

PD-ABD-167  
73380



PLANNING ASSISTANCE

5 UNION SQUARE WEST • NEW YORK, N. Y. 10003 • (212) 646-2121

CABLE: PLANASSIST • TELEX: 226691 PKAY UR

PLANNING THE TRANSITION FROM  
PROGRAMS BASED UPON THE AVAILABILITY OF DONATED FOODS TO  
THOSE WHICH EFFECTIVELY ADDRESS THE DEVELOPMENT NEEDS OF THE COUNTRY

February, 1986

## Preface

This report describes one of Planning Assistance's projects to improve the planning and management of development programs. The report is written for two audiences: (1) the policy-makers and program managers in developing country ministries and non-governmental organizations who are interested in initiating, expanding, or improving their development programs; and (2) staff in development assistance organizations who support these programs by providing financial, technical, or managerial support to them.

Planning Assistance is a non-profit, non-governmental organization which has chosen managerial assistance as its contribution to international development. We help governmental and non-government service-providing organizations improve the planning and management of their work. This, in turn, improves program performance and accelerates improvement in the lives of those beneficiaries for whom the program is intended. This has been the sole nature of our work since our founding in 1973.

We provide assistance in the conduct of sectoral analyses, the planning of projects and programs, and the implementation of projects and programs. Each of our projects has two purposes: (1) the selection, planning, and implementation of those activities which most significantly advance achievement of a specific goal of development and make best use of available resources in doing so; and (2) the institutionalization of the planning and managerial practices which will insure the continued achievement of this first aim, without further reliance on managerial assistance. This report, and each of our publications, advocates these two purposes and describes specific means for achieving them.

Additional copies of this report are available, upon request, by writing to us at our central office at 5 Union Square West; New York, New York 10003. A catalog of our publications and copies of others publications are also available upon request.

In addition, we would appreciate your comments on how this report, or any of our publications, might be improved so as to be more useful to you.

## I. INTRODUCTION

This report summarizes the accomplishments of a project to help private and governmental organizations make the transition from activities based upon the availability of donated foods to projects which more effectively address the development needs of their country.

Planning Assistance was asked to help six Peruvian organizations improve their long-term, strategic planning and their annual program and financial planning. Each of the six organizations had begun taking steps toward improving the developmental impact of their programs. Each viewed the assistance in long-term and annual planning as an opportunity to determine means for accelerating this transition. Each of the organizations also wished help in improving their methods of preparing long-term and annual plans.

Four of the six were private and voluntary organizations (PVOs): Caritas, the service organization of the Catholic Church; Servicio Evangelico Peruano de Accion Social (SEPAS), the service organization of several Protestant churches; Obra Filantropica y Asistencia Social Adventista (OFASA), the service organization of the Adventist church; and the Peruvian program of CARE. The two governmental organizations were: the Oficina Nacional de Apoyo Alimentario (ONAA) of the Ministry of Agriculture; and the Direccion de Asistencia Nutricional y Alimentaria (DANA) of the Ministry of Health. Each of the six has field offices and programs in several regions of the country. Together, they distribute more than 40,000 tons of food per year as part of Title II of the Food for Peace Program of the United States (Public Law 480).

The project was requested by staff of the Food for Development Office of the U.S. Agency for International Development's Mission to Peru (USAID/Peru). They were concerned that

(1) the distribution of food was fostering dependence, rather than promoting development,

(2) any reduction in the availability of donated food would result in proportionate reduction of the programs of the six organizations,

(3) current organizational programming generally attempted too much, diffusing limited food resources and lessening their developmental impact,

(4) the agencies were failing to target their assistance toward populations of greatest need and needs of highest priority, and

(5) each agency had little knowledge of the goals, strategies, and projects of the other agencies.

The project was funded by the Social Development Office of USAID/Washington's Bureau for Latin America and the Caribbean. It is one in a series of projects, funded by this office, to help USAID missions in the region to improve their working relationships with local PVOs and the contributions of these PVOs to the development of their country.

The assistance in long-term, strategic planning was provided in August and September of 1985 through a series of three workshops for staff of the six organizations working in the Northern, Central, and Southern regions of the country. Section II of this report describes these workshops.

The assistance in preparing annual program and financial plans was provided in November and December of 1985 in a similar series of workshops for the same field staff. These workshops are described in Section III of the report.

Section IV discusses the results of the project.

Section V consists of brief recommendations as to further assistance. It is the intent of the staff of the Food for Development Office of USAID/Peru that this project be the first in a series of efforts to improve the overall managerial capacity of the six agencies. An additional activity of this project was, therefore, an assessment of the long-term needs of the six agencies for all aspects of managerial training and assistance.

## II. LONG-TERM, STRATEGIC PLANNING

The two purposes of the first phase of the project were:

(1) to assist staff of the six agencies to prepare long-term, strategic plans which maximize the developmental impact of their programs and minimize the dependency of beneficiaries on donated food and the dependency of the agency, itself, upon donated food as their major resource; and

(2) to improve staff capability to prepare long-term, strategic plans such that this planning would continue with no or reduced external assistance.

This assistance was provided to field staff responsible for implementing programs and central office staff responsible for supervising them from each of the six agencies. Because of the number of personnel involved, the assistance was provided in three workshops— the first for those working in the Northern area of the country, the second for those in the Central area of the country, and the third for those in the South. The same design and agenda was used in each of the three workshops.

The design and agenda for each workshop consisted of seven major steps.

1. Needs Assessment. The long-term planning began with a discussion of needs in the several provinces of the area of Peru in which the workshop occurred. A panel of experts, from the area, in food production, distribution, consumption, nutrition, health, and employment presented data on current and likely long-term needs in each of these sectors. In addition, they also discussed strategies that had proven successful and those that had not proven successful in addressing these needs. There was considerable opportunity for questions, answers, and discussion of the information being provided. The entire discussion was in plenary session and took the better part of the first day of the five-day workshop.

2. Establishing priorities among needs. Participants then met in small groups, one for each of the provinces in the area, and set priorities for needs in their province based upon the unique characteristics and requirements of the province. Each agency working in the province was represented by the one or more staff persons who worked in the province for that agency. The session, therefore, also represented a useful collaboration among staff of the six agencies whose programs addressed a common population.

3. Setting Long-Term Goals. Staff of each of the six agencies then met in small groups, by agency, and used the information on needs and priorities to set tentative, long-term goals for their agency. These tentative decisions were then reviewed and discussed in plenary

session, and a list of common, long-term goals for all six agencies was produced. With few exceptions, priority was given, by all six agencies, to increasing food production, improving the health and nutritional status of children under five years of age, and improving employment for both women and men.

4. Strategies to achieve the goals. Participants were then divided into small groups, one for each goal, to determine the most effective strategies for achieving each of the major, common goals. In some cases, a problem tree was used to determine the most effective strategies (identification of major problems, their causes, the causes of these causes). In all cases the groups identified alternative strategies and assessed the utility of each in terms of technical relationships, social and cultural factors, and the characteristics of each of the six agencies. Each agency was represented in the small group by staff with experience or interest in addressing the goal in question. Thus, a second step was taken toward improving collaboration among the six agencies. The work of each group was then reviewed and discussed in plenary session.

5. Long-Term, Strategic Planning by Agency. Staff from each of the six agencies then met and used all of the preceeding information to set long-term (five-year) goals for their agency and the strategies they would employ to achieve them. Staff of each agency paid particular attention to selecting strategies which were compatible with their experience, resources, and policies. This analysis, in some cases, resulted in their changing the nature of a long-term goal. Proposals to increase production of potatoes and traditional, highly nutritious grains (quinua and tarhui) in a number of micro-regions were scaled down after the volume of irrigation canals, rehabilitation of terraces, and technical and financial assistance implied by the original goal was considered. In all cases, the choice and assessment of strategies tested the feasibility of an agency to significantly contribute to the achievement of a proposed long-term goal. Each agency then presented their proposed long-term goals and strategies in plenary session for review and critique by all participants.

6. Setting Annual Benchmarks. Each agency then set annual benchmarks for the application of strategies to achieve each of their long-term goals and the achievement of the goal itself. This was particularly difficult for agencies which had not been able to quantify their long-term goals. Considerable time was taken up in plenary session discussing methods for setting benchmarks, using examples from the agencies, prior to the work in small groups. In general, the most useful method was first setting annual benchmarks for the application of strategies (establishment of village sanitary maintenance committees, construction of latrines and clean water systems) and then setting annual benchmarks for the annual achievement of the five-year goal (improvement of sanitation in a given number of villages). Each agency then presented its proposed long-term plans (goals, strategies, and benchmarks) in plenary session for review and critique by all participants.

7. Improved Coordination. In each of the three workshops, participants from the agencies chose to improve coordination among themselves on a geographic rather than sectoral basis. Coordinating committees were established for each province of the country. Representatives from each of the organizations working in the province were identified, and a date, time, location, and agenda were set for their first meeting.

### III. ASSISTANCE IN ANNUAL PROGRAM AND FINANCIAL PLANNING

The second phase of the project-- assistance in preparing one-year plans and budgets-- took place approximately two months after the assistance in long-term strategic planning. In the interim, staff of each agency reviewed and finalized their long-term plans and collected the data required for preparing one-year plans and budgets.

The purposes of this phase of the project were:

(1) to prepare plans and budgets for the projects which represented the best first year's step toward achieving the newly established five-year goals; and

(2) to improve the capacity of the staff of the six agencies to prepare detailed plans and budgets such that they would continue doing so, each year thereafter, with no or reduced external assistance.

The intent was to confirm the new directions, represented in the long-term plans, in terms of precise commitments to their achievement. In addition, the intent was to prepare feasible and realistic project plans, such that the first steps toward achieving these new directions would be successful.

The recipients of this assistance were the same field and central office staff from the six agencies who had prepared long-term term plans for their agency two months before. Again, because of the numbers involved, three one-week workshops were held in the Northern, Central, and Southern areas of the country. Also, the same design and agenda was used for each of the three workshops.

Each of the three workshops began with brief discussions, by representatives from each of the six agencies, of how their agencies had revised and finalized the long-term plans prepared two months previously. This was followed by brief discussion, by representatives from each of the provinces, of the results of the one or more coordinating meetings held in the province. An overview and application of the planning functions to a typical project was then given by workshop staff.

The preparation of one-year project plans and budgets was divided into five steps.

1. Establishing Realistic Project Goals. The first of the project planning sessions was devoted to confirming the specific beneficiaries of the project, reviewing available resources (with first emphasis on those of the beneficiaries themselves), assessing the conditions and constraints which might influence the nature and success of the project, and setting goals and objectives for the project based upon the preceding information. Participants from the six agencies applied each of these steps in planning projects to achieve the first year's benchmarks stated in their long-term plans.

2. Preparation of a Plan of Work. Participants then determined the tasks and schedules which represented the most effective strategies to achieve the goals and objectives of each of the projects being planned. These decisions were summarized in a bar chart for ready review, revision, and monitoring of project implementation.

3. Organizing and Staffing the Project. The participants then assigned the tasks in the plan of work to operational units and individual staff members for each of the projects being planned. They then identified any needs for coordination among units, staff recruitment, and staff training. These assignments were summarized in an assignments chart (tasks by units and staff members) for the purpose of ready review, revision, and staff supervision. When making assignments to individual staff members, they also estimated the amount of time required to complete the task and, thereby, took the first step toward preparation of the budget for the project.

4. Project direction and control. Participants then determined means for supervising assignments, monitoring timely completion of tasks, and revising the plan of work as required. They also determined means for evaluating achievement of the goals and objectives of the projects being planning and revising the project plans as required. This work was defined in terms of tasks which were scheduled and assigned to individual staff members of the agencies. In addition, the amount of effort required to complete the tasks was confirmed and, thus, a second step was taken toward preparing the budget for the project.

5. Project Budgeting. All costs for carrying out each of the projects being planned were then determined. The budget was then compared with the assessment of available resources, and the project's goals and objectives, plans of work, and assignments were revised as required.

Similar methods were used for each of these five project planning sessions. The session began with a discussion, in plenary, of methods for performing the planning work under discussion. These methods were then applied, in plenary, to a typical project of one of the agencies. Staff from each of the six agencies divided themselves into planning teams of three to six persons and these teams applied the planning functions under discussion to the major projects of the agency as indicated by the five-year goals and first year benchmarks in their long-term plans. Smaller agencies, such as OFASA and SEPAS, were able to plan the majority of the projects for the new year. Larger agencies, such as Caritas and ONAA, had to select projects that were typical of their work— with acknowledged, but modest difference-- in several provinces. The work of the planning teams, session by session, was then selectively reviewed and critiqued in plenary session.

The workshop closed with a final session on coordination. Emphasis was given to the needs and limits of coordination, a discussion of problems that had occurred in the initial coordinating meetings, and proposed solutions to those problems.

#### IV. THE RESULTS

This section of the report discusses the extent to which the assistance in long-term, strategic planning and annual program and financial planning achieved the purposes of each of these two phases of the project and the goals of the project as a whole. A final sub-section discusses the extent to which coordination among the six agencies was improved.

##### Long-Term, Strategic Planning

Improvements in long-term, strategic planning can be viewed from at least four perspectives:

- the extent to which each of the six agencies set five-year goals and strategies which represented greater developmental impact of their programs;

- the extent to which the long-term plans also represented decreased beneficiary and agency dependence upon donated food;

- whether or not these long-term plans were realistic and feasible; and

- whether or not the assistance in long-term planning sufficiently improved the capacity of the staff of the six agencies to continue such planning in the future with no or reduced external assistance.

1. Increased contributions to development. The long-term plans for each of the six agencies in all areas of the country clearly reflected desires to more effectively contribute to the development of the country. Priority was consistently given to serving populations in the rural areas of the country. With the exception of DANA, priority was consistently given to increasing food production. With the exception of OFASA and its programs in the Central area of the country, improving food consumption was eliminated as a goal of the six agencies.

In the initial session on needs, migration from rural to urban areas, which is considerable in Peru, was consistently identified as one of the major causes of problems in both rural and urban areas. In addition, the use of problem trees for instructing the choice of strategies confirmed the way in which migration exacerbates problems in both areas. This reinforced the priority given to increasing food production, thereby making farming a more viable occupation. (Peru imports considerable quantities of food.) The discussion of the affects of migration also influenced the priority given to increasing non-farm employment opportunities in the rural areas. Therefore, the long-term goals of the six agencies, with the exception of DANA,

uniformly reflect reallocation of existing or new resources to rural areas. This was particularly true in the North, where the programs of OFASA, CARE, and ONAA have been focussed in or near the major cities of the coast. This was also true in the Central area, where commitment was made to establish programs in Chico Norte and Chico Sur (both rural areas), in addition to those in the major slums of Lima. (SEPAS and Caritas had already established program emphasis in rural areas, and the majority of the programming in the South is in rural areas.)

Five of the six agencies gave first priority to increasing agricultural production. This was deemed to be the major means for assuring long-term improvement in nutritional status. In addition, there was considerable discussion of evidence that current feeding programs, themselves, have little long-term affect on improving nutritional status. (The rations and duration of provision are too small to make a difference, and the numbers being served as too small as well.)

With exception of OFASA, and its programs in the Central area of the country, all agencies eliminated improving food consumption as a long-term goal. OFASA's staff in the Central area retained this goal and chose nutrition education and provision of donated food as the two major strategies. During the review and critique of this goal, OFASA staff explained their considerable commitment to nutrition education, based upon the use of local foods, and the priority they accorded to this strategy.

DANA, a branch of the Ministry of Health, concentrated on improving the health and nutritional status of children. The provision of food was simply one of the strategies for achieving this goal. For example, the major strategies for improving health were improving village sanitation (latrines, clean water), oral rehydration, immunizations, the promotion of kitchen gardens, as well as the provision of food to malnourished children. In addition, they retain responsibility for the school feeding program which they administer on behalf of the Ministry of Education. The remaining four agencies considered donated food simply as a resource for carrying out strategies to improve agricultural infrastructure (construction of canals and terraces through food-for-work) or strategies to improve health status (food as medicine to overcome nutritional deficiencies).

The goals and strategies chosen by the participants represented a considerable change for some of the agencies. Goals were uniformly stated in terms of changes in beneficiary status such as increases in production, health, and employment, as opposed to programmatic and organizational means such as the amount of food to be distributed to mothers' clubs.

2. Decreased dependence on donated foods. The long-term, strategic plans of all agencies reflect desires to decrease dependence of beneficiaries on donated foods. In addition, they also reflect

decreased dependence of the agencies themselves on the use of donated foods as their major program resources.

In all three workshops, there was considerable discussion of several deleterious affects of donated food and criteria for curbing or controlling these affects. There was general agreement in all three workshops that the major use of donated food in rural areas should be limited to emergencies, with the exception of situations in which the food could clearly be used to reduce malnutrition in young children. There was considerable discussion about the way in which food-for-work in the rural areas might be affecting the tradition (called *minka*) by which community members freely give their labor for community projects. There was agreement that food use in urban areas should be limited to payment of labor for a community project only when the laborer was sacrificing a day's earnings on the casual labor market or, once again, when food served as medicine for malnourished children.

Enactment of these agreements would be a radical change from current programming and the long-term plans of the six agencies do not reflect this radical a change. The agencies plan to continue food-for-work projects and community kitchens in rural and urban areas. What can be said, however, is that the plans reflect a trend toward reducing beneficiary dependence and they target both those beneficiaries and sectors where assistance will have the greatest developmental impact. Rural food-for-work projects are more carefully targetted toward those infrastructural projects which will result in increased agricultural production or projects which when completed (latrines, clean water systems) will not require continued provision of food as payment for labor. The plans reflect the clear intention to make the feeding kitchens self-sufficient-- that is, solely reliant on locally produced food for cooking and feeding. Plans for the urban areas reflect some modest trend toward using food-for-work to construct facilities (potato storage sheds, market stalls) which will reduce food prices and/or improve the marketing of locally produced foods. In summary, the plans employ strategies which will gradually reduce beneficiary dependence on donated food.

The plans also reflect a trend toward reducing the dependence of the agencies themselves on donated foods as their major program resource. To reduce their dependence on donated food, ONAA of Trujillo has set the goal of establishing payment to them of 10 per cent of the increase in agricultural production resulting from their infrastructural projects. This will allow them to gradually replace the donated food used in these food-for-work projects with locally produced food. OFASA/Puno used donated foods to establish a potato seed bank for the farmers in the South of the country. The project is now maintained by having each farmer return a percentage of his or her harvest for use as seed for other farmers or to be sold to cover administrative costs. They now intend to replicate this project in other regions of the country. Also, now that the agencies have plans which address development ends, they believe that they are better

placed to secure financial and technical resources for carrying out these plans.

3. Realistic and feasible long-term plans. The workshop emphasized an iterative approach to long-term planning. The feasibility of each agency's tentative long-term goals was tested by the agency's ability to establish strategies which would achieve them. The feasibility of both goals and strategies was tested by the agency's ability to establish measurable benchmarks for their achievement. The feasibility of all three was submitted to a test of achievement with likely, available resources. Finally, each aspect of the plans of each agency was regularly reviewed and critiqued by staff of the other agencies.

The result was a more complete series of strategies directed toward a given goal for a specific population and a reduction of the number of populations to be served. For example, SEPAS in the North originally intended to increase agricultural production in basic food crops in four to five micro-regions of seven to ten villages each. After carefully, following the process outlined above, they broadened the number of strategies to be employed and reduced the number to two or three micro-regions.

The establishment of benchmarks helped insure that the plans were stated in measurable terms. This, in turn, improved the quality of the plans. In the south, DANA stated their primary goal to be reduction in the incidence of maternal and infant mortality due to malnutrition. It was not until after specifying the benchmarks, however, that they were able to establish that this reduction would occur in 20 per cent of the mother and child population in five provinces of the Southern departments. These parameters will help measure the progress of their program and better assist in the annual revision of the long-term plans. These revisions will increase the accuracy of their planning and gradually increase the feasibility of their plans.

4. Improved capacity. This was the first time that the majority of participants did any formal long-term planning. Their experience had been limited to planning on an annual basis and goals had generally been specified in terms of means rather than ends. Their plans had been explanations of the use of donated food. At worst, they had been statements about rations to be distributed, for a given period of time, to a given number of mothers's clubs. At best, they had been statements about the numbers of kilometers of irrigations canals that would be built or the number of trees that would be planted.

As a result of the workshop, the participants gained the crucial understanding of the distinction between means and ends. Most importantly, they applied this understanding in the the planning of their own work. For instance, the goals of the large reforestation project of SEPAS/Lima, which uses Title II foods, were changed from

simply the conservation and expansion of cultivatable land through reforestation to an increase in overall agriculture production. The new goals addresses increases in production in 30 communities based upon the use of five different strategies, only one of which is the expansion and improvement of cultivatable land. In this case there was an important distinction made between means (planting trees) and ends (increasing agricultural production) which allowed SEPAS to identify the other necessary strategies to achieve this goal.

In summary, the participating agencies set ends (goals) in terms of the major needs of the population, and they then devised the required and feasible means for achieving them that were most appropriate to the agency. They also learned to set quantifiable goals and to quantify the application of their strategies. In addition, they realized the value of this quantification in establishing realistic and feasible long-term plans.

They are capable, in varying degrees, of applying this understanding in the periodic preparation of new or revised long-term plans. The long-term plans and the nature of participation indicated that CARE, SEPAS, and ONAA should be able to continue long-term planning with modest or no additional assistance. The long-term plans and nature of participation of Caritas, OFASA, and DANA indicated further need for assistance to fully insure that they are capable of conducting long-term planning without such assistance.

### Annual Plans and Budgets

Improvements in preparing annual plans and budget can be viewed from at least three perspectives:

- the extent to which the six agencies prepared first year plans and budgets which represent greater developmental impact of their programs;

- whether or not these plans and budgets are realistic and feasible; and

- whether or not the capacity to plan and budget on an annual basis has been improved such that staff of the six agencies can continue to do so with no or reduced external assistance.

1. Greater Developmental Impact. Having taken decisions in their long-term plans to increase the developmental impact of their programs, the question is whether the plans and budgets for the first year reflected these decisions. Did the six agencies actually plan projects to achieve the new long-term goals which emphasized food production, the shift to rural programs, the disappearance of consumption as a goal, reduction of both beneficiary and agency dependence on donated foods, and the general shift to goals stated in terms of long-term changes in the lives of the beneficiaries?

They did. Plans for the first year reflected these new commitments. For example, CARE in the South established a long-term goal of increasing agricultural production by 20 per cent in selected communities of three micro-regions of the Puno department. The three principle strategies were improving irrigation systems, increasing use of improved seeds, and increasing use of traditional agricultural techniques. The goals of their first year plans are (1) the construction of 20 kilometers of irrigation canals and 1,000 communal wells, (2) the study of improved potato seeds, and (3) the establishment of a seed bank in the Puno region. Their first year plans and budgets addressed the first year benchmarks in their long-term plans.

Caritas of Arequipa set increasing employment as one of their long-term goals. In their first year plans and budgets, they propose to provide loans and technical assistance to those small businesses which have the greatest likelihood of expanding-- thus generating more income and jobs. This project responds to the pressing problem of unemployment among the peri-urban populations identified during the first workshop and also represents one of the many projects which the agencies have planned which do not use food aid.

It was evident from the annual plans and budgets that the agencies chose to implement the priorities expressed and decisions taken in their long-term plan to increase the developmental impact of their work. Agricultural production was given first priority in nearly all annual plans and budgets for rural projects and the new shift to employment and income generation was reflected in plans for urban projects. Finally, the goals and objectives of the project plans reflected the emphasis placed on changes in beneficiary status rather than organizational or programmatic approaches-- the ends rather than the means.

2. Good Plans and Budgets. The feasibility of annual plans and budgets depends upon the extent to which each section follows from the preceding one. Do the goals and objectives reflect as much as can be done to resolve specified needs, given resources and conditions and constraints? (Also, are available resources, particularly those of the beneficiaries, being fully utilized?) Is the plan of work the most expedient means for achieving the goals and objectives? Have assignments been made to those who can perform them competently and efficiently? Is there reasonable provision for monitoring and evaluating progress? Does the budget reflect the entire cost of achieving the goals and objectives?

In large part, the majority of annual plans and budgets prepared during the workshops are realistic, feasible, and efficient. The deductive nature of the planning process, the proposed planning methods, and the assistance in their use improved understanding and application of sound planning principles. The inter-agency exchange and critique by section of the plans helped participants improve the

efficiency and feasibility of their plans. The division of the planning process into five sections forced the participants to be steadily more precise and this, in turn, precipitated revision of previous sections of their plans.

For example, OFASA/Lima initially proposed a maternal and child health project in 30 communities, using three complimentary strategies in addition to direct feeding: (1) improving nutritional education of mothers, (2) establishing family gardening plots to improve food supply, and (3) increasing disposable family income through the production of handicrafts. This project proved too ambitious, however, as OFASA staff worked through the succeeding sections of the project plan and budget. The number of tasks and staff time required immediately forced them to reduce the scope of the project to 17 communities and forego the strategy deemed least effective: increasing family income. Furthermore, when planning the monitoring and evaluation of the project, OFASA recognized the need to establish a monthly weight for height monitoring system. This again added tasks and staff time and implied a reduction in the ambition of the project. Though reduced in scale, the final plan represented a superior one with a greater chance of success.

3. Improved Capacity. Can staff of the six agencies successfully plan other projects with the same degree of success without further assistance? For the most part, yes. The evaluation forms and the plans themselves indicate that most participants learned and applied good planning principles. The plans and participation of CARE, SEPAS, and ONAA indicate little need for further assistance. The plans and participation of the Northern offices of Caritas, the Central and Southern offices of OFASA, and the Southern offices of DANA indicate some need for additional assistance.

### Coordination

Coordination is much discussed as a compelling need in development work. Its promise is seldom realized. The emphasis throughout both phases of the project was on the most practical values of coordination-- learning from others, avoiding duplication, sharing resources where efficient to do so-- and the most feasible means for achieving them.

The workshops themselves were an immediate realization of this first value-- learning from others. Participants from each agency reviewed their plans (often section by section) with staff from the other agencies. The others critiqued this work. As a result, plans were changed and improved. In addition, biases were tested in this public forum and were modified. It is likely that this process will continue through the coordinating councils in the various departments and through common projects planned by some of the agencies.

There are also some examples of avoiding duplication and sharing resources. CARE/Puno plans on using OFASA's help in establishing its potato seed bank in the South, since OFASA successfully implemented an identical project two years earlier. CARE also intends to work with DANA to train community members in the proper use and maintenance of potable water systems. This aptly illustrates the value of coordination when agencies use similar strategies to achieve a common goal of development. In several instances, agencies decided to work together in ways which make best use of each agency's unique experience or expertise.

The first collaboration among all six agencies occurred during the long-term planning workshop in Lima. They will establish a common pilot project in one of the slums of Lima, and use this as a practical means for learning methods and techniques from each other, and, as well, the extent to which such collaboration is practical.

There is considerable indication that the agencies are beginning to avoid duplication, share resources, and learn from each other.

## V. CONCLUSIONS

The purposes of the project were accomplished. All agencies made the transition from program planning based upon the availability of donated foods to program plans which address the major ends of development work. In addition, the plans employ strategies which the agencies can carry out. The plans clearly reflect gradual reduction of dependence of both beneficiaries and the agencies themselves on donated foods. The scope of the programming was, in many cases, reduced and all agencies began to identify populations in greatest need and needs of greatest priority and target their projects accordingly. Finally, efforts are being made to coordinate activities and exchange information to the ultimate benefit of the population.

The long-term and annual plans are, for the most part, realistic. The first year plans and budgets reflect the new directions, and there is every likelihood that they will be carried out. There was considerable improvement in planning skills. The project, however, is simply the first step in the full transition. Much remains to be done in effecting this change and in improving all aspects of managerial capacity. A transition of this dimension cannot be made through a single series of planning workshops nor the work of a single year. The agencies must plan each year how they will improve their development work and reduce dependence. The transition is a gradual process and assistance should be provided over time to both foster the change and monitor its implementation. It is an ambitious undertaking which includes a large number of staff and a wide variety of programs throughout the country.

This project was viewed as the first in a series of efforts to improve the managerial capabilities of the six agencies. Part of the project consisted of an assessment of the long-term needs for managerial improvement. This assessment, and the experience gained during the project, indicate need and interest in improving the organizing, staffing, and directing and controlling of the projects of the six agencies, as well as improved financial management of all projects and funds. In addition, further assistance in long-term and project planning should be provided to some of the agencies to assure full understanding and application of these functions. A report of these needs and recommended means for resolving them has been prepared, and it is available under separate cover.