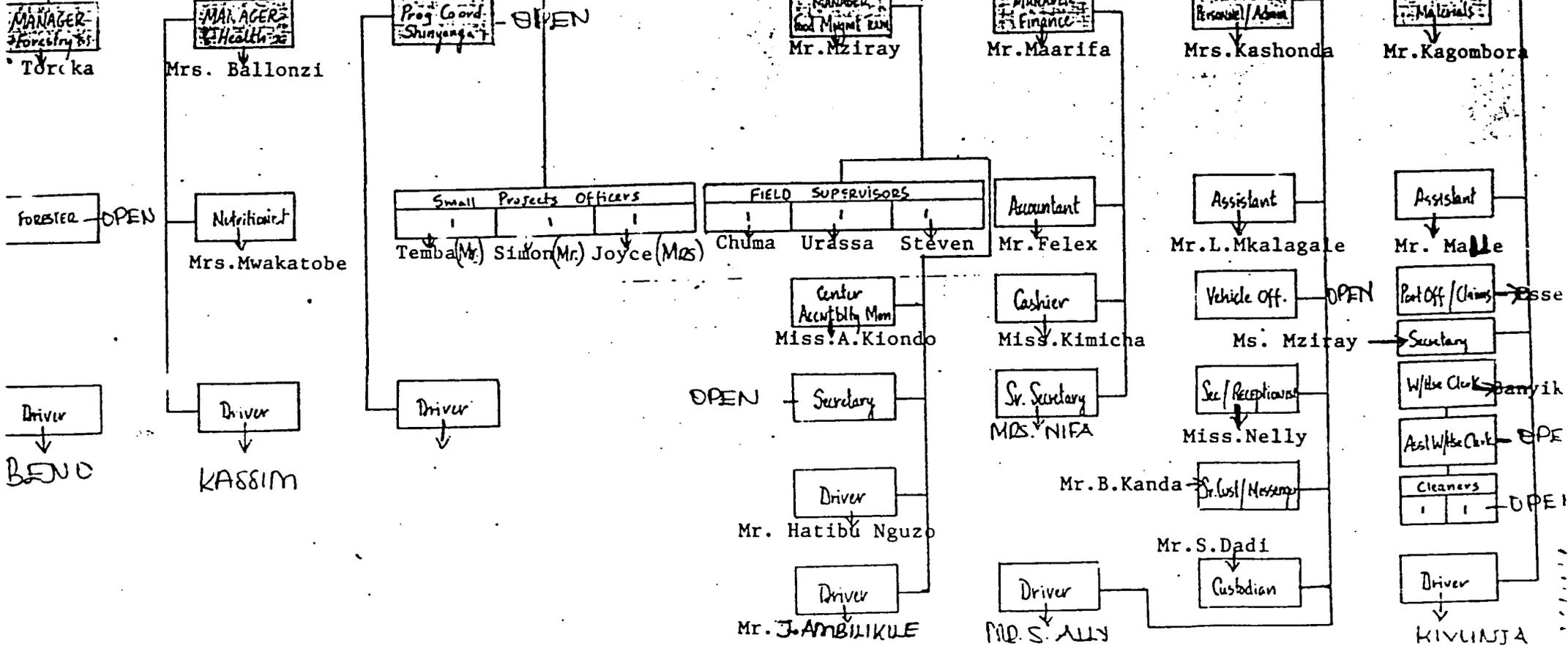
CRS/TZ

Geraldine Sicola
Country Representative
Angela Kuzilwa
Admin Asst

Kato
Asst CR - Prgrm Dvlpmnt → M. Hastings

Senior Program Planner → Theodore Kapiga

Asst. CR - Resources Mngmt → R.A. Bell



ANNEX D

NUMBER OF CENTERS AND APPROVED NUMBER OF
RECIPIENTS.
1986

<u>REGION</u>	<u>CATEGORY</u>	<u># OF CENTERS</u>	<u>TOTAL RECIPIENTS</u>
DAR ES SALAAM	WELFARE	4	741
"	MCH	1	2,400
"	DCC	18	2,118
"	INSTITUTIONAL	<u>11</u>	<u>1,069</u>
		<u>34</u>	<u>6,328</u>
DODOMA	MCH	8	9,650
"	DCC	1	70
"	INSTITUTIONAL	4	324
MPWAPWA	MCH	<u>6</u>	<u>4,775</u>
		<u>22</u>	<u>14,819</u>
IRINGA	MCH	14	12,625
"	DCC	2	140
"	INSTITUTIONAL	<u>5</u>	<u>191</u>
		<u>21</u>	<u>12,956</u>
MOROGORO	MCH	2	2,400
"	DCC	<u>1</u>	<u>321</u>
		<u>3</u>	<u>2,721</u>
KILIMANJARO	MCH	<u>7</u>	<u>5,200</u>
SHINYANGA	MCH	6	8,300
"	INSTITUTIONAL	<u>1</u>	<u>35</u>
		<u>7</u>	<u>8,335</u>
SINGIDA	MCH	4	4,300
	INSTITUTIONAL	<u>1</u>	<u>80</u>
		<u>5</u>	<u>4,380</u>
TANGA	MCH	7	5,850
"	DCC	13	1,594
"	INSTITUTIONAL	<u>10</u>	<u>557</u>
		<u>30</u>	<u>8,001</u>

Jay

NUMBER OF CENTERS AND APPROVED NUMBER
OF RECIPIENTS FOR OCTOBER, NOVEMBER
AND DECEMBER, 1986.

COAST REGION

<u>INSTITUTIONAL FEEDING CENTERS</u>	<u>TOTAL</u>
1. Kindwitwi Leprosarium - Anglican Mission	<u>12</u>
SUB TOTAL	12

WELFARE ASSISTANCE

1. Kindwitwi Leprosarium	284
SUB TOTAL	<u>284</u>
GRAND TOTAL	<u>296</u>

DAR ES SALAAM REGION

<u>MCH CENTERS</u>	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
✓ Msimbazi	<u>1600</u>	<u>800</u>	<u>2400</u>
SUB TOTAL	<u>1600</u>	<u>800</u>	<u>2400</u>

DAY CARE CENTERS

✓ 1. Chang'ombe Caritas	155	-	155
✓ 2. St. Joseph Keko Mwanga	244	-	244
✓ 3. Kurasani	94	-	94
✓ 4. Magomeni	142	-	142
✓ 5. Mbagala	44	-	44
✓ 6. Mwananyamala	102	-	102
✓ 7. St. Peters	125	-	125
✓ 8. Ubungo	54	-	54
15/11/87 ✓ 9. Msimbazi	210	-	210
✓ 10. Ukonga	138	-	138
15/11/87 ✓ 11. Furaha Pentecostal	90	-	90
12. Yombo Social Welfare	90	-	90
13. Nunge Leprosarium	46	-	46
14. Noor Muslim Council	134	-	134
15. Baptist	135	-	135
16. Bagemoyo Road UWT	130	-	130
15/11/87 ✓ 17. Ilala Nursery	128	-	128
✓ 18. Kigamboni Caritas	<u>57</u>	<u>-</u>	<u>57</u>
SUB TOTAL	<u>2118</u>	<u>-</u>	<u>2118</u>

Cont.....

DAR ES SALAAM REGION

INSTITUTIONAL CENTERS

	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Buguruni School for the Deaf	105	-	105
2. Uhuru School for the Blind	99	-	99
✓ 3. Msimbazi Orphanage	40	-	40
4. Nunge Leprosy Center	271	-	271
5. Kurasini Children Home	50	-	50
6. Yombo Rehabilitation	150	-	150
7. Mgulani Rehabilitation (Salvation Army)	142	-	142
8. Remand Home	79	-	79
✓ 9. Msimbazi Disabled	60	-	60
10. Muhimbili Nutrition Unit	40	-	40
11. Tanzania Society for Cerebral Palsy	33	=	33
SUB TOTAL	<u>1069</u>	=	<u>1069</u>

WELFARE ASSISTANCE

}	1. Caritas Dar es Salaam	-	400	400
	2. St. Vincent de Paul Magomeni	-	45	45
	SUB TOTAL	-	445	445
	GRAND TOTAL	<u>4787</u>	<u>1245</u>	<u>6032</u>

<u>DODOMA REGION</u>		<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
<u>MCH CENTERS</u>				
1.	Mvumi Hospital	300	100	400
2.	Handali village	1000	500	1500
3.	Ihumwa village	1000	500	1500
4.	Ngahaleze village	800	400	1200
5.	Mvumi Makulu village	1000	500	1500
6.	Nkulabi village	567	283	850
7.	Mpunguzi village	1000	500	1500
8.	Bahi village	<u>800</u>	<u>400</u>	<u>1200</u>
	SUB TOTAL	<u>6467</u>	<u>3183</u>	<u>9650</u>
<u>DAY CARE CENTERS</u>				
1.	Dodoma TRC	<u>70</u>	-	<u>70</u>
	SUB TOTAL	<u>70</u>	-	<u>70</u>
<u>INSTITUTIONAL CENTERS</u>				
1.	Wilson Galile School	100	-	100
2.	Hombolo Leprosarium	-	100	100
3.	Mvumi Hospital Malwara	50	-	50
4.	Dodoma Government Hospital	<u>74</u>	<u>-</u>	<u>74</u>
	SUB TOTAL	<u>224</u>	<u>100</u>	<u>324</u>
<u>MPWAPA DISTRICT</u>				
<u>MCH CENTERS</u>				
10	1. St. Phillips Dispensary	667	333	1000
11	2. Iwendo	400	200	600
12	3. Mima	600	300	900
13	4. Igoji I	400	200	600
14	5. Chamae village	600	300	900
15	6. Machenje village	<u>517</u>	<u>258</u>	<u>775</u>
	SUB TOTAL	<u>3184</u>	<u>1591</u>	<u>4775</u>

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IRINGA REGIONMCH CENTERS

	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Ilula Dispensary	900	450	1350
2. Irole Dispensary	300	150	450
3. Kibao Dispensary	300	150	450
4. Kipera Dispensary	300	150	450
5. Mdabulo Dispensary	800	400	1200
6. Mgololo Dispensary	400	200	600
7. Mtandika Dispensary	200	100	300
8. Nyabula Dispensary	1000	500	1500
9. Tosamaganga Hospital	500	250	750
10. Ujowa Dispensary	400	200	600
11. Usolanga Dispensary	300	150	450
12. Wasa Dispensary	350	175	525
13. Usokami Dispensary	667	333	1000
14. Lugoda Dispensary	<u>2000</u>	<u>1000</u>	<u>3000</u>
SUB TOTAL	<u>8417</u>	<u>4208</u>	<u>12625</u>

DAY CARE CENTERS

1. TRC Iringa	100	-	100
2. Lugoda Broke Bond	<u>40</u>	-	<u>40</u>
SUB TOTAL	<u>140</u>	-	<u>140</u>

INSTITUTIONAL FEEDING CENTERS

1. Tosamaganga Hospital Malward	20	-	20
2. Tosamaganga Orphanage	60	-	60
3. Kibao Malward	60	-	60
4. Usokami Malward	30	-	30
5. Usolanga Malward	<u>21</u>	-	<u>21</u>
SUB TOTAL			

MOROGORO REGIONMCH CENTERS

	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Kilosa Dispensary	600	300	900
2. Mtibwa Hospital	<u>1000</u>	<u>500</u>	<u>1500</u>
SUB TOTAL	<u>1600</u> (<u>800</u>	<u>2400</u>

DAY CARE CENTERS

1. Tanzania Netherlands (Ilonga Welfare Project)	<u>321</u>		<u>321</u>
SUB TOTAL	<u>321</u>	-	<u>321</u>
GRAND TOTAL	<u>1921</u>	<u>800</u>	<u>2721</u>

KILIMANJARO REGIONMCH CENTERS

1. Maoro	1000	500	1500
2. Buu Mferejini	400	200	600
3. Chome	400	200	600
4. Kihurio	S U S P E N D E D		
5. Bendera	1000	500	1500
6. Mgwasi	<u>667</u>	<u>333</u>	<u>1000</u>
GRAND TOTAL	<u>3467</u>	<u>1733</u>	<u>5200</u>

SHINYANGA REGION

<u>MCH CENTERS</u>	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Buhangija Dispensary	367	433	1300
2. Kolandoto Hospital	867	433	1300
3. Majahida Dispensary	800	400	1200
4. Sayusayu Dispensary	867	433	1300
5. Nasa Mwanangi Dispensary	800	400	1200
6. Mwamapalala	1000? 1500	500	2000
SUB TOTAL	<u>5701</u>	<u>2599</u>	<u>8300</u>

DAY CARE CENTERS

1. TRC Shinyanga

S U S P E N D E D

INSTITUTIONAL CENTERS

1. Kolandoto Malward

35 - 35

SUB TOTAL

35 - 35

GRAND TOTAL

5736 2599 8335SINGIDA REGIONMCH CENTERS

1. Chibumagwa Dispensary

667? 333 1000

2. Kilimatinde Hospital

800 400 1200

3. Heka Dispensary

600 300 900

4. Aghondi Dispensary

800 400 1200

SUB TOTAL

2867 1433 4300INSTITUTIONAL FEEDING CENTERS

1. Kilimatinde Hospital Malward

80 - 80

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TANGA REGION

<u>HEALTH CENTERS</u>	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Bulwa Dispensary	500	250	750
2. Kongoi Dispensary	500	250	750
3. Kongei Dispensary	300	150	450
4. Kwai Dispensary	600	300	900
5. Mazinde Dispensary	500	250	750
6. Rangwi Dispensary	400	200	600
7. St. Francis Hospital	<u>600</u>	<u>300</u>	<u>900</u>
SUB TOTAL	<u>3900</u>	<u>1950</u>	<u>5850</u>

DAY CARE CENTERS

1. St. Anthony - Diocese of Tanga	215	-	215
2. Majani Mapana	150	-	150
3. F.F.U	45	-	45
4. Harbour - T.H.A.	142	-	142
5. Mabawa Police	S U S P E N D E D		
6. Chumbageni YWCA	100	-	100
7. Chumbageni Police	40	-	40
8. Kwantili (Private)	120	-	120
9. Gare Mission	120	-	120
10. Lushoto Upendo	78	-	78
11. Korogwe Mission	60	-	60
12. Sakarani	300	-	300
13. NASACO	<u>224</u>	-	<u>224</u>
SUB TOTAL	<u>1594</u>	-	<u>1594</u>

INSTITUTIONAL FEEDING CENTERS

1. Kisosora Old People Home	-	13	13
2. Bombo Hospital	71	-	71
3. Pongwe Blind School	17	-	17
4. Muheza Teule	50	-	50
5. Kwamkono Polio Hostel	70	-	70
6. Irete Mental Sick Home	-	80	80
7. Mwanzaga Home	60	-	60
8. Misufini Leprosarium (Mtindiro Lep)	-	16	16
9. Lutindi Mental Sick Home	-	160	160
10. Lushoto Nuru	<u>20</u>	-	<u>20</u>
SUB TOTAL	<u>20</u>	-	<u>20</u>

TABORA REGION

<u>MCH CENTERS</u>	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Ndala Hospital	1000	500	1500
2. Ndinga Hospital	400	200	600
3. Kipalapala Dispensary	400	200	600
4. Usongo Dispensary	<u>1000</u>	<u>500</u>	<u>1500</u>
SUB TOTAL	<u>2800</u>	<u>1400</u>	<u>4200</u>

INSTITUTIONAL CENTERS

1. Ndala Malward	35	-	35
2. Ndinga Malward	<u>10</u>	-	<u>10</u>
SUB TOTAL	<u>45</u>		<u>45</u>
GRAND TOTAL	<u>2845</u>	<u>1400</u>	<u>4245</u>

NUMBER OF CENTERS AND APPROVED NUMBER
OF RECIPIENTS 1987

<u>REGION</u>	<u>CATEGORY</u>	<u># OF CENTERS</u>	<u>TOTAL RECIPIENTS</u>
DODOMA	MCH	8	9,650
MPWAPWA	MCH	6	4,775
SHINYANGA	MCH	6	8,300
SINGIDA	MCH	4	4,300
DODOMA DSM SHINYANCA	WELFARE ASSISTANCE	10	545
	TOTAL	<u>34</u>	<u>27,570</u>

NUMBER OF CENTERS AND APPROVED NUMBER OF
RECIPIENTS - 1987

<u>DODOMA REGION</u>	<u>CHILDREN</u>	<u>MOTHERS</u>	<u>TOTAL</u>
1. Mvumi Hospital	300	100	400
2. Handali village	1000	500	1500
** 3. Ihumwa village	1000	500	1500
4. Ngahaleze village	800	400	1200
5. Mvumi Makulu	1000	500	1500
** 6. Nkulabi village	567	283	850
7. Bahi village	800	400	1200
** 8. Mpunguzi	<u>1000</u>	<u>500</u>	<u>1500</u>
TOTAL	<u>6467</u>	<u>3183</u>	<u>9650</u>
** SUSPENDED CENTERS			
<u>MPWAPWA DISTRICT</u>			
1. St. Phillips	667	333	1000
** 2. Iwondo	400	200	600
3. Mima	600	300	900
4. Igoji I	400	200	600
5. Chamae	600	300	900
** 6. Machenje	<u>517</u>	<u>258</u>	<u>775</u>
TOTAL	<u>3184</u>	<u>1591</u>	<u>4775</u>
GRAND TOTAL	<u><u>9651</u></u>	<u><u>4774</u></u>	<u><u>14425</u></u>
 <u>SHINYANGA REGION</u>			
1. Buhangija dispensary	867	433	1300
2. Kolandoto hospital	867	433	1300
3. Majahida dispensary	800	400	1200
4. Sayusayu dispensary	867	433	1300
5. Nasa Mwanangi	800	400	1200
6. Mwamapalala	^{1000?} <u>1500</u>	<u>500</u>	<u>2000</u>
TOTAL	<u>5701</u>	<u>2599</u>	<u>8300</u>
 <u>SINGIDA REGION</u>			
1. Chibumagwa dispensary	667	333	1000
2. Kilimatinde hospital	800	400	1200
3. Heka dispensary	600	300	900
4. Aghondi dispensary	<u>800</u>	<u>400</u>	<u>1200</u>
TOTAL	<u>2867</u>	<u>1433</u>	<u>4300</u>
** SUSPENDED CENTERS			

FINANCE

No. 0101

COMMODITY RECEIPT FORM

DATE: _____

Received From _____
Name of C & F Agent _____
or Transporter _____
Truck/Trailer No. _____
Driver's Name _____

D. & D.O. No. _____
Delivery Note No. _____
Time of Delivery a.m. _____ p.m. _____

P/L No/ OTHEP No.	COMMODITY	No. UNITS	UNIT WT.

N.B. Any loss or damage should be reported below.

DELIVERY REPORT UNITS

Received: Sound _____
Short _____
Damaged _____
Total _____

Remarks: _____

N.B. Remarks section must show, if possible, locations of any damages — e.g. ocean, port, transit, other warehouse/s or transporter.

Received by: _____
Name and Signature

Delivered by: _____
Name and Signature

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FOMU YA MGAO WA VIFAA
COMMODITY ALLOCATION

Mahali unapotelewa mizigo (kituo, penghepo) _____ Taraha: _____
Destination (Centre, Inst. Other) _____ Date _____

Anwani: _____
Address: _____

Alma ya Kituo _____ Wanaspokea msaada _____
Program Category _____ Recipient Level _____

Ghela inayotuma mizigo _____
Dispatching Warehouse _____

Mgaio huu utadumu muda _____ Na. ya Ankuu _____
Period Covered by Allocation _____ Invoice No. _____

Alma ya kifaa Commodity	Kiasi No. of Units	Alma ya kuzili Package Type	Uzito kamili Unit Net Wt.	Uzito wa Jumla Total Net Wt.
MAFUTA OIL				
HAZIWA MILK				
NGANO B/W				
MADAWA MEDICINE				
MENGINEYO OTHER				
JUMLA TOTAL				

Maelezo - madawa, mengineyo _____
Instructions - medicines, other _____

1. CRS kufanya repengo wa uchukuzi _____
CRS to arrange transport Ndiyo Yes Hapana No
2. Mpokeaji kupanga uchukuzi _____
Destination to arrange transport Ndiyo Yes Hapana No

Jina la Mawazishi _____
Name of Transporter _____

Anwani ya uchukuzi _____
Address of transporter _____

Fomu ya Mgaio itadumu hadi _____
Commodity Allocation Form Valid until _____

Mchimamizi wa Chakula
Food Management Team Coordinator

Mwakilishi wa CRS
Country Representative

Maneja wa vifaa na usambazaji
Commodity and Logistics Manager

N.B. Tumia alama zilizotazo kutambuliha mizigo: _____
Use following initials to identify package types: _____
Mizigo: Mifuko: Kibunk: Pipa
B - Bags; C - Cartons; P - Pails

Original - Destination
1st - Transporter
2nd - FMT
3rd - Material Resource and Logistics

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CATHOLIC RELIEF SERVICES - USCC

P.O. BOX 9222 DAR ES SALAAM

Tel: No. 23948/28196

No. 0126

FOMU YA UCHUKUZI/KUPOKEA
DISPATCH/RECEIPT FORM

Na. ya Mgoa _____ Na. ya Anku _____ Taraha ya Uchukuzi _____
Allocation No. Invoice No. Date of Dispatch

Mahali unapokelewa mizigo (Kitua, Penginepo) _____
Destination (Centre, Inst. Other)

Address _____
Anwani _____

Ghala ineyotuma mizigo _____
Dispatching Warehouse

Jina la Mtunza Ghala _____ Sahihi _____
Name of Storekeeper Signature

UCHUKUZI
DISPATCH

Vinginevyo PL/Other No.	Aina ya kifaa Commodity	Kiasi No. of Units	Aina ya Firashi Pkg. Type	Kiasi che Uzito Unit WT. kg.		Jumla kg. Total Wt.		Maelezo Observations
				GR. wt.	Net wt.	GR. wt.	Net wt.	
	Mafuta Oil							
	Maziwa Milk							
	Ngano B/W							
	Dawa Medicine							
	Mengineyo Other							
	Jumla Total							

Jina la masafirishaji _____ Jina la Dreva _____
Name of Transporter Name of Driver

Na. ya Lori _____ Na. ya Treka _____ Sahihi ya Dreva _____
No. of Lorry No. of Trailer Signature of Driver

KUPOKEA
RECEIPT

Aina ya Kifaa Type of Commodity	Kiasi No. of Units	Nzima Good	Iliyopotea Missing	Iliyoharibika Damaged	Makadirio ya upungufu katika kg. Estimated Loss in kgs.
Mafuta Oil					
Maziwa Milk					
Ngano B/W					
Dawa Medicine					
Mengineyo Other					
Jumla Total					

Mhimu _____
Remarks

Jina la Masafirishaji _____ Taraha ya kupokea _____
Name of Transporter Date Received

Na. ya Lori _____ Na. ya Treka _____ Kituo cha kupokea _____
No. of Lorry No. of Trailer Destination

Imepokelewa na _____ Chao _____ Sahihi na Mhuri _____
Received by Title Signature and Stamp

VYAKULA VILIVYOANDIKWA HAPU JUU NI ZAWADI KUTOKA KWA WANANCHI WA MAREKANI KWENDA KWA WANANCHI WA TANZANIA NA VISIKUZE AU KUBADILISHANA NA BATHAA ZINGINE.

THE FOOD COMMODITIES YOU RECEIVE ARE A GIFT FROM THE PEOPLE OF THE UNITED STATES TO THE PEOPLE OF TANZANIA. THIS FOOD SHOULD NOT BE SOLD OR EXCHANGED FOR ANYTHING.

Ya kwanza ya Kitua landekae mizigo.
Original - Destination.

1st - Destination Returns to CRS with monthly report

2nd - Transporter/other returns to CRS for payment

2nd - Transporter/other file

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CATHOLIC RELIEF SERVICES - USCC
P.O. BOX 9222 DAR ES SALAAM
Tel : No. 23948/28198

Nº 101

LOSS REPORT FORM

To: The Country Representative
Catholic Relief Services - USCC
P.O. Box 9222
DAR ES SALAAM

Date: _____

Type of commodity: _____ P/L No. _____ Date: Damage/Loss Received or Occurred _____

Loss Location: Ocean Port Transit Warehouse Transporter Program

Address: _____

CRS Receipt Form No. (If loss location not in warehouse) _____

Type of Loss: 1. Torn/Leaking/Spilling 2. Unfit 3. Theft 4. Unaccounted for 5. Short (delivered)

6. Other (Explain) _____

Reconditioning:

(a) No. of units damaged: _____

Unit net weight kgs. _____

(b) No. of new units: _____

Unit net weight kgs. _____

(c) Loss: Difference between (a) and (b): _____

Comments: _____

Name _____ Title _____

Signature _____

Acknowledged and/or Dispatch "Out" of loss approved _____ Value of Loss T. Shs. _____
Commodity and Logistics Manager

Dispatch Form No. _____ Date _____

If unfit: Public Health Official Name _____ Signature _____

Date of inspection: _____

Country Representative Approval _____

Claim Ref. No. (if any) _____ Date _____

Original — Material Resources and Logistics.
1st - USAID
2nd - Office copy

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CATHOLIC RELIEF SERVICES - USCC
P.O. Box 9222 DAR ES SALAAM
Tel.: No. 23948/28196

No. 051

Claim No. : _____ Date : _____
 To : _____ Loss Report No. _____

The following commodities have been lost while in your care :

<u>Commodity</u>	<u>P/L No.</u>	<u>Quantity</u>		<u>Rate per unit</u>	<u>Total Value Claimed</u>
		<u>Units</u>	<u>Kgs.</u>		

LOSS LOCATION :

Ocean _____ Port _____ Transit _____ Warehouse _____
 Transporter _____ Program _____
 Other (explain) _____

TYPE OF LOSS :

Short Delivered _____ Theft _____ Unfit _____ Torn/Leaking _____
 Spilling _____ Unaccounted for _____
 Other (explain) _____

SUPPORTING DOCUMENT(S) _____

The above total commodity value claimed from you :

_____ will be deducted from your Invoice No. _____

_____ should be remitted to CRS/Tanzania by cheque or by Bank Transfer from your Bank Account to Catholic Relief Services - USCC, Account No. 5059, The National Bank of Commerce, Foreign Branch, Dar es Salaam.

Yours sincerely,

Country Representative
 CATHOLIC RELIEF SERVICES - USCC

N.B. Supporting Documents may include CRS Receipt Form, Dispatch/Receipt Form, Loss Report Form, Survey Report or other.

Original - Responsible Party.
 1st - USAID
 2nd - Material Resources & Logistics

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DAMAGED - MISSING COMMODITY REPORT

First Endorsement

To:

Authorization is hereby given to dispose off the above PL 480 commodities as proposed:

DATE U.S.A.I.D.

COMMENTS

DATE CONTROLLER

Second Endorsement

To:

From: Catholic Relief Services-USCC

You are hereby authorized to dispose off the unfit commodities as indicated above. Please complete information requested below and return one copy to our office.

DATE

Third Endorsement:

To: Catholic Relief Services-USCC

From:

Please be advised that the final disposition of unfit commodities has been made as of this date. Appropriate entries have been made in our inventory.

A. Food was: Destroyed (). How? _____

Witnessed by _____ Position _____

B. Food was: Sold as animal feed () To what organization or group?

At what per unit of per kilo price _____

Proceeds are herewith submitted ().

C. Food was: Donated as animal feed (). To what group or organization was the food donated? _____

D. Receipt for sale or donation is enclosed ().

D _____ DATE _____ SIGNATURE _____

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DAMAGE - MISSING COMMODITY REPORT

CATHOLIC RELIEF SERVICES - USCC
P.O. BOX 9222
DAR ES SALAAM - Tel.: 23948

Ref.: _____ Date: _____

To:

U.S.A.I.D.
P.O. Box 9130
DAR ES SALAAM

From: Catholic Relief Services Re:

Ex:

We would like to inform you that the following PL 480 commodities have been declared:

- (a) Unfit for human consumption
- (b) Stolen
- (c) Short received
- (d) Lost through rebagging/leakage
- (e) Others _____

Commodity	P/L Number	Unit	Total Weight
-----------	------------	------	--------------

Present location of commodities _____

Reasons - Details how loss occurred _____

Steps taken to avoid such losses in future _____

Steps taken to recover the loss _____

Support documents _____

May we have your authorization to dispose of these commodities as follows: _____

If sold as animal feed - proceeds will be received by CRS/Tanzania and depending a nature of loss, reimbursement will be made to U.S. Government.

Please endorse two copies and return them to us.

Country Representative

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KIWANJA STREET
 OFF LIBYA STREET
 P. O. BOX 252
 PHONES: OFFICE 27991/2,
 23882, 33538 & 25087
 GODOWN: 63431 & 63039
 DIRECTORS:
 L. V. MEHTA
 S. V. MEHTA
 M. M. BHAI
 G. P. SHAH

Dr. to :

INVOICE

M 6605

Jashbhai P. Patel & Co. Ltd.

Clearing, Forwarding & Transporting Agents
 Warehousing Owners.

Ref. No. 555

Dar-es Salaam, 20th May, 19 87

M/S. Catholic Relief Services U.S.A.,

P.O. Box 9222, D.S.A.

Clearing & Forwarding Charges on 2,855 cartons Vegetable Oil.

Ex S. S. "Briti Meridut". From New Orleans B/L No. 87 240

	Shs.	Cts.
Pre: Passing I/D Entries Nos. 440 of 8.5.87	200	00
" " Sale Tax Entry No. 424 of 8.5.87	200	00
" " D. & D./O. No. _____ of _____	150	00
Custom Duty _____		
Sales Tax _____		
Handling & Wharfage paid as per D. & D. O. No. 9420 of 13.5.87	3,243	10
Examination Charges _____	300	00
Examination Voucher charge _____		
Alteration Fee paid as per P. C. C. No. _____		
Transporting from WHARF TO OFFICE/GODOWN/BOND 2855 tons x 10/-	28,550	00
Transporting from GODOWN/BOND TO STATION/OFFICE _____		
Stacking & Offloading Charges 98 tons x 30/-	2,940	00
T. C. F. B. Receipt No. _____		
Storage charges _____		
Cash - Transaction charges _____	150	00
Freight _____		
Container Terminal charges _____		
Shipping or Wharfage charges _____		
Photo copies _____		
Postage & Petties _____		
Extra Service charges _____	500	00
Sundries Charges _____	300	00
Cash Disbursement charges 3.5 % on Shs. 3,843.10	134	50
Agency Fees 1 % on Shs. 2,333,925.50	23,339	25
Clearing charges on 98 tons x 40/-	3,920	00
Bank Exchange _____		
Remarks _____ TOTAL SHS.	64,526	85 /

Rly Consignment Note }
 BILL OF LADING }
 Air Waybill No. }

Inc.

Benny
 Benny

of

E. O. & E.

FOR JASHBHAI P. PATEL & CO. LTD.



SGS Tanzania Superintendence
Company Limited

25 JUN 1987

P.O. Box 2249
Telephone 21963/23327
Telex No. 41035
Telegrams & Cables: "Supervise"
DAR ES SALAAM.

CATHOLIC RELIEF SERVICES
PO BOX 9222
DAR ES SALAAM

INVOICE No. SR/ MARDIV/442/87

Date 12th June 19 87

MAR/222/87

SURVEY FEES FOR A REPORT ON VEGETABLE OIL
DISCHARGED AT DAR ES SALAAM EX MV. KRITI
PERIDOT".

To:

T.Shs.

RATE: TSHS: 16/= PER M/TON WITH A MINIMUM
OF SHS: 1,500/=

(INTERVENTION DURING DISCHARGE, DELIVERY
FROM THE PORT AND RECEIVING AT CHANGOMBE
WAREHOUSE)

TONNAGE : 67.212 • SHS 16/= X 3 =

3,227.00

TSHS: 3,227/=

The Company shall have a General as well as a Particular Lien

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OGSM/416 DDP: 7/702

Country: Tanzania

UNITED STATES GOVERNMENT
AGRICULTURAL COMMODITY FOREIGN DONATION AGREEMENT
(SECTION 416)

In order to effect the distribution of agricultural commodities for the assistance of needy persons outside the United States, the Agency for International Development (A.I.D.), the Commodity Credit Corporation (CCC) and Salvatorian Mission Warehouse (Cooperating Sponsor) agree as follows:

1. CCC agrees to donate to the Cooperating Sponsor commodities of the kind and amounts specified in Section 2 pursuant to the authority of Section 416(b) of the Agricultural Act of 1949, as amended. CCC shall deliver such commodities in accordance with the delivery schedule specified in Section 2.
2. Commodities to be donated to the Cooperating Sponsor are as follows:

<u>Product</u>	<u>Package</u>	<u>Quantity MTs (Lbs/000)</u>	<u>Delivery Month</u>	<u>Foreign Port</u>
Non-Fat Dry Milk (Fortified with Vitamins A & D)	50 lb sacks	230(507.1)	Oct. 1986	Mtwara
		220(485.0)	Jan. 1987	"
		<u>200(440.9)</u>	June 1987	"
Subtotal		650(1433.0)		
Butteroil	No. 10 cans	100(220.4)	Oct. 86	Mtwara
		90(198.4)	Jan. 1987	"
		<u>80(176.4)</u>	June 1987	"
Subtotal		270(595.2)		
Bulgur Wheat	50 lb sacks	230(507.1)	Oct. 1986	"
		220(485.0)	Jan. 1987	"
		<u>200(440.9)</u>	June 1987	"
Subtotal		650(1433.0)		

NOTE: Should the above schedule change, the Cooperating Sponsor will promptly inform CCC and coordinate a revised delivery schedule. The person to contact is Chief, Dairy Branch, Agricultural Stabilization and Conservation Service/USDA, Kansas City Commodity Office (KCCO), P.O. Box 205, Kansas City, Missouri 64141, telephone (816) 926-6724.

3. The payment of all costs associated with the reprocessing, packaging, transporting, handling and other charges incurred in the distribution of the commodities will be apportioned as follows:
 - A. CCC agrees to donate the commodities without charge and to pay the following costs: Ocean transportation, survey fees, and repackaging of commodities that were damaged prior to or during discharge; processing, handling and transport costs to U.S. port(s) of allocation.
 - B. The Cooperating Sponsor agrees to pay the following costs: Inland transportation, handling and distribution within Tanzania to needy recipients. The cooperating sponsor agrees to arrange freight forwarding and booking.
4. Notwithstanding Section 210.5(d)(1)(i), AID Regulation 10, the Cooperating Sponsor will arrange ocean transportation and freight forwarding so as to comply with the requirements of CCC regarding the quantities of commodities made available under this agreement that must be carried on U.S. flag vessels.
5. The terms and conditions set forth in AID Regulation 10 and the approved Plan of Operation (Attachment A) are incorporated into and made a part of this agreement.
6. The Cooperating Sponsor agrees to use the agricultural commodities only in accordance with this Agreement and the approved Plan of Operation, a copy of which is attached hereto as Attachment A.
7. The quality of the agricultural commodities to be donated by the Commodity Credit Corporation (CCC) and the packaging descriptions will be in accordance with the specifications in Attachment B to this Agreement.

This agreement shall be subject to suspension or termination upon finding by CCC that (1) adequate storage facilities are not available in the recipient country at the time of export to prevent spoilage or waste of the donated commodity, or that (2) the distribution of the commodity in the recipient country will result in a substantial marketing disincentive to or interference with domestic production or marketing in that country.

Except as otherwise provided herein, the terms and conditions set forth in A.I.D. Regulation 10 are incorporated into and made a part

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of this Agreement, and all references therein to "dairy products" shall be deemed to apply to the donation of bulgur under this Agreement.

10. In Lieu of Section 210.10, A.I.D. Regulation 10, the following shall apply to the donation of bulgur under this agreement:

The amount to be paid for bulgur misused, lost or damaged, shall be determined on the basis of the market price at the time and place the misuse, loss or damage occurred or in cases where it is not feasible to obtain or determine such market price, the f.a.s. commercial export price of the commodity at the time and place of export, plus ocean freight charges and other costs incurred by the Government of the United States in making delivery to the Cooperating Sponsor. When the value is determined on a cost basis, the Cooperating Sponsor may add to the value any provable costs they have incurred prior to the delivery by the ocean carrier. In preparing the claim statement, these costs shall be clearly segregated from costs incurred by the Government of the United States. With respect to claims other than ocean carrier loss and/or damage claims, the value of misused, lost or damaged commodities may be determined on some other justifiable basis, at the request of the Cooperating Sponsor and/or upon the approval of the USAID, and/or AID/Washington.

11. The donation of commodities pursuant to this agreement is subject to determination by CCC that the quantity of commodities to be provided by CCC and the costs in connection with making commodities available are within any limitations established by CCC regarding the donation of agricultural commodities under Section 416 during fiscal year 1987.

AGENCY FOR INTERNATIONAL DEVELOPMENT

By: Thomas H. Reese, III
Title: Director and Coordinator
Office of Food for Peace

Date: 11 Sept. 1986

COMMODITY CREDIT CORPORATION

By: George J. Pope
Title: Acting General Sales Manager
FAS, and Acting Vice President
Commodity Credit Corporation
(and/or as delegated)

Date: 10 SEP. 1986

Best Available Document

Request and Acceptance

The assistance described in the Agreement is requested and the terms and conditions of this Agreement and of A.I.D. Regulation 10, except as otherwise specifically provided herein, are accepted.

OPERATOR

COOPERATING SPONSOR

By:

Brother Regis Fust, S.D.S.

Title:

Director Mission Supply Program

Date:

Sept. 12, 1986

Section 416 Commodity Donation Proposal

1. Name of Applicant: Salvatorian Mission Warehouse
New Holstein, Wisconsin 53061

2. Country for which commodities requested: Tanzania

3. Kind of commodities requested:

NPDM (fortified)	650 MTS
Butteroil	270 MTS
Bulgur Wheat	650 MTS
Total	1570 MTS

4. Schedule:

Lifting	Arrival	NPDM	Vegetable Oil	Bulgur
1 October	End November	230 MTS	100 MTS	230 MTS
End November 86	Mid January 87	220 MTS	90 MTS	220 MTS
April 87	June 87	200 MTS	80 MTS	200 MTS

5. Port of Exit: Request commodities be shipped from port of Milwaukee.

6. Summary: This is a continuation of the Section 416 program which began in early 1984. Recent on-site visits made by USAID/Tanzania have attested to the cooperating sponsor's ability to effectively deliver and distribute commodities to vulnerable groups. Commodities will be distributed to the poor and needy in southern Tanzania. The Salvatorian Mission Warehouse has been active in health and nutrition projects in this region for over 20 years. Many private industries (i.e. Gerber Baby Foods, Carnation, Abbott Laboratories, Johnson and Johnson) have supported and will continue to support Salvatorian Mission Warehouse activities with other commodities that complement the total program. U.S. commodities serve to supplement and enhance these private in kind donations as well as private financial support.

7. Purpose: The purposes of this program are: 1) to supplement the diets of vulnerable groups served by the cooperating sponsor's warehouses in the Mtwara region, 2) provide incentives to mothers and children to attend health clinics, 3) to feed the sick, poor, and starving in hospitals, leper hospitals, and dispensaries, and 4) to provide nutritious meals to young school children.

Best Available Document

Attachment A
Page two

8. Records and Control: Records and reports on distribution will be kept by the cooperating sponsor and will be submitted periodically to USAID/Tanzania. Brother Bonifaz Hampel will coordinate the distribution throughout the entire southern region of Tanzania.

USAID/Tanzania has received periodic distribution reports from Brother Bonifaz for each shipment in FY 1986. This will continue during the FY 1987 program. Publicity on the origin of the U.S. commodities is widely disseminated in the local language at MCH clinics and dispensaries.

9. Location of the Program:

Ruvuma Region

Diocese of Nachingwea

Diocese of Mtwara

Songea
Peramiho

Migongo
Lukuledi
Lupasa
Nandembo
Nanjota

Ndanda
Mperoro
Nyangao
Luagala
Mtua

Narunyu
Narunyumu
Kipatimu
Nanyamba
Mtwara

Approximate number of recipients: 200,000

Approximate number of recipients: 200,000
facilities, storage and distribution: Ships will arrive at Port of Mtwara. The Section 416 commodities will be cleared through Customs in Mtwara by the cooperating sponsor. The supplies will be stored in the Benedictine warehouse one-quarter mile from the port, or moved directly inland to some of the missions. The cooperating sponsor has a fleet of locally owned Benedictine Mission trucks as well as those leased from Abbasi, a clearing and forwarding agent. Distribution will be handled as follows: for the Diocese of Mtwara, the supplies will be distributed from the warehouse in Mtwara to missions and distribution points in the Diocese; for the Diocese of Nachingwea, the supplies will go to the warehouse at Lukuledi for distribution; and for the Diocese of Songea, the supplies will go to Songea and Peramiho. U.S.G. agrees to pay for inland transport from storage to export facility in the United States. U.S.G. also agrees to pay ocean transport costs to point of disembarkation in Mtwara. U.S.G. will pay any processing or handling costs involved in the United States. There will be no repackaging or reprocessing of bulk commodities in Tanzania, except as is commonly done when distributing to individual recipients.

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Best Available Document

Attachment A
Page three

12. The Cooperating sponsor agrees that all commodities received under the Section 416 program will be given to eligible recipients as designated in paragraph 7 above and in accordance with Regulation 10:210.6(b)(4). The Cooperating sponsor may receive voluntary contributions from program participants in accordance with the guidelines set forth in Regulation 10:210.6(b)(5). Funds collected shall only be used to pay for program costs. Specifically, these funds will be used to defray internal transportation costs which are very expensive in Tanzania. Recipient contributions only cover a fraction of the costs. The recipients' contribution shall not exceed TShs 40 (forty) (Approx \$1.00 U.S.) per monthly ration package. No person otherwise eligible, shall be excluded from the Section 416 Program because of an inability to contribute to program costs. The Cooperating Sponsor shall keep records of recipient contribution and report periodically to USAID/Tanzania. The cooperating sponsor and subconsignees will finance administrative and storage costs in Tanzania.

13. In addition to the permission from the Government of Tanzania, Ministry of Finance, Customs and Excise Department, has been obtained to bring all supplies for charitable activities into Tanzania free of duty and sales tax.

Mr Strauss

UNITED STATES GOVERNMENT

memorandum

DATE: August 13, 1987

REPLY TO
ATTN OF:

Paula Tavrow, P/Econ

Paula Tavrow

ANNEX H

SUBJECT:

Comments on Draft of Tanzania Food Aid Management Review

TO:

Mr. Howard Sharlach, AIDREP

In general, I found the draft PL 480 Management Review informative. However, I think that it needs to be restructured in a way that directly addresses the three stated purposes of the review (pp 12-13). At very least the report should conclude with definitive statements as to which objectives are being achieved, how effective the programs' management practices are (using objective criteria), and whether PL 480 regulations are being followed (any deviations should be clearly noted).

Other comments, largely concerning the CRS review, are as follows:

1. The report recommends that CRS's new management system be re-assessed by USAID/T after six months. It states that, "If at that time CRS' management of commodities has not improved, the only option, based solely on the management of commodities, may be to discontinue the CRS Title II program in Tanzania." Yet the report never indicates how a determination will be made that sufficient improvement has occurred. The report needs to identify which criteria will be used to assess CRS's system. Also, how was the six-month interval determined?
2. The report makes other recommendations for changes in CRS procedures without fully explaining the rationale for these changes. For example, why does USAID/T require all of CRS's bills of lading and survey reports? Also, why couldn't CRS's dispatch notice be sent back by the transporter in a sealed envelope? And why should CRS be involved in preventing mothers from selling PL 480 commodities? (Unless a wet ration is administered, it will be nearly impossible to prevent this selling, which occurs worldwide.)
3. The report mentions (p.6) that "personnel at the center[s] are poorly trained." Yet it does not include in its recommendations an upgrading of training for CRS's center personnel.
4. It seems that there are now only 19 centers receiving food from CRS, since 5 more were suspended in 1987, according to the annex entitled, "Number of Centers and Approved Number of Recipients - 1987." This figure should be employed throughout the report.



Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10
(REV. 7-78)
GSA FPMR (41 CFR) 101-11.6
5010-112

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5. The report characterizes one of CRS's ADAs (associated development assistance) a success and one a failure. On what basis are these determinations made? Profit and loss? Community participation? Moreover, with a 50% success rate, is it fair to conclude that "the few ADAs implemented have been ineffective" (p.6)?
6. On p. 7, in its summary regarding the Section 416 program, the report states, "There is no doubt that many needy people are benefitting." Given that the reviewers have no records of end users, let alone surveys, how can this determination be made?
7. While this was intended to be a PL 480 Management Review, it still seems that the review would have been stronger if ^{some of} the beneficiaries of the food had been interviewed.

cc: FAO:JStrauss ✓

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10/10/87 1
Tanzania Program
Catholic Relief Services
P.O. Box 9222
Dar Es Salaam, Tanzania
Telephone: 23948 28196
Cable: CATHWEL Dar Es Salaam

MEMORANDUM

To : Joel Strauss
From : Geri Sicola *Sicola*
Subject : CRS COMMENTS ON DRAFT - TANZANIA FOOD AND
MANAGEMENT REVIEW - 31/7/87
Date : 13th August, 1987

1. - p.5 Paragraph 2 point (1) - Commod'ity Management problems were certainly a significant factor in the decision to reduce the Title II program. However, this issue became especially important mainly when viewed in the ~~context~~^{context} of CRS's overall program goals and objectives. In other words as CRS/TZ began to shift its direction to longer term development programs and projects it became apparent that
1) resources should be geographically targeted, and concentrated, and used as a component in broader and more comprehensive development programs; 2) the problems associated with simply managing a large food program in TZ would preclude 1) above and would require significant professional and other resources which could more effectively be devoted to other program activities.
2. - p.6 Paragraph 1 - Also, it is important to note that the reduction in the program was also part of a strategy to use food and only in the three regions that were targetted as priority areas for CRS's development assistance. As stated in the 1987 OPP "Food Aid as one resource for assistance should be significantly reduced, geographically focused, reasonably cost effective and employed as a complimentary component of broader and more comprehensive development programs, where need is identified."
3. - p.6 Paragraph 4 - CRS since 1983 had initiated village based MCH programs and recipient contributions were to be used in part for ADA activities. With the emergency in 1984 and 1985 and the total re-organization of the food program in 1986 and 1987 ADA activity was not emphasized. Any activity today would have to fall under broader and more comprehensive development programs of CRS. (See comment 1 and 2 above).
4. - pp.8,9 - Summary Recommendations:-
 1. CRS would ~~have~~^{not} no problem in furnishing USAID with these documents, although it is not required by Reg. 11. It is not clear, however, how these documents would be of use to USAID since the same information is provided in quarterly Commodity Status Reports.
 2. What is meant by "quality surveys".
 3. The center does not file a claim against a transporter. The center reports the damage/loss to CRS which in turn files the claim against the transporter. The center is instructed to send a copy of the Dispatch/Receipt form independently with its monthly center reports.

contd.

to
 This is in addition, a copy the transporter must return to CRS with his invoice for payment. The two copies are then compared. One problem is that centers may not return a copy with their reports. The copy is returned long after the transporter submits his invoice. If a discrepancy is later found deductions can be made from future transporter invoices.

4&5. The FMT has already planned to do this.

7. Refer comment nos. 1, 2 and 3 above.

5. - p.14 Paragraph 1 - We feel this statement should be qualified. Simply because there are higher levels of malnutrition in some areas that are food surplus, it does not necessarily follow that malnutrition in areas that are food deficit is not related to food supply. Please see our comments on "Review of the food and Nutrition Situation in Tanzania," April, 1986. It seems that the Iringa UNICEF program has been too easily and dangerously applied to the rest of TZ. d

6. - p.19 First paragraph - Important to note that this was the first time that staff in both USAID/TZ and CRS/TZ responded to an emergency.

7. - pp.21-22 Last paragraph 21, First paragraph 22 - As per the 1987 and 1988 OPP's CRS has moved beyond ADA as an approach. The goal is to include the Title II Program development projects if and where possible as opposed to initiating projects to make the food program more developmental.

8. - p.22 Paragraph 2 - delete "substantial" and insert "sustainable".

9. - p.23 paragraph 1 - If the example of the "tree planting scheme" refers to SayuSayu Parish in Shinyanga it was not at all linked with the food/Nutrition program. Now that CRS is involved with the expansion of this project and others in the area, the intention is to encourage Food/Nutrition program recipients to participate.

10. - p.23 Paragraph 3 - Important to note that significant reasons for "little assistance" are emergency program activities 1984 and '85 and uncovering of major Food/Nutrition program management problems subsequent to this period. One result was serious limitations on CRS staff's ability to provide assistance.

* 11. - p.25

12. - p.25 Paragraph 3 - SGS also provides a delivery survey - 1) from stored commodities in Harbour Authority shed to Patel trucks, and 2) from Patel trucks to CRS warehouses.

13. - pp. 26-27 4. Allocation of Commodities to centers:-

Based on FMT field supervisors reports, MCH commodity/recipient status reports, the FMT prepares a list of all center quarterly allocations. A staff member of the team prepares the list. Once completed the head of the team reviews the allocations and passes them on to the Country Representative or Assistant for approval. Once approved a separate allocation is prepared for each center or welfare program. Usually these allocations are for one quarter with additional amounts to anticipate transport problems including rains.

11 - p.25 - paragraph 1 - CRS secures all sales tax and import duty exemptions. Patel handles customs although CRS staff work closely with Patel on all CIF matters. Important to note that CRS maintains full control over warehouses and now has locks with keys can not duplicate. contd.

The Country Representative or Assistant, FMT Coordinator and Commodity Resources Manager all sign the Allocation form. [Here include who receives copies].

The program representatives or transporter come to the CRS office and pick up their copies of allocation forms. Upon presentation at a warehouse, a warehouse clerk matches his copy with the transporter, etc. and if matched then dispatches the amounts stated in the forms. The warehouse clerk prepares a Dispatch/Receipt form. [Here include who receives copies.]

Also for each allocation, a record is kept of all related dispatches.

14. - p.27 top of page - 5. Warehouse returns to Material Resources, 6. FMT.
15. - p.27 Paragraph 3 - By the second part of the review there were no additional thefts and information provided to the Country Representative, Assistant, and other staff suggests that the revised commodity control procedures have played a part in minimizing losses by theft.
16. - p.27 Transport to Centers
CRS stopped using TZ railway around 1982. This section reads as if use of the Railway was recent.
17. - p.28 Paragraph 3 - Jetha move around 400 MT per quarter.
18. - p.28 Paragraph 2 - Jetha receives an allocation form first. At the warehouse, the clerk checks this form against his copy and if it matches, he dispatches food and prepares a Dispatch/Receipt form.
19. - p.28 Paragraph 4 - Not sure we understand. While not aware of cargo being carried at our risk, CRS holds transporter ~~for~~ responsible ~~for~~ for all losses/damage of commodities from time he receives and signs for them.
20. - p.28 Paragraph 5 - Two copies of Dispatch/Receipt form. Also see comment 3 above.
21. - pp. 30-31 Paragraph 3 and top of next page - This initial trip by FMT supervisors was only an initial survey of center operations. Discussions of how centers should operate not part of initial trip purposes.
22. - p.32 Paragraph 2 - A fifth reason is the general operator^{ing} environment in TZ. Food commodities have a very high value on the "parallel market". Incentive to steal/divert by anyone is great.
23. - p.34 Paragraph 2 - The last of the emergency program food balances was dispatched to regular program centers in Feb./Mar. 87 for regular program distributions.
24. - p.34 Paragraph 4 - The new assistant country representative arriving in Sept. has extensive commodity management experience in North and West Africa.
25. - pp.35-36 Recommendations - see comment 4 above.

Regards.

RAB/GS/lc

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