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**CRS/ID TITLE II PROGRAMS:
FOOD FOR WORK and HEALTH
FINAL EVALUATION REPORT**

APRIL 25, 1996

Jakarta, Indonesia

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CRS/ID TITLE II PROGRAM EVALUATION REPORT

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CRS/ID) TITLE II FINAL PROGRAM EVALUATION REPORT

I. SUMMARY

A. Purpose, Objectives, Methods

The purpose of this evaluation is to enable CRS/ID to determine effective future program directions in agriculture and health based on past achievements of the Title II Program, as well as current counterpart institutional capabilities. The evaluation has two closely related objectives: 1) to assess the overall achievements and effects of the Title II health and agriculture programs, especially with respect to the institutional development of counterparts and related groups, and 2) to recommend future program strategies in health and agriculture for CRS/ID to investigate in more detail.

This evaluation took a qualitative approach in summarizing the effects of the Title II program. A team of three consultants and three CRS/ID staff members visited three different CRS Counterpart (CP) organizations to gather data for the evaluation through interviews with CP staff and community members involved with Title II program activities, field observations at project sites, and review of program reports and planning documents. Additionally, the team used a variety of institutional assessment tools to gain broad impressions of the capabilities of the three CPs included in the evaluation.

B. Main Findings

1. Title II Program Effects

In general, the evaluation revealed the strongly positive effects of CRS's Title II Program with Counterparts (CPs) and communities. Community participants reported significant benefits ranging from reduced infant and maternal mortality rates to substantial increases in farm income and agricultural production. CRS Counterparts (CPs) also reported numerous institutional benefits, such as standardized systems and improved staff skills. The evaluators conclude that CRS and the CPs successfully met the challenges of the large size and complexity of the Title II program, providing many tangible, lasting and at times empowering contributions to many poor and isolated communities.

However, the complexity of the program probably preempted alternative efforts by CRS and CPs to address other important issues of communities and CPs alike. The program greatly taxed the abilities of CPs, and placed lower emphasis on participatory development practices. CRS/ID also managed CPs tightly, which generated resentment, but this was perhaps mostly a problem of USAID's requirements on CRS. Some effects were potentially negative, placing communities perhaps in jeopardy of outside exploitation. Lastly, the program apparently focussed on immediate and short-term implementation goals, with little effort at consolidating gains or addressing longer term goals of sustainability.

The evaluation revealed significant variations in effects between program locations and CPs, but there was consistent evidence of many immediate and some lasting contributions to the majority of people who were involved.

2. Institutional Assessment of Counterparts

The evaluators used a variety of methods (described in more detail in the body of the report and accompanying appendices) to gather and analyze information about the institutional conditions of CPs and other local partner groups (like posyandu and farmer groups). These efforts formed a considerable amount of the overall evaluation, but these were not thorough institutional audits or analyses. Instead, the team gained broad impressions of the main institutional issues for these groups, and how potential future programs may have to address their current organizational conditions.

In general there is great institutional variation between CPs, with numerous strengths and notable weaknesses. Their unique abilities and issues will require specific approaches for encouragement or change. Each CP recognizes (also to varying degrees) that certain internal organizational changes are preferable and possible. This recognition in each case offers CRS an opportunity to work with each CP in the design of potential assistance packages to support continued organizational development. The evaluators considered institutional conditions of the CPs in the categories of Organization, Program, and Finance; and assessed progress made toward gaining more self-reliance in each category.

CRS/ID's CPs still represent good potential partners for new programs in agriculture and health, but vary in their abilities and needs, thus requiring specific approaches unique in each case. The CPs could continue to exist without CRS/ID support, although at lower staff and program activity levels. Most are not capable of supporting themselves entirely through internal income generation activities or grant proposal writing abilities. CRS/ID could influence further the self-reliance of each CP by responding to their recognized needs, and thus assist the emergence of a strong network of capable organizations with the capacity to shape development throughout the country.

C. Conclusions

As discussed in the body of this report, the evaluation revealed the strongly positive effects of CRS's Title II FFW Program with Counterparts (CPs) and communities. The evaluation also revealed that food aid was an important component of the program, much appreciated by the people who received it, serving as a good incentive to increase participation, and assisting people to meet immediate needs. But in almost all cases, community members reported they would have participated in projects even without food aid.

The evaluators conclude that the success of the Title II program does not mean that future non-food supported programs would less successful. The transition to non-food supported programs should be possible for all CPs. Some communities and officials may

have to readjust expectations under non-food programs, but this should not be a difficult issue. The critical issue for each CP will be their ability to apply participatory community development methods in partnership with client communities.

All CPs appear enthusiastic about continuing health and agriculture programs with CRS/ID support. CRS/ID will have to be clear and discerning in the kinds of projects to support, based on close negotiations with each partner. The opportunities for new health and agriculture programs are very good, but CRS/ID will have to define these programs, build internal staff capabilities to deliver the programs, as well as the capacities of CPs and communities.

All CPs praised the support and guidance they received from CRS/ID throughout the Title II program. However, they also criticized aspects of CRS/ID's management style. Despite warm relationships between CRS/ID staff and the staff of CPs, all the CPs also commented that would prefer less of a "top-down" approach by CRS/ID, and more of an equal partnership.

D. Recommendations For New Strategies

The evaluators recommend that CRS/ID develop new strategies with the CPs in health, agriculture, and institutional development; as each of these program fields offer significant benefits and opportunities to CPs and their client communities. Each of these new strategies should build on the successes and lessons learned during the Title II program, sustaining and expanding positive effects and new opportunities while overcoming issues not addressed during Title II. These strategy recommendations are meant to be guidelines for CRS/ID to use in further investigation and more detailed program development.

In general, the evaluators also recommend that CRS/ID should develop a new form of partnership in collaboration with CPs and other NGOs and agencies for more effective future programs; based on the unique qualities of each CP's context; and the principles of equality, respect, shared responsibilities and open communication. CRS/ID should also address its own internal organizational issues, partly to become a more effective group, and partly to demonstrate this example to other partners.

The evaluators would like to thank CRS/ID, all participating staff members from the different CPs, and the many community members who made this evaluation possible by opening their offices, their homes, their minds and their hearts to working with the evaluators. This was an enriching experience for the evaluators and their hope is that the result will prove valuable to CRS/ID and all its partners.

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II. TITLE II PROGRAM BACKGROUND

II.A. Origin, Goals and Methods

For over thirty years Catholic Relief Services Indonesia Program (CRS/ID) has operated in Indonesia under an agreement with the Government of Indonesia, providing resources to indigenous voluntary organizations (which CRS/ID calls counterparts) to support their efforts to improve living standards and opportunities of the rural poor.

Since 1986, CRS/ID has implemented three major programs :

- Food and Nutrition Program (FNP), which became the Health Program (HP),
- Food For Work Program (FFW), including infrastructure and agriculture,
- Small Enterprise Development Program (SED).

The goals of the Title II FFW program included creating temporary employment for unemployed and underemployed members of poor rural communities, creating useful community infrastructure that would increase agriculture production and farm income, while conserving soil and water resources. The goals of the Health program included improving the health conditions of rural communities, by improving the quality and amount of services provided through village health posts or posyandu. Both programs relied on CRS's counterparts (CPs) to support directly communities, farmers, and posyandu staff (cadres). CRS also improved the capabilities of CPs to manage the FFW and Health Program activities, and strengthened each CP as a local institution.

CRS/ID generated monetization funds through the authorized sale of food stocks imported from the United States under Title II of the U.S. Public Law 480. From January 1993 to December 1995, CRS's monetization program involved the sale of 29,150 metric tons of wheat, with total local currency proceeds of approximately US \$4,825,900. CRS/ID used these funds to finance commodity warehousing and transportation, purchase of Project Material Support (PMS), project management costs with local counterparts, and certain personnel and operating costs incurred by counterparts and CRS/ID.

All of CRS/ID's Title II food assistance activities formally ended as of December 1995. Reasons for ending the Title II program include the U.S. government's assessment of a lower priority for food assistance to Indonesia, especially as Indonesia has claimed self-sufficiency in rice production from 1985 to 1994, and the overall progress Indonesia has achieved in lowering the incidence of poverty. Despite the closure of the Title II food aid program, CRS/ID will continue to work in Indonesia through the establishment of a local development foundation supported by an endowment generated by a final monetization of food, and by building on achievements of the Title II program in the areas of health and sustainable agriculture through non-food assistance.

II.B. Organizations and Beneficiaries Involved

Counterparts: CRS/ID administered its Title II Food Programs through eight Indonesian organizations and has used the term "counterpart" specifically to refer to those organizations implementing Title II programs. In a number of cases, CRS virtually "created" these local institutions from small 2-3 person entities into large organizations to carry out CRS Title II programs and their attendant components.

Since the end of 1993, five of CRS/ID's eight counterparts have implemented the Health program. Of these five groups, two continued to support health activities with food aid while three groups phased out food aid at the end of 1994.

All eight CRS/ID counterparts implemented FFW-supported agriculture and small enterprise development activities during the current program period. The support was in form of cash resources, project materials/equipment, commodities used as incentives, and training and technical assistance. A few counterparts also received limited assistance from other donors to implement other programs, such as water and sanitation system construction.

Beneficiaries: The 1993 Indonesia Demographic Survey concluded that about 27,000,000 Indonesians were still living under poverty line. A large concentration of the poor is found in rural areas of the eastern part of the country, including the eastern islands such as Lombok, Timor and Flores, as well as Kalimantan. Since the Title II program was designed to increase access of the poor communities to better health and agricultural services, CRS/ID and counterparts selected the target program participants from among the poor in the poverty zones.

III. EVALUATION DESCRIPTION

III.A. Purpose and Objectives

The purpose of this evaluation is to enable CRS/ID to determine the most effective future program directions based on a clear understanding of past achievements as well as current institutional and developmental conditions. The evaluation therefore has two closely related objectives:

1. An assessment which will provide CRS/ID with accurate information regarding the overall achievements and effects of the Title II health and agriculture programs, especially with respect to the institutional development of counterparts and related groups.
2. Recommended options for future program strategies in health and agriculture for CRS/ID to investigate in more detail, including further institutional development of counterparts and local groups to meet community needs in health and agriculture.

Due to the lack of accurate base-line data for comparison, this evaluation report does not provide conclusions regarding statistically quantifiable impacts. Instead, the report addresses qualitative issues of the Title II program, providing information in support of the two main evaluation objectives above. As such, the report presents details on:

- general achievements of CRS/ID's Title II programs in health and agriculture over the period 1993-1995, including effects on target communities and counterparts.
- progress of CRS/ID's support in strengthening counterparts' institutional capabilities for planning, implementing, monitoring and supervising of the Title II health and agriculture programs.
- potential strengths of the health and agriculture programs which could support their sustainability, and potential weaknesses or constraints to sustainability.
- non-food assistance strategies for CRS/ID to develop in support of counterpart and community needs in health and agriculture.

III.B. Design and Methods Used, Variations made in field

As mentioned above, due to the lack of accurate base-line data for comparison, this evaluation report does not provide conclusions regarding statistically quantifiable impacts. Instead, the report is qualitative, reflecting the following components of the evaluation:

- **Approach:** The team of consultants and CRS staff members reviewed background documents and developed tools at CRS/ID, then traveled to visit counterparts and community group for data gathering activities.

- **Methodology:** The team of consultants and CRS staff members conducted interviews and facilitated discussions with CRS/ID and counterpart staff, posyandu cadres, project participants, community members and leaders, government officials and other related parties. These interviews and discussions were the main sources of qualitative data for the evaluation. The team also employed field observations at project sites and reviewed selected records and facilities at counterpart locations.

Additionally, to assess institutional conditions, the evaluators used a participatory SWOT analysis technique with one counterpart, an external SWOT analysis and feedback session with another counterpart, and a day-long institutional diagnosis of the third counterpart's progress towards self-reliance (as defined by the local group).

Copies of questions used and more detail regarding the methods employed are contained in the Appendices to this report.

The evaluation team adjusted the approach and methodology to a certain extent while in the field to accommodate schedules. Also the team took advantage of learning from the experience of the evaluation at each site, and made adjustments accordingly as the evaluation progressed to ensure better quality of data gathering at each site and better use of time with the counterparts. The evaluation team of consultants and accompanying CRS staff members discussed and reached consensus on all changes in approach and methodology in the field.

III.C. Counterparts Evaluated and Evaluation Schedule

CRS/ID chose the counterparts YUSABA, YASPENSEL and YSM to be evaluated for two reasons: (1) unlike other counterparts who phased out Title II programs during 1993 or 1994, they implemented Title II programs until recently, and therefore would have the staff and programming details more readily available to facilitate the evaluation; and (2) they represent a cross-section of all counterparts in terms of institutional orientation (e.g. secular or Catholic-based), sustainability, and geography.

The Title II FFW and Health Program evaluation fits into CRS/ID's larger strategic planning process. As part of the process, this evaluation along with two others (Small Enterprise Development and the Pre-Program Assessment) will be tools to help shape the CRS/ID 1996-2000 Strategic Program Plan. During the three evaluations, all of CRS's eight counterparts will be evaluated.

The following profiles describe the three counterparts who participated in this evaluation, all of whom phased out food distribution in December 1995:

a. Yayasan Usaha Baik (YUSABA) - Ketapang, Kalimantan Barat

Yayasan Usaha Baik or YUSABA is a church organization under the Diocese of Ketapang. It was established in 1984 and started with FFW program in 1991. Natural resource management needs are great in Kalimantan and YUSABA has experience in these kinds of projects, such as with rubber plantations. YUSABA also has experience in developing self-help groups such as a credit union, and in 1994 its started implementing CRS's SED program. YUSABA does not have any health program activities.

b. Yayasan Pembangunan Sosial Ekonomi (YASPENSEL) - Larantuka, Nusa Tenggara Timur

CRS has worked with YASPENSEL, a Catholic organization in the isolated town of Larantuka on the eastern tip of Flores, since 1986 implementing the FFW, Health, and SED/UB programs. The goal of the Yayasan is to provide grassroots motivation and guidance to enable movement out of poverty toward self reliance. The isolation of Larantuka and the population's general lack of access to government services made both the Health and FFW very relevant in the region.

c. Yayasan Swadaya Membangun (YSM) - Mataram, Nusa Tenggara Barat

Yayasan Swadaya Membangun or YSM is the largest PVO/NGO in NTB in terms of scale and types of activities, number of staff, and extent of facilities. CRS has collaborated with YSM since 1991 implementing FFW, Health, and SED/UB projects. YSM's health activities did not use food aid since 1994. YSM's FFW activities included several sustainable agricultural approaches such as terracing, fodder grass planting, and mangrove reforestation.

The evaluation schedule was as follows:

- March 4 - 5 : Document review and tools development at CRS office
- March 6: Travel, Jakarta-Maumere-Larantuka (YASPENSEL); March 7 - 8: Field work at YASPENSEL; March 9: Exit conference at YASPENSEL, return to Maumere
- March 10: Travel, Maumere-Bima-Denpasar-Mataram (YSM)
- March 11 - 12: Field work at YSM; March 13: YSM Exit conference, travel to Jakarta
- March 14: Travel Jakarta-Ketapang (YUSABA), and Entry conference
- March 15 - 16: Field work, Exit Conference at YUSABA; March 17: Travel to Jakarta
- March 18 - 22: Data compilation, analysis and discussions with CRS/ID,
- April 5: First draft report completed, and distributed for comments.
- April 25: Final draft report completed, and distributed.

IV. EVALUATION RESULTS

IV.A. Introduction, Specific Tasks and Results

IV.A.1. Overall Impressions

In general, the evaluation team was very impressed by the positive effects and level of achievement of CRS's Title II Program with Counterparts (CPs) visited at the three locations included in this evaluation. Each CP had implemented their programs under the Health Program and/or Food For Work (FFW) with good results in their target communities, project holder groups and Posyandu. In many cases, the communities and local groups reported very significant benefits which they received either through participating in Health or FFW projects, or as a direct or indirect result of those projects. These benefits ranged from reduced child mortality rates to substantial increases in farm income or agricultural production. CPs and local partner groups likewise expressed that specific aspects of their organizations were strengthened through the Title II program, mostly in terms of their implementing capacities.

The evaluators were also impressed by the sheer size and complexity of the Title II Program, stretching across the nation to CPs operating in widely differing contexts. CRS staff and CPs successfully met the challenges of this program, and can rightly feel proud of their work to support positive, tangible, lasting, and at times empowering contributions to the lives and communities of some of Indonesia's very poor and isolated people.

The Title II Program could not address all the needs of the poor communities and all the needs of CPs who work with those communities. In some cases the demanding and complex implementation of the Title II Program made it impossible for CPs to address other issues or to design and implement other programs of equal value. The strict nature of the Title II Program's implementation, reporting and auditing requirements greatly taxed the time and abilities of CP staff members. The demands of the program also tended to make a low priority of local level participation and empowerment within communities and CPs alike. In short, a negative perception of the Title II Program was that, in practice, its objective was to move large quantities of food to poor people. CRS met this objective by concentrating mostly on developing the capacity of CPs to deliver this food without losses, and without an equal (let alone higher) emphasis on developmental objectives. Some CPs did not object to this situation on developmental grounds, while others had to adjust their programs to ensure that community empowerment remained a prime objective despite the distribution of food. Almost all CPs resented the heavy amount of control CRS exercised over their organizations, even if this mostly was a transfer of USAID's management requirements placed on CRS.

The evaluation, as noted above and in the original scope of work, took a qualitative approach to assessing the effects of the Title II Program. The team did not conduct any

statistical analysis of impacts, in the absence of suitable baseline data. The evaluation team recommends that CRS could work more closely in regard to statistical data analysis with at least Yayasan Swadaya Membangun (YSM) in Lombok, as this group claims to have begun or already conducted baseline data surveys in several program areas. YSM could conduct an evaluation in the near future of their programs which might reveal quantifiable program impacts, although they too warn of the difficulties of obtaining accurate data from the field level.

IV.A.2. Verifying technical accuracy of CRS information

One of the evaluation's specific tasks was to assess the technical accuracy of CRS's reporting system with CPs. The evaluation team did not spend a lot of detailed effort on this task, beyond checking reports and files in the course of interviews with CP staff related to their Health and FFW programs, and by checking the contents of reports with physical field observations. The evaluators found no apparent discrepancies in the data or reports of the CPs and what CRS has received. The evaluators conclude that CRS's reporting system is probably reasonably accurate and reliable for the purposes which CRS uses the system.

IV.A.3. Implementation of previous evaluation recommendations

The evaluation team reviewed many source documents including evaluations of the Food and Nutrition Program in 1989, the Community Food and Nutrition Program in 1990, and the Agriculture Program Assessment from 1993. Due to the many changes in CRS programs since the time of these evaluations, it proved difficult to check on the implementation of specific recommendations from these evaluations. The evaluation team decided not to address this issue in the time available, although it may well be useful for CRS/ID to review the evolution of their programs and what roles evaluations played in the process. This is particularly important in determining the usefulness of this Title II Program evaluation and the upcoming evaluation of the UB and SED program. Additional comments follow in the final section of the body of this report regarding the overall process of this evaluation, as well as CRS/ID's approach and attitude to evaluation as an institutional and programmatic tool.

IV.A.4. Title II Program Achievements vis-a-vis Goals

The evaluation team and CP staff who participated in the evaluation interpreted this issue to be a comparison of what each CP planned to do and what they actually accomplished in terms of program implementation. The team separated this issue thematically from the assessment of effects or results of CPs implementing their programs. The assessment of effects follows in section IV.B. below.

The CPs visited by the evaluation team appear to have achieved acceptably high project implementation and achievement levels. In almost all cases, the CPs realized more than

75 percent of their planned goals each year for both the Health and/or FFW programs. They often achieved 100 percent implementation of plans and in several cases surpassed their planned objectives. Each CP had detailed data recorded regarding their implementation projections, realizations and percentage differences for each program year - and CRS/ID presumably has this information already in reports received from each CP. CPs usually attributed shortfalls in achievements to problems of weather, local conditions and scheduling delays (due to weather, availability of materials, or late shipments of food). Some CPs also may not have planned accurately what they could accomplish in each program year, but the team did not consider this as a major problem with any CP.

IV.B. TITLE II PROGRAM EFFECTS

IV.B.1. Introduction, Definition and Overview

The primary objective of the evaluation (aside from sections on institutional assessments and recommendations for future strategies) was to gain a qualitative sense of the effects of the Title II Program on CPs and the communities and groups who participated in the program. The evaluation team defined "effects" as any physical, attitudinal, behavioral, functional, economic, institutional or relational changes in communities and CPs which appeared to have a correlation to the Health and/or FFW project activities - in the opinions of stakeholders interviewed, as well as in the opinions of the evaluation team members. The team also defined "effects" to include opportunities created for further types of changes in the function and quality of life in communities involved with the Title II Program.

The very broad definition above is meant to include both beneficial (positive) effects and harmful (negative) or potentially harmful effects of the programs, either intentional (planned) or unintentional (unplanned). The evaluation team hopes that this type of definition provides a suitable tool for assessing the qualitative value of a very large investment in the development of rural Indonesian communities and the several organizations providing services to these communities.

The evaluation team believes that CRS/ID's Title II Program had substantial and mostly positive effects on the CPs and their target communities, with significant variations between program locations and CPs. According to observations by the evaluation team, indicators used by CPs, and statements made by CP staff and community members in interviews the Health and FFW programs made immediate and lasting contributions to the majority of people who were involved. In the sections below, this report divides the effects reported which correlate either to the Health or FFW programs. For each program, the report presents effects which were apparent within communities, within CPs, and additional effects which relate to CRS/ID.

Following a listing of the main effects correlating to each program are comments related

to the **sustainability** of the positive effects, followed by comments on the current health and agriculture conditions of target communities which represent on-going challenges and/or opportunities for further work.

IV.B.2. HEALTH PROGRAM ACHIEVEMENTS AND EFFECTS

CRS/ID's Title II Health Program during the evaluated period was supported by food distributions (rice and wheat-soy blend) and monetization funds for program activities, which included various types of technical assistance and training for counterparts (CPs) and posyandu volunteer cadres. These program activities, operational funds and food distributions had significant positive effects on the CPs and posyandu cadre, as well as the target communities. A brief description of CRS/ID's interventions, and the support of CPs to posyandu appears below, followed by the general Health Program achievements and effects.

IV.B.2.a. Health Program Interventions

CRS/ID's support for CPs during the health program included funds to cover CP operational costs and equipment purchases, training, technical assistance, supervisory visits, inclusion in CRS/ID management meetings, funds for posyandu program activities and equipment for posyandu, and food aid deliveries for CPs to distribute to posyandu. CRS/ID mainly trained CP staff in basic community-based health approaches, emphasizing participatory methods. CRS/ID also provided training in HIV/AIDS education, health problem identification, and community health project planning and preparation. CPs received technical assistance from CRS staff in solving certain implementation problems such as finding root causes of drops in posyandu attendance rates. CRS/ID supervisory visits (twice per year by the health program manager, and four times per year by regional managers) focussed on operational issues of financial management, and project planning and management. The management meetings were intended to provide CPs with a broader perspective of CRS's operations and planning process, information about donor sources and requirements, and opportunities to share ideas and improve communication.

In support of posyandu, the CPs provided some basic equipment, training for new posyandu volunteer cadres service providers and refresher courses for continuing cadres, and food to distribute to posyandu participants. The training for volunteer cadres included basic knowledge of posyandu operations and the roles of cadres at the "four desks" of a posyandu (for registering mothers, weighing babies, recording information, and counseling mothers). CP staff also worked together and supervised posyandu cadres during the monthly "posyandu days," with the intention of increasing the ability of cadres to manage posyandu on their own.

CPs also convened workshops at the district level with government officials on how to continue the posyandu program without food, and provided food.

Posyandu cadres provided services directly to women attending the posyandu for basic health issues, pre-natal care and mothering, child nutrition and development, and immunizations. With funding support, the cadres held health contests, cadre jamboree and workshops, and visits between posyandu. The cadres distributed food aid to women who attended posyandu, as an incentive to increase the number of women visiting and receiving services. The cadres collected donations from participants, built or purchased facilities and equipment, and managed the routine operations of the posyandu. Cadres also assisted the delivery of other government services through posyandu, by hosting staff from the Ministry of Health and National Family Planning Agency.

IV.B.2.b. Improved quality of services at posyandu

In all the CPs visited, the posyandu or community-based integrated health services posts were established long before CRS/ID developed working relationships with the CPs. However, prior to the Title II program, the posyandu functioned only as a child weighing post or Posbang (pos penimbangan). The posyandu were (and are) staffed by volunteers from the local community who received basic training from government health officers in operating posyandu as a child weighing post. The capability of the volunteer cadres to run the posts generally was poor, as poor as the post's facility itself, and health officials from Puskesmas (community health center at sub-district level) did not visit posyandu regularly. When CRS/ID started working in the area, CPs distributed the Title II food to posyandu participants (usually mothers) as an incentive to visit the post. The other purpose of the food distribution was also to improve the target children's nutrition status. For each ration of food (4 kgs of rice plus 2 kgs of WSB) each mother also contributed Rp500.- (called Mother Contribution Funds or MCF) for posyandu sustainability purposes. The evaluation team found evidence that the CRS/ID health program, supported by food aid, changed the face and improved the performance of the target posyandu functions in the following aspects:

2.b.1. Regularity of weighing activity : almost all the Posyandu visited conducted weighing activity 12 times during each of the last three years, or once a month. Previously, posyandu were far less regular in conducting this activity.

2.b.2. Attendance rate of the target children of under five rose to an average above 80 percent, compared to an average of 60 percent before the Title II program.

2.b.3. Mother Contribution Funds (MCF): During the evaluated period, a significant amount of MCF accumulated at each posyandu. The document review showed that the highest amount observed was Rp2,300,000.- (two million and three hundred thousand rupiah) which belongs to a posyandu in Lombok, and the lowest was about Rp.66,000 in Larantuka. The amount collected was influenced by the number of

participants, the duration of food aid in the posyandu, and ability of participants to donate funds. Posyandu cadres used the MCF to support posyandu operational costs. During 1994-1995, posyandu cadres spent most of their MCF to build posyandu houses and purchase furniture. They also purchased cooking utensils to support supplementary feeding programs. All of these additions enabled the posyandu to function better.

In addition to information gained during the document review, the evaluators also observed in the field the following qualitative effects of the health program:

2.b.4. High rate of immunization coverage: this seemed to be a result of the improvement of posyandu cadre capability in filling out, reading and analyzing each child's growth and immunization chart, so they would know the immunization needs of each child.

2.b.5. Improved pre-natal care: resulted from the high attendance rate of pregnant women at posyandu. Monitoring of pregnant women was carried out through posyandu activities and "dasa wisma" (groups of ten households) leaders who inform posyandu cadres or puskesmas health officials if they knew of pregnant women in their neighborhood, so that cadres may contact them. Sometimes the dasa wisma leaders also brought pregnant women along with them to puskesmas or posyandu. YASPENSEL reported that 100 percent of pregnant women in the area attended posyandu.

2.b.6. Diarrhea control was a successful part of posyandu activities. Posyandu cadre were well-informed regarding numbers of cases of diarrhea among children, and reported that the incidence of diarrhea had declined considerably. They reported no cases of death due to diarrhea. The success of diarrhea control was probably due to a combination of the Title II-supported program along with efforts by the government with posyandu to promote oral rehydration therapy for treating diarrhea.

2.b.7. Target mothers' increased their awareness of the importance of posyandu: The monthly attendance rate at posyandu fluctuated each month, especially in the fasting month of Ramadhan in Lombok, during Christmas season in Larantuka, and for both places during planting and harvest seasons. However, most mothers came to Posyandu because they wanted to know their children's health status. They also would ask and bring along other mothers in their neighborhood to come. In all locations of the Title II health program, attendance rates of mothers at posyandu increased by rates of 60 to 80 percent during the program. The food aid definitely attracted more women to the posyandu, which resulted in more

women learning more health information. After the program ended, some posyandu reported sustained high attendance rates of mothers, while other posyandu reported that attendance rates returned to levels prior to the program. Reasons reported for dropping attendance rates after food aid stopped usually were related to poverty and needs of women to seek additional food and income elsewhere. Women received four kilograms of rice each time they attended posyandu, which would be enough rice to meet the carbohydrate needs of a family of five people for two to three days.

2.b.8. Beneficial changes in health-related behavior: Attending posyandu is now part of the regular practice of many mothers, as they are willing to visit posyandu or puskesmas without further encouragement from cadres or officials. Cadres and mothers showed increased understanding of diarrhea, purposes of immunization, pre-natal care, breastfeeding, and child health. Cadres in Larantuka also reported that as a result of health education given to mothers at posyandu, participants now keep their villages cleaner, resulting in a healthier and safer environment, and a reduction of sickness in children.

2.b.9. Improved posyandu facilities and equipment: With the termination of food distribution, the target posyandu were allowed to use their MCF to purchase posyandu facilities and equipment, or to build posyandu houses and use the balance of funds for operational costs. In Lombok, although the posyandu program was more recent than in Larantuka or Ketapang, it seems that posyandu function much better than the ones in the other two areas and that this is partly related to the quality of posyandu facilities. Almost all posyandu in Lombok have their own posyandu houses where activities take place every month. The walls of the houses have presentation data and charts of the posyandu achievements, such as growth charts, and attendance rates in previous months and years. Each Lombok posyandu also has basic equipment for weighing and measuring children and adults, as well as stationary and writing supplies. With the MCF, Posyandu also purchased furniture (chairs and desks) and kitchen utensils to support supplementary feeding activities. Sometimes these items are rented to earn money for posyandu operational cost. Posyandu cadres and village leaders are very proud of this.

Analyzing the above mentioned findings, the evaluators conclude that the objective of the Title II food program to improve the quality of posyandu services has been achieved. The client communities have actively utilized the services. Posyandu cadres also have improved their capability to provide services.

IV.B.2.c. Improvement of Community Capability

As a general result of the CRS/ID health program, client communities, posyandu cadres, and CPs were empowered in various ways and to varying degrees. The level and kind of empowerment differed from among the locations and groups involved in the program. The evaluators' definition of empowerment includes increased ability of individuals, groups and communities to initiate and manage their own development activities without significant outside support. Though not explicitly defined as an objective of the Title II program, empowerment of beneficiaries is a very significant if unintentional effect.

2.c.1. Empowerment of posyandu participants:

In general, the health program effected some positive health behavior changes among individuals and community groups due to increased awareness and improved knowledge of several issues. Posyandu participants exhibited this awareness and knowledge by utilizing the posyandu, immunizing their children, using vitamin A, preventing and controlling diarrhea, and accepting pre-natal care and information on safe motherhood.

The evaluators also recognized an improved sense of solidarity among the posyandu participants, and between the mothers and the posyandu cadres. However, the effect of improved solidarity is still limited to posyandu activities. The mothers' involvement as users of posyandu services is still passive. They are not involved in planning or implementing posyandu activities. There are some other activities such as saving and lending groups, family income generating activities and special activities for improving the welfare of families with children under five years old. However, those activities are still planned and carried out by government health officials (and some CPs) from sub-district and village levels, with little active participation of the targeted mothers.

The evaluators recommend that further empowerment of posyandu participants be part of any future CRS/ID health program activities, by actively involving these women in the planning and implementation of all activities, and by providing support which will encourage their participation. The program development format should include sessions with women participants to get their input for setting program objectives, methods and schedules. These sessions should also help identify barriers to women which may inhibit their active participation in the posyandu program, and develop recommendations for the new health program to overcome these barriers.

2.c.2. Empowerment of posyandu cadres:

Posyandu cadres are village women volunteers who provide services at posyandu. They have received basic training from puskesmas health officials, and usually

receive monthly supervisory visits on "posyandu day" by puskesmas staff. The cadres tend to be local women leaders, many of them mothers as well.

During the Title II program, CPs provided technical assistance and additional training in posyandu operations and management to new cadre members, and refresher courses for old cadres. Through this support, the cadres recognize the following improvements they have gained and experienced:

- they have more friends to share,
- they have more and better relationships with posyandu participants/mothers, government health officials, village government, other NGOs and other cadres from other villages,
- ✓ they are actively involved in other village development efforts. This indicates a high motivation to work and to serve.

To implement the health program at posyandu level, CRS/ID through CPs provided the posyandu with basic equipment, training, and food for distribution. This support played an important role in improving the target cadres' program management capability, as well as motivating them to learn more about the health program. Some cadres of the posyandu visited in Lombok even won health and posyandu contests at the provincial level. This success appears due in part to the dynamic environment (regular cadre meetings to discuss posyandu activity plan, and other activities to identify problems and solutions) in the related posyandu which resulted from the support and interventions of CP staff and government health officials. The achievement makes the cadres more confident to continue to serve at posyandu, and to manage their own activities without additional supervision.

In Larantuka and Ketapang, the cadre meeting mechanism is still limited to posyandu activities only, and meetings are not conducted regularly. Sometimes, the cadres' loyalty, work and the results were discussed at an evaluation meeting or workshop at sub-district level. However, there was no clear mechanism to bring those and other issues to the sub-district level.

The education level of cadre women and posyandu participants affected the program in certain ways. Written program materials were only effective with literate cadres. In some areas the literacy rate is very low, which makes written training materials almost useless. Record keeping was also more effectively done by literate cadres. Women with higher education levels tended to show more analytical ability in addressing health issues at posyandu. A possible weakness of the program was that it was not designed for women of varying education levels, and it did not take into account the relatively high numbers of illiterate women in some areas.

The evaluators observed examples of the difference which educational background of the cadres could have on the program: Cadres from Sepit dan Kelayu village of YSM Lombok are mostly high school graduates, with basically sound literacy, numeracy, and analytical skills. These basic skills apparently have allowed the cadres to more quickly strengthen their abilities to manage the posyandu, improve themselves and expand posyandu activities. Meanwhile, most cadres from Manjau village (assisted by YPK/Ketapang) are barely literate, only recently learning how to read and write through an informal group study program (Kelompok Belajar or Kejar Paket A) launched by the government to overcome illiteracy. Only one Manjau cadre member had finished the second grade of primary school. The less educated cadres have not strengthened their management abilities as quickly or thoroughly as the better educated cadres.

Since the program intervention focused only on posyandu development, the cadres were not well prepared to carry out other supportive activities. The cadre activities consequently are focused only on posyandu-related issues and have not expanded to other activities that could improve community health conditions, such as environmental health, nutritional home gardens or livestock raising to support family's nutritional needs.

2.c.3. Empowerment at the village level:

Cadre meetings in some posyandu supported by YPK and YASPENSEL were conducted right after posyandu/weighing activity. Issues discussed in the meeting were usually limited to planning for the next month activities. However, not all cadres and village officials were utilized the meetings to share ideas, plan or carry out other innovative activities like the cadres in Lombok do. Cadres assisted by YSM on Lombok utilize their meetings much more effectively, as they discuss and make decisions regarding financial management and fund raising to support the posyandu operational costs.

The cadres' growing strength to act and make decisions cannot be separated from the effects of CP staff supervision capability to implement the posyandu program. During supervision and monitoring activities, YASPENSEL staff focused on food management and administration at posyandu which, as admitted by the staff, was time consuming. Consequently, they claim they did not have enough time to motivate the cadres and to do things that could create a dynamic environment at posyandu and community level. YASPENSEL and other CPs would like to explore other innovative ways of attracting posyandu participants without the use of food, such as by including them in income generating, saving and lending, and nutrition activities. In general, the CPs also put little effort into participatory community development approaches (with the exception of YSM).

In YPK, the staff face different constraints relating to the limited and poor transportation and infrastructure, making it much more difficult to reach the target posyandu.

The YSM staff have their own indicators of empowerment within the posyandu program, including: active cadres, high attendance rate of mothers, sharing and discussion among the mothers on mother and child health issues, posyandu runs well without visits by government health officials, posyandu services include health and nutritional counselling for mothers of children under five years old, and the posyandu has other supportive activities. These indicators also reflect YSM's overall mission to promote community empowerment, and YSM's posyandu program has included this as an objective. As a result, the communities in YSM's posyandu program appear to have a more dynamic and equal relationship with their CP than other communities appear to have with CPs in Larantuka and Ketapang. At meetings on Lombok with YSM staff, cadres, and participants the discussions were lively and broad ranging regarding community health issues and responses, with a definite sense of team work and camaraderie among all groups at the meetings. This was much less the case in other areas visited by the evaluators. The Lombok communities also have access to a wider variety of supporting activities through their posyandu.

The amounts of money and equipment that a posyandu possess also affect the cadres' strength, bargaining power, and prestige. With more money, the cadres can purchase more equipment and supplies, which makes it easier to provide services. Some posyandu have to borrow equipment because they cannot afford to buy it, but this severely limits what they can do - especially when they cannot borrow equipment. Good quality equipment and writing supplies can insure more frequent and more accurate data recording. With more money, the cadres can build or purchase more comfortable and functional facilities which can make visiting a posyandu more enjoyable for clients. For example, in Sepit village on Lombok, the posyandu have their own houses, with presentation data and charts filling the walls, complete with furniture and cooking utensils for nutritional activities. The posyandu have won contests at the provincial level. The cadres are very optimistic that, with the earnings from the chairs rental, the posyandu will always run well even without government health officials or field workers of the counterpart. Having more posyandu resources appears to encourage better quality and range of services, as well as the ability to generate more resources. However, having more posyandu resources does not guarantee better service quality, and does not appear to have much affect on attendance rates, as attendance rates are lower on Lombok than in Flores and Kalimantan.

IV.B.2.d. Empowerment At Counterpart Level

Empowerment at the CP level observed by the evaluators was limited to the human resource aspects of the health program.

2.d.1. CRS/ID intervention on counterpart staff development

As noted earlier, CRS/ID's interventions or support for CPs included operational and program funds, regular program supervision, staff training, technical assistance, involvement of health program managers in yearly management meetings, and food for distribution. The funds allowed the CPs to improve facilities, purchase supplies, pay for transport, pay staff salaries and benefits, and to cover program activity costs in the field. Supervisory visits and training helped to develop CP staff skills in project planning, use of the Logframe, monitoring and evaluation procedures, financial planning, management and program budgeting, community-based health interventions, and HIV/AIDS education. Technical assistance assisted CP staff to overcome specific problems in program implementation, and strengthened staff abilities to solve other problems. The yearly management meetings with CRS/ID enabled the CPs to broaden their understanding of CRS/ID's overall program, and to share ideas and improve communication between CPs on ways to improve program management. CPs also developed their abilities through the practice of managing their programs, designing and delivering cadres' training, supervising cadres meetings, facilitating health contests and other activities for cadres and target participants.

2.d.2. Administrative Capability:

CP staff exhibited strong capabilities in program administration. The strict accountability requirements of the Title II program made it imperative for CRS/ID to train CP staff intensively and to closely supervise the administration, logistics, and financial management of all CPs. CRS/ID's training and supervision apparently succeeded, as the administrative, logistics and financial management skills of the CPs are among their strongest abilities. On the other hand, CP staff say that the program's accountability requirements made it difficult for them to find time to develop other abilities or to improve non-logistic aspects of the program. The evaluators suggest this was not only an issue of the amount of time available, but also the ability of CPs to manage their time well and to define improvements or additional activities.

2.d.3. Supportive Working Environment for Staff Improvement

The CP staff capability was also affected by the working environment created within each group, which varied considerably among the three groups visited. In groups where the director encourages open communication and a frank exchange

of ideas, the overall functions of the group appear more effective. YSM has regular staff meetings to report their past activities and to plan the next, to share experiences, ideas and information regarding the program implementation and other related activities. This improves the staff ability to identify problems and solutions, make decisions, and to respond to ideas or reactions coming from cadres or client communities. In YPK of Ketapang, meetings between the staff and the director appear less open in communication and format, and program implementation suffers from less attention on quality improvement. With a more open and decentralized working environment there appears to be a correlation to greater staff initiative, analytical ability, and responsiveness to communities.

2.d.4. CP Approach to Posyandu Supervision:

On every monthly "posyandu day", CP staff supervision focused on assessing and improving the increase of mothers' attendance rates and the accuracy of the cadres' food management reporting. The CP staff checked carefully all of the records kept by the cadres for these two categories, insuring a high level of accuracy. Because of this supervisory focus, the CP staff did not gain much experience in other activities which would have improved their skills in program delivery. For example, CPs were inadequate in introducing knowledge of nutrition and solving basic health problems. In Manjau Ketapang, when children complained they were bored of mung bean porridge distributed during a supplementary feeding program activity, the cadres and YPK staff did not know how to respond with an alternative nutrition approach.

2.d.5. Community Trust of the Counterpart and Staff:

The CPs generally are well accepted and trusted by client communities. This is mostly due to the beneficial technical and food support CPs have provided to communities, and the mostly open and respectful way that CPs have worked. The CPs are well known and have good working relationships with community health centers (Puskesmas), local government and other related institutions.

IV.B.2.e. Effects of Food Distribution on the Posyandu Program and in Client Communities

The food-based posyandu development program evaluation was limited to YASPENSEL Larantuka and YSM Lombok, as YPK in Ketapang did not use food aid. Effects of food distribution on posyandu program activities can be classified as follows :

2.e.1. Effects of food distribution on the program:

As explained above, food distributions tended to increase attendance rates of posyandu participants, and thus the volume of services provided through the

program. Without food aid, posyandu cadres reported decreases in posyandu attendance rates, although these were only very significant on Lombok. However, even without food aid, the posyandu program will continue as it is directly supported by the government. The quality of services provided and number of people attending posyandu could decrease further though if additional development support is not available.

2.e.2. Effects of food distributions on the posyandu participants:

Food distributed at posyandu has indeed attracted mothers to bring their children to posyandu. The mothers also voluntarily contributed Rp.500.-for one ration of the food. Before taking the food home, the mothers would contribute a handful of rice to posyandu for supplementary feeding. The rice was usually consumed by the whole family, but WSB was usually given to children. Assuming each mother contributed Rp500 per food ration which included 4 kg of rice and 2 kg of WSB, and the local market value of those commodities was about Rp800/kg of rice and Rp400/kg of WSB, a mother would save about Rp3,500 for each ration she received (Rp4,000 total value - Rp500 MCF). This savings was only on a monthly basis and so probably did not have a very large impact on a family's expenses. Over the course of the 3 year program this savings amounted to about Rp126,000 per family. Each food ration only accounted for the energy needs of a five-person family for about two days. But all participants appreciated the food aid greatly, as most of them still had a difficult time feeding their families even with the food aid.

2.e.3. Effects of Food Distribution on the Cadres:

The food aid provided a mechanism to raise the Mother Contribution Funds (MCF). These MCF were very valuable for improving posyandu facilities, developing income generation activities (through renting furniture purchased with MCF), and for providing a small cash incentive for cadres to serve. The effects of MCF on the cadres were improved ability to deliver quality service through better facilities, increased ability to sustain posyandu through income generation activities, and more consistent cadre service due to the cash incentive. However, now that the food aid and MCF are expended, the cadres may not continue to exhibit the above effects.

2.e.4. Effects of Food Distribution on Group Development:

The food aid had limited effects on the development of any groups other than the posyandu cadres. At least one posyandu visited by the evaluators used MCF as initial capital for the cadres to start an income generating activity (furniture rental) that partially supports posyandu operations. However, none of the other posyandu in both appear to have promoted any kind of group activity outside of

usual posyandu services. There are no community-based health groups other than posyandu in the three areas evaluated, although many communities do have UB groups involved with other CP programs.

IV.B.2.f. Networking Improvement

2.f.1. Support from Puskesmas :

Each posyandu has four "desks" staffed by cadres, and a fifth desk supported by staff from puskesmas and the local family planning agency who provide medical services and immunizations. Some posyandu are only managed by CP staff and local cadres, such as in Ketapang, where puskesmas health officials rarely visit because YPK field staff (nurses) are capable of giving medical and immunization services to the participants and the local communities. The level of support from puskesmas appears to depend on the policy of the head of the local puskesmas (a doctor). Some puskesmas doctors in Lombok consider posyandu to be very important integrated health service posts at the community level, and therefore they regularly visit posyandu to directly serve the communities. Some doctors also attend cadres meeting to share ideas on posyandu issues. However, other doctors do not visit posyandu, such as in Manjau, Ketapang. The puskesmas doctor does not visit Manjau because he says that YPK staff can handle all medical needs, even though YPK and the community feel they need additional medical services. It is not clear why this situation continues, but YPK apparently needs to improve relations and communications with the puskesmas doctor. The benefits of good relations with puskesmas are clear. The posyandu in Lombok that were regularly visited by doctors won second place in a posyandu service contest at the district level. The head cadre of this posyandu also won first place in the Family Income Generating Activities category at a provincial level contest, and she went to Yogyakarta as the Lombok representative at the national level contest.

2.f.2. Support from Community Formal and Informal Leaders:

In theory (and usually in practice) posyandu have support from all formal community leaders because the government has a mandate to support posyandu as a mechanism through which to achieve national targets such as reduced rates of infant, child, and maternal mortality. (In the design of the Title II health program, CRS/ID used the same indicators and targets set by the government.) These government targets apply to all levels of the government, and the performance of local leaders is judged by the success of their area in achieving the targets. These local leaders therefore have a vested interest in supporting posyandu. In practice, actual support usually amounts to leaders attending "posyandu day" each month, and encouraging other people to attend. However, except for one posyandu with a provincial level reputation, local leaders do no

provide any other support such as promoting the empowerment of the target mothers and the cadres, or the development of additional activities.

2.f.3. Support from the Church:

YASPENSEL of Larantuka is a church-affiliated organization. However, there was no clear explanation regarding church support for program implementation. YPK was established by the Congregation of St. Augustinus Sisters. The church provides some financial support to run the clinics, maternity hospital and posyandu activities. There was no evidence that church support was limited to or directed in any way toward different segments of beneficiaries. All CPs appeared to be non-discriminating in their service, working with all kinds of communities and individuals regardless of religious affiliation.

YSM in Lombok is an unaffiliated, secular NGO which receives no direct support from any church, mosque or other type of religious organization.

2.f.4. Inter-posyandu and Inter-NGOs Networks:

There are 100 posyandu supported by YASPENSEL, 68 posyandu supported by YSM, and 42 posyandu supported by YPK. Inter-posyandu cadres meetings were occasionally held by YASPENSEL and YSM. These meetings helped create a strong solidarity among the cadres. This solidarity led to mutual sharing of useful information and approaches between posyandu, reportedly also helping to increase attendance rates. Unfortunately, there has been no follow up effort to these meetings. In addition, none of the three CPs are involved in any NGO networks related to health programs in their respective areas. This lack of networking represents a very weak area in respect to all CPs, and should be a focus of future health program efforts. Several groups exist which could offer significant benefits to CPs, and who no doubt could benefit from the experience of CPs as well. A partial network list would include: World Vision, PLAN, YKSS, PIKPK, and YKAO.

IV.B.2.g. Program Sustainability

The evaluators tried to assess the possibilities of the program sustainability through several aspects, including:

2.g.1. Government Policy:

For now and the next several years, posyandu will serve as a central service delivery mechanism in the strategy of the Ministry of Health (MOH) to improve the status of community health, and especially to reduce rates of infant and maternal mortality. The government will continue to encourage and to strengthen

the community involvement in health improvement activities through family planning programs, providing cadre training, and increasingly by requiring clients to pay for services. The community-based efforts will not be limited to the posyandu program, but also will include environmental health, water and sanitation facilities, improvement of students' health, community-based health insurance, and village mid-wife training and placement. The policy to route many of these services through posyandu will ensure that posyandu will be sustained as local institutions or government service delivery points. It is likely that posyandu will continue to provide weighing, growth monitoring and basic medical services even without NGO support or food aid. However, it is not clear if current service quality levels and attendance rates will be maintained or improved through continued government support.

2.g.2. Level of the target mothers' awareness:

Taking into account the level of the target mothers' and pregnant women's awareness of the importance of posyandu (demand for services) and the good capability of cadres, the supported posyandu are likely to continue the program activities without food. Some possible constraints, however, should be anticipated, such as cadres mobility (desire for jobs) or tendencies to drop out without more incentives. Posyandu clearly will need strategies to develop and maintain quality cadres, including financial support.

2.g.3. A Supportive Environment:

The policy of the Ministry of Health to encourage community participation in primary health care activities represents a good opportunity for communities to improve their health conditions, and especially through improvement of posyandu. Posyandu sustainability in each village also will depend on the development environment created together with the village government through a long process of networking among cadres, participants, community leaders, puskesmas officials and other local NGOs. A key component for sustaining posyandu will be the ability of CPs to work together with and influence the local government to support posyandu effectively. Unfortunately, due to limited time and tools, the evaluators were not able to identify the number of posyandu which already may have developed a good environment of community, local government and CP support. One good example though is the posyandu visited in Sepit village, Lombok. This posyandu enjoys full support from local formal and informal leaders who actively engage in planning activities and encourage participants to do the same. The cadres are strongly motivated and share lots of information between their posyandu and others in the area. Their facilities and equipment are in good repair and their data is well-organized and accessible. They enjoy a high attendance rate of participants. They even have additional income generating activities (furniture and utensil rentals) for supporting the

posyandu operational costs, and they are engaged in investigating other alternatives. The cadres and CP staff say that a lot of this posyandu's success is due to the positive environment created by key leaders, the CP (YSM), and the local government (puskesmas).

2.g.4. Counterpart Staff Capability in Implementing the Program at Posyandu Level:

To assist posyandu cadres in sustaining their activities, CPs need to do the following:

- Define and adopt a clear concept of community empowerment, and develop staff capabilities to demonstrate this concept through posyandu activities. Of the three counterparts assessed, only YSM staff have defined their concept of empowerment. The evaluators think YASPENSEL may also have a concept of empowerment, but it has not been clarified yet. YPK appears unaware of the importance of community empowerment in improving and sustaining posyandu activities. They do not yet have a concept of empowerment.
- Develop the staff capability to position themselves at the same level with the community they serve; not act as if they know everything; and be honest, sensitive and respectful in working together with communities to identify needs and design effective responses. The Title II food aid program tended to limit the development of this capability in CPs through extensive logistic demands. The program also in some cases tended to accentuate inequality in bargaining power between CPs and communities, as communities ended up accepting the terms of CPs to get the food. But the food aid offered an opportunity to begin work in many communities, and this work was very empowering for many people, even if it relied on unsustainable external resource transfers. From the successes and lessons of the Title II program, CPs should be able to develop additional and more effective approaches to community empowerment which should help sustain development efforts long into the future.

2.g.5. Posyandu Self-financing:

Cadres on Lombok developed innovative income generating activities to support posyandu by utilizing the MCF to purchase posyandu furniture (chairs and desks) and kitchen utensils, as mentioned before in earlier sections of this report. This activity deserves fuller description here as a method to help sustain posyandu: The chairs, desks and kitchen utensils are used especially on posyandu day. During the rest of the month, cadres rent the chairs and kitchen utensils to anyone who needs them, without exception. This capability to earn money gives

the cadres a certain pride and bargaining power. For example, the head of the sub-district needed chairs for a government ruling party activity in the village and he asked the head of village to lend the chairs free of charge. But the cadres told the head of village that the chairs belonged to posyandu and if the Camat (sub-district head) needed them he would have to rent from the cadres at a special price: one and half times the regular price! The cadres explained to the Camat that to keep the posyandu running, they had to earn money, so he understood eventually and paid the increased price.

IV.B.2.h. Remaining Issues: Opportunities and Threats to the Health Program in the Future

2.h.1. Continuing Problems of Community Health:

The government has identified many community health issues which continue to demand attention:

- high Infant Mortality Rate (IMR) and Maternal Mortality Rate (MMR), still higher than most other Asian countries,
- high incidence of communicable diseases and increasing rates of degenerative diseases,
- increasing numbers of elderly people,
- changing and unbalanced diets resulting in nutritional problems,
- industrialization which results in the increasing number of occupational health problems and decreasing life quality, as well as increasing incidence of urbanization which usually creates slum areas in big cities,
- changing social behaviors, putting more people at risk for certain communicable diseases (such as HIV/AIDS), and the breakdown of extended support networks of family and community.

To address these issues, the government encourages those who are concerned, especially private organizations, to participate in the efforts to solve, or at least minimize the impact of the problems.

2.h.2. Posyandu as Strategic Institutions for Improving Health Status:

Posyandu are strategic institutions for developing other health improvement activities, as participants tend to inform the cadres about the health situation in their families and neighborhood. Posyandu cadres, on the other hand, are groups of trained and skilled village health promoters. The cadres could improve their abilities to motivate, educate and mobilize villagers in health activities. They also have good opportunities to extend posyandu services to include other health-related activities which have not been explored yet. But cadres need additional training and support to enable them to improve and expand existing services.

CP staff are somewhat capable now of assisting and empowering cadres (with differing abilities among CPs), but they definitely need more practice and experience in applying their existing skills of community-based health education. Through applying what skills they already have, it may be apparent what additional technical skills the CPs will require to implement a more comprehensive health program.

The government of Indonesia, in its long-term planning, will continue to strengthen and improve the posyandu, emphasizing community-based health program activities. This government support perhaps offers the CPs and CRS/ID an opportunity to link effectively in a combined effort to improve community involvement in a health program.

2.h.3. Counterpart Capability and Community Capability:

Both cadres and counterpart staff have experience in organizing the client communities in the posyandu activities. Both cadres and the participants have benefitted from the posyandu activities. Working together, they have gone through dynamic changes towards improving the quality of community health. They shared some common values, and they increased their self-confidence and pride through improving themselves and serving the people through posyandu. These personal achievements are invaluable capital to be utilized in an expanded health program. A list of possible expanded activities suggested by CPs, cadres, and the evaluators includes:

- nutritious food crops home gardening,
- livestock breeding to increase availability of nutritious food sources,
- environmental health improvement,
- community-based water system and sanitation facilities development,
- movement for the welfare of families with children under five (Bina Keluarga Balita Program initiated by the government) and growth stimulation for children under five,
- formation of Mother and Child Health (MCH) groups,
- provision of village medicine posts,
- community health insurance activities,
- development of income generating activities,
- accessing and sharing new information,

If the cadres and the target communities do not utilize these and other opportunities, the achievements of the posyandu activities could become stalled, resulting in immediate drops in attendance rates and a declining level of posyandu influence over community health in the long term.

2.h.4. Opportunities to cooperate with related government institutions:

YSM in Lombok has a long working experience with district government office through district level regular Coordination and Development Meetings where YSM reports its FFW/agriculture and health program activities to the head of the district (Bupati) and heads of sub-district (camat). YSM gets strong support from local leaders and the district health, public work and agriculture offices (Dinkes, Dinas PU and Dinas Pertanian respectively). Although, there are ample opportunities to work with government agencies, the other two CPs visited have not started to take advantage of their opportunities, and could use encouragement to do so.

For example, the director of YPK in Ketapang admitted that to improve the client communities' nutritional status, health program interventions at posyandu alone are not enough. A more integrated program is needed, which also will develop community economy through agriculture or savings and lending activities. Today, there are about three different kinds of programs implemented in the same communities where YPK works. YPK has not succeeded yet in achieving their goal of improving community nutritional status through posyandu interventions because the communities are so poor they do not have enough money to buy enough food for their families. YPK says they must take this opportunity to consolidate programs into an integrated approach, instead of implementing several uncoordinated activities which may just confuse communities regarding overall objectives.

IV.B.3. FFW PROGRAM ACHIEVEMENTS AND EFFECTS

IV.B.3.a. FFW Program Interventions

CRS/ID's support for CPs during the FFW program included funds to cover CP operational costs and equipment purchases, training, technical assistance, project material assistance, supervisory visits, inclusion in CRS/ID management meetings, funds for farmer group activities (i.e. study tours) and some equipment, and food aid deliveries for CPs to distribute to program participants. CRS/ID trained CP staff in basic community development approaches, emphasizing participatory methods. CRS/ID also provided training in problem identification, and community project planning and preparation. CPs received technical assistance from CRS staff in solving certain implementation problems such as how to obtain certain project materials. CRS/ID supervisory visits (twice per year by the program manager, and four times per year by regional managers) focussed on operational issues of financial management, and project planning and management. CRS's yearly management meetings were intended to provide CPs with a broader perspective of CRS's operations and planning process, information about donor sources and requirements, and opportunities to share ideas and improve communication.

IV.B.3.b. FFW Program Effects In Communities

The effects of the FFW program reported in communities relate to the different types of FFW projects, including: community-owned physical infrastructure such as roads, bridges, dams and reservoirs; and agriculture such as rubber and casher plantations, and mangrove reforestation. Additional effects correspond to aspects common to several types of projects, including: food distribution, training and skills transfer, government and community and government relations, and institutional issues.

IV.B.3.b.1. Effects relating to Physical Infrastructure Projects:

3.b.1.a. Farmers have increased access to roads and transport for taking crops to markets, greatly reducing travel time and its effect on quality for certain perishable products. Farmers mostly reported the benefit of this access to roads as a reduced burden in transporting crops. Increased road access has not resulted in significant income changes for farmers as most reported they received the same prices at markets no matter how they got there - plus they have to pay for transport to and from the market. Some farmers reported that small market traders often come directly to villages now via the new roads and bridges, again reducing the burden of taking produce out manually, but with no reported increases in income. However, road access may have led to small increases in cash income in some cases, as some farmers now sell a few products (some fruits and vegetables) which previously were consumed only at home or used as animal fodder due to transport problems.

3.b.1.b. Government extension agents' have increased access to remote areas, increasing the amount of trips by agents and amount of support they can give to farmers. This could result in better information, techniques and planting materials being available to farmers, which could improve their production and presumably their income. Potential negative effects: access could lead to control of the products and land farmers cultivate, and the use of certain techniques or plant varieties which may have negative effects on the local environment and community health, as well as higher costs for farmers.

3.b.1.c. Communities have increased access to roads and transport to take sick or injured people to medical facilities. Government health staff also have increased access to communities via the same roads. This could lead to positive effects in the community standards of health. This may have been an unplanned benefit. Potential negative effect: Increased access by government health officials also could lead to subtle (or not subtle) coercion to use certain health products or techniques, such as long-term contraceptive methods (i.e. implants or sterilization). Another

potential negative effect could be increased injuries and losses from road accidents in communities, involving either community members or livestock.

3.b.1.d. In several cases, FFW projects led to increased government responsibility for infrastructure extension, maintenance and improvement. Public Works (PU) departments often paved roads after CPs and communities had initially built or hardened the roads. In several locations, the local government brought electricity into the communities after an FFW road was built. In another location, after the community built a large dam, the government quickly built a road to the site in conjunction with an opening ceremony for the dam by the provincial governor.

IV.B.3.b.2. Effects related to the distribution of food:

3.b.2.a. Food distributions apparently served as effective incentives for community members to provide their labor on many projects or to attend Posyandu. Only in certain cases though, did food represent the main or only reason the people would work on a project. Food was always appreciated, as community members are very poor in almost cases, but usually the participants reported that they would have worked on community projects even without food as an incentive. This was especially true for projects on farmers' private land, such as for terracing and plantation projects.

3.b.2.b. Most communities increased their consumption of rice during FFW projects and for several months afterwards, especially communities in areas which usually did not have enough rice for consumption on a regular basis. The evaluators could not determine what nutritional effects the increased rice consumption may have had, although more rice alone would be little more than an increased source of carbohydrates which may or may not have been a nutritional issue at any site. In eastern Indonesia, corn is more of a staple food than rice, but people show a trend now to prefer rice as an increasing component of their diet and are willing to buy or barter for additional rice above what they can produce themselves. FFW projects probably distributed far more rice per person than people would usually eat on a monthly basis. Participants often received 2.5 to 5 kg of rice per work day, yet usually consumption for an adult may be about only .5 kg of rice per day. Participants were able to store their extra rice until needed, long after they completed FFW projects.

3.b.2.c. Most FFW participants greatly reduced their expenses for purchases of rice during FFW projects. In many cases, families who usually would buy half or more of their rice did not have to buy rice for up to a full year. This offset in food expenses represented a clear increase in family income during the period of a project. The evaluators also presumed this offset in expenses was higher than foregone income from any other paid employment which community members presumably would have taken in the absence of the FFW project and the rice distributions. Several farmers reported that they usually seek paid employment elsewhere during the dry season when their farms are idle, but they stayed to work on the FFW project because of the food distributions.

IV.B.3.b.3. Effects in communities related to training and skills transfers

3.b.3.a. Some project holders reported increased abilities in certain skills related to the projects, particularly construction skills. This effect may result in better built or safer structures in the future than past community projects which may have used poor designs through lack of information, as well as material resources. Farmers and communities appreciated guidance from CRS counterparts, especially in the introduction of new planting and cultivation techniques for crops like cashew, as well as in the design of infrastructure projects.

IV.B.3.b.4. Effects related to Local Institutional Issues:

3.b.4.a. In at least two cases, community members have remained active in organizing on-going maintenance and management of physical project assets, such as a road and a dam. The value of these assets has encouraged the communities to repair or maintain them on a monthly and as-needed basis. The groups initially formed to build the projects have remained active at these locations expressly for maintaining the structures. Additionally, at a dam site in Lombok, the project group has evolved into a water-users group, deciding how to best manage the new reservoir resource so that all farmers get equal access to the water regardless of their distance from the dam. This effect of continued organizational cooperation at project sites was not true of all project locations, but did occur in several, and may reflect the level of preparation by CRS counterparts with local communities in defining appropriate projects truly representing local priorities.

3.b.4.b. In some cases, FFW projects empowered communities by increasing awareness of local conditions, available resources and their own abilities to effect positive changes. These communities each went through a process of determining their priorities, selecting and developing a project

idea for a proposal, organizing and managing groups of workers to implement project construction, providing some of the construction materials themselves, and maintaining their new assets after construction. These experiences also often led to pride in the community for their accomplishments and may lead to similar approaches to address other local priorities.

IV.B.3.b.5. Effects related to Agriculture Projects (i.e. production and income, environmental conditions, and certain practices):

3.b.5.a. Some FFW projects effectively doubled the growing seasons for target communities, such as a dam which provides irrigation water for an additional 5 months during the 7-month dry season in eastern Lombok. This should translate into a certain increase in income for these communities, or at least provides a new option for community members not to have to seek wage employment elsewhere during the dry season just to buy food. Most of the production from these areas still is for subsistence consumption, but longer growing seasons also should allow farm families to grow additional surplus of consumption staples like rice and new crops for sale to increase cash income.

3.b.5.b. FFW agriculture projects appear not to have had any effect on types, methods and levels of applications of chemicals, such as fertilizers, pesticides and herbicides which farmers continue to use when they can afford them.

3.b.5.c. Some projects appear poorly maintained, such as dam projects which are heavily silted in less than a year after construction, without adequate mechanisms for clearing silted reservoirs or controlling on-going and future erosion. This could limit considerably the usefulness of the dams as they will not provide as much water as an unsilted reservoir. Also, the rich sediment silt no longer will reach downstream locations which may have relied partly on this silt to restore nutrients in fields.

3.b.5.d. Dams and irrigation systems may increase competition between communities for scarce water resources. Communities near the dams probably will use most of the water retained in reservoirs during the dry season, while other communities and farms farther downstream may be deprived of water they rely on for irrigation and home use.

3.b.5.e. FFW mangrove reforestation sites may lead to environmental improvements which will promote the increase of the local fish population through the restoration of their breeding habitat through improving the coastal marine environment. It is not clear yet whether people will just

cut down the new mangrove trees for firewood as they did to the original trees in the area, as communities still need firewood and have very limited options for finding any locally.

3.b.5.f. Several greening or tree planting projects have assisted farmers to obtain Surat Keterangan Tanah (SKT) or limited land-use rights over the areas they have planted. In some cases this amounts to the first official land title of any kind for these farmers - an extremely important issue for farmers trying to secure their land, food and income. An SKT is far from granting legal land ownership to a farmer, but it has strength as a document which will come close to guaranteeing that the farmer who planted the trees is the only one entitled to harvesting and selling the trees or products from the trees. SKTs set a land-use precedent, and could help farmers to obtain more land security in the future. This is especially important for people with little to no land rights at all.

IV.B.3.b.6. Additional Community-level effects of FFW projects:

3.b.6.a. Title II programs may have helped counter community criticism of CPs for "Christianization" tendencies, as project resources allowed fairly extensive reach into many areas not dominated by a Christian population. Church-based CPs such as YASPENSEL and YUSABA usually may have found themselves more limited by what they could with support only from their diocese, and assistance to Catholic communities may have been more explicit in their activities prior to the Title II program. A potential negative effect though was that CP projects may have caused envy in communities which did not receive assistance or had their proposals rejected (one CP only accepted 15 percent of proposals received). Some CPs however reported that such envy could have a positive effect as well, urging communities to take action for themselves.

3.b.6.b. CRS/counterparts demonstrated to communities the positive difference between well-run private development programs and less well-run government assistance efforts. In an unsolicited comment about Yaspensel's FFW program, the captain of a local ferry emphatically stated that Yaspensel's program was open, honest and fair. He was impressed by Yaspensel's delivery of exactly what they had promised, without any apparent skimming of project resources or payoffs. He contrasted this with a government food program which he said was always short of delivery goals because local officials would take portions of the shipments for themselves. This difference, in the captain's opinion, made Yaspensel appear to be a much more reliable and trusted partner with local communities and businesses, such as the ferry service.

3.b.6.c. The FFW program probably has generated high expectations from communities and local government for continuation of CP programs with CRS support, and possibly such that they also expect more food as part of these programs. Future program efforts likely will have to address these expectations, and clarify that payments or transfers in cash or kind will no longer be part of CRS/CP support for communities and local groups, or that such transfers will at best be greatly reduced and limited to certain training materials and supplies. High expectations from communities and government also should represent opportunities for CPs to develop additional projects relevant to local needs which could link to broader government objectives and support.

IV.B.3.c. FFW Program Effects Within CRS Counterparts

3.c.1. CRS/counterparts have a relatively high capacity for handling large logistics activities such as the food distribution required in the program. All counterparts appear to have gained abilities in developing projects using food, designing the structures to be built for FFW projects, arranging all the logistics for receiving and delivering the food to communities, keeping accurate records of food transport and delivery as well as accounting of other project funds, and monitoring the implementation of project activities. Many of these skills are readily transferable to other program and administrative activities.

3.c.2. The development of logistics ability among counterparts may have come at the expense of their developing more participatory program approaches. By emphasizing the implementation of projects based on the transfer of large amounts of food with very detailed monitoring and reporting requirements, some CRS/counterparts may have not developed other project and program development skills for ensuring high levels of local community participation in project designs and decision making. This represents an emphasis on immediate results instead of longer term objectives of local sustainability. However, this was not true in all cases, as reported above in relation to on-going work by local project groups. Those examples of continuing work may not be so much of a result of the Title II program as much as they represent pre-existing attitudes and skills of counterparts to developing local community capacities, as well as pre-existing group capacities in certain communities. Some CPs (YSM) talked about having to fit the Title II agenda into their mission to empower communities, but they felt they were able to do this. Not all CPs however felt the need to ensure that Title II programs fit their vision and mission, and these groups in general exhibited less ability or inclination to promote community empowerment (such as YUSABA).

3.c.3. Although CRS changed the FFW emphasis in 1995, most CPs were not prepared internally to make a complete or intensive program change away from infrastructure toward agriculture projects. FFW agriculture projects mostly consisted of paying farmers with rice to terrace or clear land and plant single species such as cashews or rubber, but without plans for continued maintenance or future use of these crops within a diversified and sustainable agricultural system. As FFW ended in December, most CPs now have shifted their staff and program objectives in support of UBs, BPRs and SED. In short, FFW did not result in most CPs developing or retaining capabilities sufficient for designing and implementing integrated agriculture projects.

3.c.4. Counterparts increased in mobility and operational activities through development of office facilities (computers, furniture, additional staff) and acquisition of vehicles (motorcycles and cars). CPs reported this as an increase in ability to serve more client communities faster and with more continuity, as well as with better quality of service.

3.c.5. CPs are not necessarily more self-reliant now than before the Title II program, as this was not a specific program goal and most program activities were not designed to help CPs achieve self-reliance. Some CPs may even be less self-reliant as a result of the program. They acquired many valuable resources and staff, as well as abilities during the program, but some CPs felt that they were not forced to be creative in determining how to direct and support themselves in the future, as CRS provided for almost all of their needs during the program.

3.c.6. CP staff reported that they enjoyed a good standard of living through their salaries, and that they took much pride in and gained much satisfaction from their work with communities and by seeing other parts of Indonesia during meetings and study tours.

3.c.7. Title II programs assisted improved relations between most counterparts and local government. Several government officials expressed much appreciation for achievements of FFW and Health programs, which reflected well on their own provincial development results. Some CPs are considered important local development partners by the provincial government offices, both for planning and implementing of local programs, and several CPs participate in official development planning meetings. This level of mutual respect though varies considerably between regions and CPs. The best levels of positive working relations with government were observed with YSM in Lombok and YASPENSEL in Larantuka, while the lowest level appeared with YUSABA in West Kalimantan.

3.c.8. Most CPs are more aware of community contexts: constraints, opportunities, needs, and interests as a result of working closely to develop and implement FFW projects. Likewise, communities have more trust of CPs through working together. This understanding and trust should further assist CPs and communities to design and implement future projects with increasing relevance to local conditions and priorities.

IV.B.3.d. FFW Program Effects Within CRS/ID

CRS/ID staff gained increased understanding of the abilities, constraints and opportunities of CPs, as well as of the conditions in target communities of the Title II program. CRS staff also developed close working relationships with each CP, although not without problems in any case, and this has generated an amount of goodwill that should provide a sound basis for the development of a continued and improved partnership between CRS and each CP. CRS's improved understanding of local groups and communities should help immensely in the design of future program strategies to address continuing problems and new opportunities.

IV.B.4.e. Sustainability of FFW Program Effects

The evaluators define sustainability as the long-term (multiple year) continuation or institutionalization of positive Title II program effects without additional investment or support outside of CPs or client communities. In this sense, sustainability is a preferred condition. Of the effects reported above within communities, the ones which appear sustainable are those which relate most closely to local priorities such that communities, groups or individuals are willing to maintain the assets themselves. Examples of such assets are dams which provide much needed water for farming and household use, such that communities have organized to maintain and repair the structures as needed, as well as to manage the equitable use of the water. Farmers who planted rubber and cashew trees, or who terraced large areas of farm land likely will maintain these assets as they perceive the trees to represent substantial future earnings while terraces help them to maintain production through conservation of water and soil. However, the evaluators do not know if farmers will continue to promote agro-forestry and tree plantings on new lands, or to terrace additional land without outside support or encouragement.

Assets for which the local government has assumed responsibility likely will be maintained long into the future. These include some roads, bridges, and dams. More coordination with government by CPs could result in the government taking responsibility of more of these assets.

Local groups which formed only for implementing projects probably will not remain active unless as mentioned above they evolve into maintaining and managing certain assets of primary importance, such as dams and irrigation channels. Even the tree planting projects will not necessarily have any sustained group activities, as farmers have

their own private plots. (On an individual basis though, these farmers may gain more land security through the provision of SKTs for land they planted, as noted above.) Groups formed for discrete projects do not necessarily need to be sustained anyway after serving their initial purpose. However, some of these groups do represent opportunities for future activities which can build on accomplishments from the Title II program.

Effects within CPs could be sustained as long as the organizations themselves are running. A key to sustaining positive effects within CPs is their ability to raise funds to keep themselves operating. Some administrative or management changes instituted by CRS/ID may only last as long as CPs feel they have to report to CRS/ID as a donor. In one case (YSM), the CP expressed that the new administrative systems had been adopted completely, and were considered part of the organization. Other CPs may feel differently regarding these systems. Other effects of increased CP staff capabilities will only last as long as staff remain employed with the CP. In many cases, staff have already moved on, or have switched to other divisions of a CP now that Title II funding for their positions has stopped. The increased understanding and good working relationships of CPs with local communities and government can be sustained through new program efforts, but this responsibility rests primarily with the CPs as they must develop new programs and means to support them, either with grants or through direct income generation.

IV.B.3.f. Remaining Agriculture Issues and Opportunities

The FFW agriculture projects began much good work in all locations, but there are many continuing agricultural issues for the FFW client communities related to the previous projects or which were outside the scope of FFW projects. The agriculture conditions, issues and opportunities vary a lot by region. Likewise, there is much variation in the capacities of CPs to address these agricultural conditions.

A Need For Marketing: An overriding issue of common importance to all farming communities met during this evaluation was the expressed need for better marketing opportunities for their agricultural produce. The farmers in these areas mostly are all below the government's poverty line, and derive their income and subsistence mostly from what they grow. Few of these farmers have much cash income. Although in many cases the FFW projects greatly increased the amount of produce farmers can get from their land by extending growing seasons through irrigation, this has not guaranteed any increases in income. Likewise, road projects which have helped farmers to transport their produce more easily to markets have not resulted in significant gains in income. Farmers still claim that their bargaining position with traders remains unchanged despite production increases and better transport access. In some cases farmers reported that they have only one market option for certain products, i.e. they are forced by lack of alternatives to sell to a local cooperative unit (KUD) which is government controlled. No farmers in any location visited during this evaluation reported any independent cooperative or group marketing activities in their regions.

Disease and Pest Management: FFW projects which helped farmers plant new crops, like cashews, did not address on-going maintenance issues. Farmers report that they have many problems with insect pests which kill small seedlings and that they do not know how to control or manage these insects. Many farmers report that if they can afford to buy chemical sprays then they will use these materials for controlling pests, but it is evident that they know little of the dangers associated with the use of chemicals.

No farmers interviewed were familiar with principles or practices of Integrated Pest Management (IPM) and its emphasis on the safe and reduced use of chemicals. Farmers exhibited the same lack of awareness related to the use of chemical fertilizers, although they recognized the benefits of fertilizers to improving production in the short term. Most farmers cannot afford to use much chemical fertilizer and often use whatever animal manures they can to fertilize their crops. However, in all sites visited animal manure was very limited due to the generally low numbers of animals raised by farmers.

Lack of Information and Crop Diversity: Farmers in most locations are limited in what they grow to mostly traditional crops, with few farmers venturing to try new crops which might offer new market opportunities. This is partly due to lack of information regarding what crops may offer opportunities, as well as a lack of familiarity by farmers with these crops, and their limited ability or willingness to experiment with new crops at the risk of their income and food security. Some farmers show an interest in innovation and trying new ideas, such as the farmers in Kalimantan who are planting and dry-processing coffee on a limited basis now, as well as the farmers who planted cashews in NTT as part of the FFW program. All farmers could benefit from increased information about the kinds of crops and livestock which could do well in their locations, helping to diversify their production and income options. For example, the evaluators regard cattle production in NTT as a potentially very good opportunity, even for farmers who could only afford to raise a few animals at first. Fisheries (fresh and saltwater, fish and non-fish) also may represent good economic opportunities in NTT. These two examples of course would require much deeper investigation to determine the current constraints for development, as well as the opportunities.

Lack of Processing Facilities: In addition to lack of marketing options, information, group support, and bargaining power; new and appropriate agricultural technologies; diversification in production; and lack of livestock, farmers also lack access to, information about, and ownership of processing facilities and techniques which could add value to their products or provide additional markets for their raw produce. In the three locations visited during this evaluation, the only forms of processing observed were traditional household methods for preparing coffee, peanuts and cashews. These three crops could offer significant earning opportunities for farmers if better processing options existed for the farmers in each case. This also would be true for a wide variety of other crops which farmers already produce.

Access to Credit: Credit for farmers is another limiting factor, as most farmers need funds for purchasing inputs and paying for transport, but do not have access to formal credit mechanisms and must borrow at relatively high interest rates from small money lenders. CRS's support through CPs for the development of BPRs could provide a good alternative for farmers to obtain necessary credit. Credit for farmer groups to build or purchase processing equipment and to pursue marketing activities also would be of significant benefit.

Lack of Skills and Education: Financial management skills among farmers are probably lacking, perhaps mostly because of the close to subsistence nature of their local economies, in addition to low educational levels. The evaluators noted on rice distribution records of one CP that at least 50 percent of the farmers who marked their receipt of rice had to do so with a thumbprint, as they are illiterate. The evaluators suspect that illiteracy is fairly high in the adult population of most farming communities where CPs work, and that this lack of literacy and numeracy presents a large challenge for NGOs to address in any program, agricultural or otherwise. The evaluators noted additional cultural factors which may inhibit financial management in many communities, such as the lack of savings habits and the tendency to spend or consume any surplus when available - often on economically unproductive but status-oriented consumer goods. Access to farm production credit and lending for the development of processing facilities and marketing probably would require continued financial management assistance and training for farmers and their organizations.

Isolation, Geography and Climate: Many farm communities in the CP program areas still are fairly isolated, even after the construction of FFW roads and bridges. This isolation will continue to effect the quality and frequency of agricultural development information and assistance these communities receive. Transportation of inputs to these areas and the moving of crops to markets also represent costs and obstacles to farmers. Continued extension and upgrading of roads in addition to vehicle and boat access or service would be of great benefit to most farm communities. Many farmers also have other infrastructure needs, mostly related to water, as several CP program areas include regions subject to extended drought. The evaluators noted many requests from farmers for more development of irrigation systems which would provide water for crops and livestock as well as household needs. Most CPs are aware of these needs and could relay this information to other resource providers (government or NGOs) if unable to address these needs themselves within current or future programs.

IV.C. INSTITUTIONAL ASSESSMENT OF COUNTERPARTS

IV.C.1. Objectives and Methods of Assessment, Main Findings

Aside from determining the effects of the Title II program and describing current conditions of community health and agriculture, the evaluation team also was tasked with assessing the institutional conditions of CRS counterparts (CPs), especially in regard to

the CPs' abilities to manage new programs with CRS support. CRS/ID did not expect the evaluators to conduct a thorough institutional audit of any CP within the timeframe and scope of the evaluation, as such an audit would require much more time and involvement with a CP than was possible. Instead, the evaluators used a variety of methods to gain broad impressions of current institutional issues with each CP which could assist CRS/ID as a frame of reference for determining potential future institutional strengthening strategies with CPs.

With each CP, the evaluators asked a variety of questions and made numerous observations related to institutional abilities during interview sessions, presentations and field trips related to the Title II programs of health and FFW or agriculture. The guideline questions and tools used are contained in the appendices of this report. The evaluators also conducted specific sessions with each CP which were designed to investigate institutional issues:

- a) At YASPENSEL in Larantuka, this session was conducted as a participatory SWOT analysis: assessing the organization's strengths, weaknesses, opportunities, and threats during an open meeting with the entire staff, facilitated by the evaluation team.
- b) At YSM in Mataram, the evaluators conducted their own SWOT analysis of YSM; based on interviews, presentations and observation during field trips; then presented their findings to YSM for discussion and feedback from YSM.
- c) With YUSABA and YPK in Ketapang, the evaluators facilitated a full day session regarding the definition of institutional "self-reliance" or "mandiri" in categories of internal organization, program, and finances; the relative position of each NGO along a path from low self-reliance to high self-reliance; and the constraints for each NGO to becoming more self-reliant in each category. The evaluators meant for the session to continue with discussion of potential strategies to assist YUSABA and YASPENSEL to address their constraints to self-reliance, but time prevented a thorough treatment of this topic.

From the three sessions with the CPs, the evaluators developed a general sense of the main institutional issues which these groups must deal with daily, and how potential future programs may have to address their current organizational conditions. The evaluators concluded firstly that there is a great variation in the institutional conditions, abilities and prospects of the CPs visited, and presumably more variation exists among the rest of CRS's CPs. Some CPs are quite strong as institutions, whereas others are fairly weak in many respects. Each CP has unique abilities and issues, dependent upon their philosophical underpinnings, their historical development and experience, their affiliations, and their local contexts. These unique abilities and issues would require different and specific approaches for encouragement or change. However, the assessments revealed several organizational development issues around which CRS/ID

could build a program to strengthen CPs and other NGOs. These issues, listed here as negative characteristics (only a few of which may apply to any CP), include the following:

- lack of sustained operational funding;
- lack of flexibility in using operational funds to explore new activities,
- ineffective management of finances, personnel, administration, and programs;
- lack of defined vision and mission,
- ineffective approaches and/or lack of experience in participatory community development,
- lack of project conception and proposal writing abilities;
- lack of management and monitoring skills for on-going work or projects;
- ineffective or absent short-term action planning and long-term strategic planning;
- general lack of professionalism in conduct, field work and presentations;
- lack of access to information sources related to program objectives,
- lack of access to information regarding potential donor sources,
- ineffective or absent fund-raising and income generating strategies,
- ineffective or absent networking with potential partner organizations (government, private sector, and other NGOs).
- ineffective internal communication practices,
- dominance by one individual, lack of delegation or decentralization
- interference by board members in issues of daily management,
- unclear organizational structure, lines of authority and responsibility, and job descriptions,
- ineffective or absent responses to external threats: geographic isolation, poor local infrastructure, weak local economy, low education levels among existing and potential employees, resistant community attitudes or customs to change, existing or potential conflict with government officials.

Opportunity for Institutional Strengthening: All CPs visited have some strong abilities and interest in serving client communities, and represent good potential partners for CRS/ID to promote further development efforts in these regions. Each CP recognizes (also to varying degrees) that certain internal organizational changes are preferable and possible. This recognition offers CRS an opportunity to work with each CP to design potential assistance packages supporting continued organizational development. There is also a good opportunity for CPs to learn from and support each other during their quests for growth, strength, stability, and effectiveness.

The evaluators' main findings regarding the institutional conditions of the CPs follows below, in the categories of Organization, Program, and Finance.

IV.C.2. Organization: Vision, Mission, Structure, Function

Each CP claims to be guided by an organizational vision and mission, related primarily

towards serving the interests of the poor. Vision could be defined as the central concept or image which an organization's members have developed to describe preferred future conditions. Mission could be defined as the role of an organization striving to achieve its vision, effecting change through a variety of means. The articulation of such visions and missions is not the same for each CP, and not the same for each staff member within each CP. There appears to be some confusion internally in some CPs as to what their true vision and mission is, and how this vision relates to or influences the structure and function of their organization. The leaders or executive directors of each CP always seem to have the most detailed concept of organizational vision, but the translation of this vision or the development of vision within the staff of each CP is inconsistent. To the extent that such confusion exists, these CPs are weaker than they could be, as vision represents a uniquely motivating and powerful concept which can unite an organization in common purpose and aspiration. Some of the confusion may be due as well to the relationship between CPs and CRS, as the visions of CRS and each CP may not be the same, which can cause conflict in practice.

CPs with a clear vision which the whole staff understands and supports (such as YSM appears to be) have an organizational advantage over those groups which lack such clarity. A strong CP (YSM again) also appears to commit itself to constantly clarifying the organization's vision within the staff, checking the level of understanding, and aligning the organization's structure and function in support of achieving the vision. Part of YSM's strength may be due directly to this dedication to clarifying their vision.

Differences between CPs: Some of the differences in vision observed between CPs were due to philosophical underpinnings, such as with groups which basically grew out of the Catholic Church as relief-type organizations, versus secular CPs with more focus on social and economic change. It is very possible to unite effectively both the visions of religious service and social change in a single development group, but the evaluators did not observe this in any of the CPs visited. Instead, the evaluators saw three closely church-affiliated groups implementing programs without fundamental social and economic change as their objectives, and one strictly secular group deeply committed to effecting fundamental change at all program levels.

Church-based CPs: The visions of the three church-based CPs are determined mostly by the Diocese of which they are part. All of these CPs are directed by priests or nuns and are supervised by the local bishop. The orientation of these church-based CPs could best be described as a "charity" approach toward development, in which the poor communities are subjects in need of continued material assistance but who are not yet viewed as capable actors and partners in determining and implementing effective programs to change their status. This is not the view of all staff members who work in these groups, but it is the prevailing sense within their organizations, as characterized by the top-down communication of their church leadership. Unfortunately, these groups do not yet seem willing or able to refocus or redefine their vision to take account of the interests, experience and perspectives of their own staff members and communities.

A Secular CP Example: The secular group (YSM) was founded and is still led by a charismatic leader who is the most vocal and articulate member of the organization. His views probably have been the primary influence over the vision and direction of this CP, but other staff members clearly are encouraged and willing to debate with him (some as equals) on any aspect related to their work. Their philosophy appears to be based on a vision that the roots of poverty are structural, and that an organization must work with communities to change the social, political and economic structures which promote poverty, through methods which respond directly to expressed needs of the poor and assist the poor to take direct action themselves in changing the structures which support their poverty. In this sense, YSM actively engages client communities as partners, and seeks to help create new structures and capabilities within communities which will enable poor people to exercise more control over their economic and political future.

Effects of Visions: The effects on the different CPs of their different visions is evident in their structures and functions. Those with a top-down vision take top-down approaches and have internal structures and functions which resemble this vision. They are characterized by less-open communication and deference to the executive director in all matters. Decision making is almost entirely the responsibility of the executive director. There is no staff position occupied by anyone of equal or near equal stature with the executive director. Hiring practices and personnel policies are not clear. In at least one case, hiring practices may represent discrimination against women. Staff development does not appear to be an organizational priority and no strategy yet exists yet for this purpose. Most focus and effort goes into the details of implementing programs (following orders, reporting), and little time is devoted to planning and reflecting on or correcting organizational issues. Board members of these groups are church-appointed and also adopt a top-down style in their roles with their organizations. Few church-appointed board members seem to appreciate or take a professional approach to supporting their groups. Likewise little effort goes into developing other organizational relationships outside the hierarchy of the church system. Networking is not a priority.

IV.C.3. Program: Current Capabilities, Future Requirements

Most CPs visited appeared capable of implementing the rigorous logistic and reporting details of the Title II program. Through CRS support and the experience of program implementation, many CP staff members gained skills related to community project design, implementation, and monitoring. Some also learned how to develop new program proposals. However, most CPs are not prepared yet to take on the kinds of activities which might be required in new programs of community health and agriculture development. This is due partly to the lack of trained staff available since the termination of the Title II program funds, and partly to the change in emphasis away from food distribution programs toward programs of community empowerment which will require a different set of skills in program staff. All CPs gained some experience in participatory community development approaches, but only one of the groups evaluated

(YSM) appeared to apply these rigorously.

Most CPs developed stronger collaborative relationships with local government agencies while implementing the Title II programs, with the exception of YUSABA and YPK in Ketapang. Good relations with government is viewed as very important by the CPs pursuing these connections, as this insures better program support, additional resources in some cases, and the chance to affect government development planning and policies. There is a good opportunity and need to share experience between CPs on ways to effectively approach and work with local government.

In contrast with government relations, few CPs have developed linkages or networks with NGOs outside of their own organizations or churches. Even the secular CP, YSM, has not actively pursued networking opportunities, although mostly for stated reasons such as not wanting to waste time with less serious groups. Still networking offers a significant advantage for all CPs to learn from each other and other groups involved in their regions and in topics related to their work.

IV.C.4. Finance: Costs and Management, Resources, Income Generation Abilities

A strong and probably lasting impact of CRS's support is that each CP appears to have basically sound accounting and financial management practices. This result is due to the very close attention to auditing and accounting details which the Title II programs required, and is a testament as well to the effectiveness of CRS in transferring such abilities. The evaluators have not often worked with local NGOs which have kept such rigorous accounting standards.

Sound financial management though entails attention to overall financial conditions as well as good accounting practices. The CPs exhibit a wide range of financial conditions and management ability. Some have very innovative forms of covering their costs through their own income generating activities, such as YSM's business divisions. Others are strictly donor-oriented in seeking funds, are often almost most completely dependent on one or two donors for support, and seem unaware of or uninterested in their own abilities to partially support themselves. Few have developed the capacity to consider or develop possible strategies for long term financial self-reliance.

The example though of a mature CP in Lombok (YSM), capable of creating income generating divisions which turn a percentage of their profits back into the yayasan for investment in operations and program activities, represents what other groups might also achieve. Other groups could be provided training or be encouraged to set up similar divisions. It is clear though from the evaluation that few CPs have considered what financial self-reliance means, and what it would take to achieve this. Most have been very dependent on CRS/ID and their churches for funding, and are just now beginning to think in terms of further diversifying their support.

IV.C.5. Institutional Assessment Conclusions

IV.C.5.a. Current Situation and Progress made towards Self-Reliance

The three CPs have gained an impressive amount of experience in implementing the Title II program, and have undergone many positive changes through their own efforts and through support from CRS/ID. However, there are significant variations in abilities between the CPs.

None of the three CPs could be classified as completely self-reliant, but all made progress toward this condition through the course of the Title II program. At least one, YSM, has matured as an NGO with far more capabilities than YASPENSEL, YUSABA, or YPK. The Title II program did not cause this mature condition in YSM, but it did not apparently inhibit institutional strengthening and definitely encouraged YSM's own desire to improve in several categories such as management and reporting systems. Some CPs are perhaps overly affected by their relationship with the Church and are in need of defining their roles more effectively. Some CPs are effectively working with the government to develop political support for their work, while others have not addressed this issue well yet. None of the CPs apparently are networking effectively with other local and international NGOs to share their experiences, learn from other groups, or to collaborate together in programs. All of the CPs recognize that they have weaknesses which affect their sustainability and prospects for self-reliance.

IV.C.5.b. Issues and Opportunities: Readiness to manage without CRS support, Requirements, and Potential.

The three CPs visited represent good potential partners for new CRS/ID programs in agriculture and health, but the groups vary in their abilities and needs (which are described in more detail in the appendix sections on each CP evaluated). These variations will require specific approaches unique in each case to each CP.

All of the CPs visited could continue to exist in some way without any CRS/ID support, although at lower staff and program activity levels. YSM certainly can manage without CRS support, and the others could continue as charitable groups supported by their Diocese. Most are not capable of supporting themselves either through internal income generation activities or grant proposal writing abilities.

CRS/ID has a good opportunity to influence further the strength and self-reliance of each CP by responding to their recognized needs of organizational development. If CRS/ID takes this opportunity to build on the abilities each CP developed through the Title II program, a strong network of capable organizations could emerge with the capacity to continue to shape development throughout the country. This would be a lasting contribution by CRS/ID going far beyond the limitations of any single project or program.

V. CONCLUSIONS AND NEW STRATEGY RECOMMENDATIONS

V.A. FFW Program Conclusions

As discussed in the body of this report, the evaluation revealed the strongly positive effects of CRS's Title II FFW Program with Counterparts (CPs) and communities. Community participants reported significant benefits ranging from lengthened growing seasons through irrigation to substantial increases in farm income and agricultural production. CRS Counterparts (CPs) also reported numerous institutional benefits, such as standardized systems and improved staff skills. The evaluators conclude that CRS and the CPs successfully met the challenges of the large size and complexity of the FFW program, providing many tangible, lasting and at times empowering contributions to many poor and isolated communities. More specific conclusions regarding the FFW program include the following:

Objectives Achieved: The program succeeded in objectives to provide temporary employment to unemployed and underemployed people in poor communities; and to create useful infrastructure and systems to increase agriculture production while conserving soil and water: such as roads, bridges, dams, reservoirs, water channels, terraces, and reforestation/regreening areas.

New Assets Created: Farmers have successfully used many of these new assets to increase their agriculture production, which had provided more food and income for their families. In some areas usually affected by long dry seasons without any previous irrigation, farmers have doubled their output and growing season by using water from new FFW reservoirs.

Income Increased: Despite the absence of verifiable data, the evaluators conclude that the FFW projects often have resulted in increased income for farmers, primarily due to their increased agricultural production and access to markets made possible by the different projects. Farmers also have future earning potential from several projects such as the rubber and cashew plantations which will provide important cash crops in a few years.

Importance of Food Distribution: Food aid was an important component of the program, much appreciated by the people who received it in lieu of wages for work on FFW projects, as many of these participants normally would have to seek paid work or additional food. Additionally, farmers reduced their food expenses during FFW projects, as food distributions allowed them to save on food purchases. These savings probably had a net positive impact on farmers' incomes. Food aid served as good incentive to participate in FFW projects, but almost all community members interviewed reported that they would have worked on their projects even if food was not available. However there is no way to verify whether people would have participated in these projects and have completed them as quickly without food aid.

Employment: The FFW program succeeded in creating limited employment opportunities for communities during the construction of projects. Many projects also increased opportunities for continued and new employment by opening new agricultural lands, lengthening the growing season in drought afflicted areas, and planting crops such as rubber and cashew which could encourage the development of local processing industries in the future.

Empowerment: Communities were often empowered by the experience of designing and implementing FFW projects, but this apparently depended in part on the ability of CPs to actively apply participatory community development techniques in the early stages of each activity. In many cases, the existing systems of local decision making were strengthened through the program, and in some cases local organizations were established which have continued to manage the project assets such as dams and roads.

Gains for CPs: CPs gained significant assets and abilities through the FFW program, by purchasing vehicles and office equipment; and through training, technical assistance, supervisory visits, study tours and management meetings which increased the skills and knowledge of staff members in a wide variety of topics related to program activities, financial management, and organizational administration. There is significant variation in the abilities of CPs, but as a group they represented capable partners for CRS/ID in the implementation of the FFW program. The CPs also should be capable of leading new development efforts in their regions with additional support from CRS/ID, other donors and through their own resources.

Need for Marketing: The FFW agricultural projects apparently did not take marketing issues into enough account in determining which types of crops to promote in different plantation schemes. Farmers are trusting that they will have marketing opportunities when their new commodities are ready to harvest, but this is far from certain, and preparatory activities or alternatives should be explored.

Lack of Alternative Approaches: The FFW program by focussing mostly on logistics and creating temporary employment, may have limited the ability of CPs to explore other types of development approaches, especially those which do not rely on large resource transfers from outside of client communities. Also, even though CPs gained significant assets and abilities, the FFW program did not encourage the CPs to develop strategies for achieving more self-reliance, especially in terms of developing sustained sources of program funding.

Likely Success of Future Non-Food Assistance: The evaluators conclude that although the FFW was successful, this success does not mean that future non-food supported development programs with the same CPs and communities will not be equally as successful. The transition to non-food supported programs should not overly tax the abilities of most CPs, and may be at least easier in terms of logistics and accounting. Some communities and local government officials will have to readjust their expectations

regarding the types of support available under a non-food program, but this should not be a difficult issue for CPs to manage. The critical issue for each CP will be their ability to apply participatory community development methods in partnership with client communities.

Good Potential for CRS to Collaborate further: All CPs appear enthusiastic about continuing health and agriculture programs with CRS/ID support, but CRS/ID will have to be clear and discerning in the kinds of projects to support with each CP, based on close negotiations with each partner. The opportunities for new health and agriculture programs (without food aid) are very good, but CRS/ID will have to define these programs, build staff capabilities to deliver the programs, as well as the capacities of CPs and communities.

V.B. Health Program Conclusions

Generally, Posyandu in the three counterparts have functioned well and achieved the following:

1. Posyandu cadres and participants (mothers of children under five) have become the implementors of posyandu activities. They have long experience as users and implementors of posyandu, and they have benefitted from their years of working through improving their knowledge of MCH and their skills in posyandu activities. Their experience, self-confidence and health awareness are valuable assets for continuing the program.
2. The continuing activities in Posyandu have created a community-based health development environment which is having a positive impact on communities. However, the routine work of posyandu could become stagnant, leading to less interest among participants and lower attendance rates. Some posyandu cadres have succeeded in improving themselves and expanding their activities to keep participants interested and actively attending. These posyandu carried out other innovative activities for generating family income and establishing savings and lending groups. These activities could become part of a systematic approach to integrated community health development in a new program, which could increase community involvement and achieve broader impact.
3. CRS/ID and CP assistance improved the client communities' knowledge and health practices. The food aid approach did not establish a sustainable health development system, but it contributed well to positive changes in health conditions, and laid a strong foundation for the development of a more sustainable and responsive community health program.

V.C. Conclusions regarding CRS/ID's Partnership with CPs

All CPs repeatedly praised the support and guidance they received from CRS/ID supervisory staff throughout the Title II program. However, they also had many comments regarding the strict nature of CRS/ID's management style which CPs' generally felt was a constraint. The CPs mostly recognized the accountability requirements placed on CRS/ID by USAID, but they still felt overly controlled by these requirements.

Despite the obviously warm relationships between CRS/ID staff and the staff of CPs visited during the evaluation, all the CPs also commented that CRS/ID took a "top-down" approach toward CPs in the development and management of their programs and organizations. The evaluators tried to determine whether this was a separate issue from the strict accounting and reporting requirements of the Title II food program, and basically concluded that CRS/ID should respond to some of the concerns raised by CPs regarding their partnership. Specific details from each CP visited are contained in the appendix sections recording the evaluation entry and exit conferences with group. Some general comments include the following:

- CRS/ID's relationship with CPs has focussed too much on trying to manage pre-determined programs through the CPs instead of developing approaches together which rely on the strengths of each group.
- Communications between CRS/ID and CPs was not always open and clear. Some CPs have never heard descriptions of CRS/ID's vision and mission, and are not sure of CRS/ID's overall objectives. Some CP directors felt that CRS/ID staff tried to go around them to discuss program issues directly with CP staff with less authority. This made some directors suspicious of the CRS/ID staff motivations.
- CRS/ID management seemed to change directions too often without explanation, and did not follow-up effectively decisions made during management meetings. This led to confusion among CPs, and lack of trust that CRS/ID would carry through reliably with new program directions. Some CPs also felt the management meetings were extravagant expenditures with little lasting impact.
- Some CPs said that CRS/ID tended to generalize too much about the conditions in differing parts of Indonesia or between differing groups, and did not show enough care in considering regional differences in programs, such as between the contexts of Kalimantan and Lombok which probably require different approaches. CRS expatriates do not know as much as they need to about Indonesia, and local CRS staff have the responsibility to inform expatriates.
- Internal management of CRS/ID, although more democratic and "flat" in theory or presentation, often appears more centralized and hierarchical to CPs. The working

environment within CRS/ID does not appear to condone dissenting views and frank discussion of difficult issues, and the local staff do not appear willing to confront upper management directly. An example of this is that some CPs said that communication within CRS/ID about the future of the organization in Indonesia is too closed now. CRS/ID employees appear disgruntled and are talking behind closed doors but not openly addressing the issue with CRS management. The CPs hear this talk and rumors, and get confused regarding CRS management's intentions, the implications for staff they have come to trust as friends, and the example which CRS portrays to other organizations. One director also remarked: "It is not democratic to get rid of critical people," in reference to the unexplained departures of several CRS/ID staff in the recent past.

All of the above comments may suggest that the evaluators concluded the relationship between CRS/ID and the CPs was characterized more by strife than harmony. This was not the case at all, as mentioned previously, and bears re-emphasizing. CRS/ID has established strongly positive working relationships with each CP which should provide excellent avenues for future program collaboration. The evaluators only want to add that CRS/ID also has organizational issues to address both internally and in relation to the CPs. These issues also represent a good opportunity for CRS/ID to build stronger relationships with better partners for designing and implementing more effective programs.

V.D. STRATEGY RECOMMENDATIONS:

V.D.1. DEVELOP A NEW PARTNERSHIP MODE BETWEEN CRS/ID AND CPs.

CRS/ID should develop a new form of partnership in collaboration with CPs and other NGOs and agencies for more effective future programs. Actions which should be part of this new partnership mode include:

- a) Develop programs with CPs unique to their contexts, location and needs, as well as unique to the location and needs of their client communities. Encourage independence and self-reliance of CPs through appropriate program assistance and working relationships.
- b) Improve access to and use of information and communication technology, such as the use of e-mail and access to Internet.
- c) Demonstrate "democratic values" in program operations and internal management of CRS. Encourage and embrace differing views, diverse kinds of people (race, gender, age, religion, background, experience, education) and demonstrate the strength of diversity within an organization. CRS should carefully consider the example they set for CPs in terms of internal management, values, vision, and mission. If diversity of people and opinions is not a value

within CRS, this is transmitted to CPs as well and has a negative effect even if the CP does not follow the example.

d) Discuss problems and issues openly, directly with the people concerned, and in a timely manner.

e) Promote active continuing "education" of CRS expatriates by local staff on all issues related to work in Indonesia.

f) Address organizational development issues within CRS/ID: Define a vision and mission through participation of whole staff and communicate these clearly to CPs. Encourage development of personal abilities of CRS/ID staff. Prepare a staff development strategy through input and discussion with all staff members. Clarify staff job descriptions and responsibilities to reflect operating realities. Move toward a "flat" management system in practice, with decentralized responsibilities and decision making authority.

g) Make management meetings more efficient and effective. Implement decisions quickly after meetings, and keep commitments.

h) Share costs between partners (CPs) in all program activities (cash and in-kind) to demonstrate more balanced roles.

i) Show that CRS is not just in Indonesia to implement programs through local counterparts, or that counterparts exist only to receive support and direction from CRS. Instead, show that CRS is aware of what it can offer to the field of development as a partner in determining what applications will be of most service in this context, through active discussion and negotiation with local partners. Commit to developing informed and respectful relationships with CPs and communities, and not sending uninformed directions from above.

j) Concentrate on assisting CPs to become more self-sustaining or self-reliant through a variety of approaches: Develop the ability to provide enterprise development and management training for CPs in new programs. Promote a Community Business Incubator concept with NGOs to create new business divisions for the CPs. Develop ability to conduct business feasibility studies with communities and for NGOs. Examine and learn from YSM's examples and leadership in this field of enterprise development. Develop marketing strategies, training, and linkages with other groups and enterprises.

k) Reduce administrative details, reporting and oversight requirements in programs with CPs.

V.C. RECOMMENDATIONS FOR A NEW HEALTH PROGRAM STRATEGY

Posyandu offer a strategic mechanism to carry out community-based efforts to improve community health status. The following are some strategy options which CRS/ID should examine in developing a new health program:

V.C.1. Development Strategy at Community Level:

C.1.a) Introduce a non-food health program: this is to be conducted based on the lessons learned of the food-based health program implementation. Qualitative and quantitative achievements, as well as strengths and weaknesses are to be taken into consideration as well. This process is important to familiarize the cadres and the target communities with the new approach, and can be conducted through cadres and community meetings where CP staff are present to help them to formulate the new approach into activity plans. This initial process also should include problem-identification that the program will address. During the process, key community persons and leaders have to be involved.

C.1.b) Strengthen the posyandu cadre position: The cadres, CPs, and CRS/ID have raised the question whether the posyandu program can be sustained without food aid. The evaluators concluded that the cadres need strong support from government and health officials, from villages up to district level. Cadres already have long experience, self-confidence and high motivation to participate in their village development activities. An improved posyandu program would further strengthen the cadres' capability and capacity in community-based activities, as well as through health contests, cross visits to other villages/district and more intensive cadre training. Annual rewards in the form of performance certificates or uniforms for cadres would be very valuable for maintaining their high dedication.

C.1.c) Political Support at all level and various sectors of development: The support could be in form of acknowledgement of the program from the government officials; financial support; provision from the government of a forum for the cadres and local NGOs to discuss the program, etc. Political support could energize existing development activities. CPs, cadres, and village government could select a village team to contact higher level government officials and other development actors to build support, explore local potential, and identify community needs. The team should attend open government meetings and be active in related government-supported fora to stay well informed of relevant activities and opportunities.

C.1.d) Establish a sustainable development approach which encourages client communities' involvement to support the implementation of well planned, systematic and sustainable development programs. The improved approach can be developed using a three step process: 1. conduct a participatory community diagnosis to identify problems and needs; 2. design appropriate programs with communities that can address the problems and needs; 3. assist communities as needed to implement the designed programs. Each stage needs a monitoring system, along with progress/achievement indicators, that has to be developed in collaboration with the cadres. A program implementation schedule and the persons responsible in each activity should be agreed on by client communities before the program starts.

C.1.e) Economic Development and Stronger Networking: Cadres and posyandu participants should benefit directly from these activities. In order to ensure sustainability, a posyandu has to be able to keep the cadres. However, without direct benefits, the cadres often leave the posyandu for their own personal interest, to earn money elsewhere. Therefore, improving the cadres' and client communities' economic status, as well as their access to basic daily needs, is considered crucial. An optimal health program also will address the economic status of communities, as this has significant effect on community health and nutritional status.

The cadre groups and the participants could determine the most appropriate type of activities they want: i.e. savings and lending activities to increase their farming products or improve their small businesses, and nutritious home gardens. To ensure better results of the selected additional activities, cadres should conduct their own needs-assessment before they decide which activities they will carry out. The assessment can be conducted in groups with the client communities through discussions or using assessment tools such as questionnaires.

V.C.2. Development Strategy at Counterpart level :

C.2.a) Clarify a community empowerment concept in the posyandu program. Counterparts, with years of experience in the posyandu program, should be able to clarify incorporate a concept of community empowerment at posyandu and the community level. This way, the program effect on the client community will be clarified as well. Development of the concept of community empowerment can be carried out by CPs in collaboration with assistance from CRS/ID or other related parties as necessary.

C.2.b) Develop CP Staff Abilities : CP staff capability in designing and implementing community development approaches need improvement. Other improvements to broaden their views and strengthen facilitation skills also are needed. These could be done through staff training, case studies, staff meetings and other courses as necessary.

C.2.c) Strengthen Political Support at district level to ensure that the programs implemented by counterparts are accepted by the local government.

C.2.d) Counterparts should apply consistent, systematic and sustainable assistance taking into consideration the growing development process and trends within the client communities. CPs should record the program progress and achievement at posyandu, including the results of any approach made by CPs.

C.2.e) In order to be in line with the village government development trend, **the health program should be integrated with other sectors** of development to gain optimum achievement.

C.2.f) Develop a Pilot Posyandu: Out of hundreds of posyandu supported by CRS/ID and CPs, the CPs should select some of the best they have as pilot projects. The selected posyandu will be supported consistently and intensively using a sustainable approach that involves the client communities. The results can then be shared, and appropriate approaches implemented in other posyandu.

C.2.g) Improve the target posyandu Information, Education and Communication facilities: as better facilities will enable the posyandu cadres to attract people to attend, to give better services, and to improve quality faster.

V.D. RECOMMENDATIONS FOR A NEW AGRICULTURE PROGRAM STRATEGY

Agriculture (including fisheries) remains the main field of opportunity for promoting economic development in the regions served by the CPs. Most of the population of these regions rely on agriculture for their subsistence and cash income. Past efforts to develop agriculture through the Title II program created many valuable assets for farmers, but did not address marketing and organizational issues necessary for sustaining agricultural development. Likewise, the agricultural activities of most communities in the regions have direct impacts on the natural resource base. Several Title II efforts helped to develop ways of conserving some of these resources, such as soil and water.

The Title II program did not however address directly the potential environmental benefits of organic agriculture, integrated pest management (IPM), and community forest management.

A new agriculture strategy should combine the issues described above and build on the successes and lessons of the Title II FFW and agriculture program. The main components of this strategy should be to promote environmentally sustainable community-based agriculture development approaches based on strong market information and linkages; in conjunction with organizational and enterprise development of groups required for effective production, processing, and marketing of agricultural commodities.

Wherever CRS/ID and CPs do not possess the necessary capacities for developing and implementing such a program then adequate skills development and additional personnel should be incorporated into the overall design. The outline below describes the potential strategy objectives for CRS/ID and CPs to develop together in more detail:

Market-Driven Sustainable Agriculture Production, Processing and Marketing Program

Objectives:

- Support CPs to build on successes and lessons learned from Title II and previous agriculture projects;
- Utilize and expand existing structures, services, and technologies to create more opportunities for sustainable increases in agricultural production and agri-processing activities directly related to market demand;
- Build capacity of CPs to assist building community capacities in agricultural development appropriate to local context and priorities;
- Form strategic linkages with relevant organizations and government agencies as sources of information, technical expertise, materials, and potential funding.
- Results: Increased income or potential income for farming communities while effectively conserving or improving the natural resource base which supports agriculture, along with stronger local organizations and businesses capable of managing their own growth and resource base;

Main Agriculture Program Strategy Sections:

1. Marketing:

The basis of the strategy will be to build back from market opportunities. This will require CRS to have the following capabilities and to develop these in counterparts:

- Gain access to relevant and timely market data for specific commodities, qualities and prices.
- Identify markets: local, regional, national, and international.
- Conduct feasibility studies.
- Organize for production, processing and marketing through groups, cooperatives and networks.
- Link with businesses: such as with PT divisions of NGOs and in contract relationships with private enterprises (local and international).

2. Sustainable Agriculture Production Technologies:

Assist CPs and farmers together to design and implement sustainable agricultural production projects directly related to market information and feasibility studies. Use technologies which conserve soil and water, integrate productions systems of crops and livestock, do not use toxic chemical materials, employ latest research in natural controls of pests and diseases, and address issues of inputs such as high quality seeds and seedlings.

3. Crop Diversification:

Provide information on most appropriate crop species and varieties given local soil and climatic conditions, as well as in relation to feasibility study market information. Conduct on-farm research, assist CPs and communities to inventory local varieties, and encourage broad diversification of plantings for market and environmental considerations.

4. Post-harvest handling and Storage:

Develop capacities of CPs and farmers to reduce crop losses through improved post-harvest practices, maintain or improve product quality, and develop methods of extending storage life for best market opportunities.

5. Processing:

Based on feasibility studies and market opportunities, assist CPs and farmers to develop on-farm processing activities which add value to produce for sale directly

to markets or next-phase processors. When feasible, assist in development of processing facilities for ownership by farmer organizations or in partnership with NGO business divisions or private enterprises. Include strategies for packaging and transport in development of processing enterprises.

Possible agriculture program categories or services, as expressed by CPs, farmers and from evaluation team observations:

- Assessment of impact on farming communities of Asia Free Trade Agreement (AFTA) which will deregulate trade in the region,
- Integrated Pest Management (IPM),
- agroforestry,
- livestock production (cattle, buffalo, beefalo, goats, pigs, chickens, ducks, bees, ostrich, fish),
- fodder production,
- marketing groups and networks for specific commodities (coffee, cacao, vanilla, spices, resins, NTFPs, fruits),
- irrigation development and management,
- organic/sustainable agriculture approaches,
- sloping agricultural land technology (SALT),
- post harvest handling and storage,
- crop processing, drying and packaging,
- small business development and management,
- feasibility study capabilities,
- seed production enterprises,
- cooperatives,
- cross-visits,
- information clearing,
- crop diversification and rotation,
- credit uses and sources,
- linkages with government services and other NGOs,
- appropriate technology development with communities,
- creation of agribusiness units for NGOs,
- community business incubators,
- commitment to local context and local community priorities, community participation (PRA and more)
- seaweed, and freshwater reservoir weed (watercress) or vegetable production (i.e. Myanmar lake system),
- Development Fellows (local university graduate or expatriate volunteers),
- cost-sharing arrangements between partners (cash and in-kind),
- closer integration with Ministry of Agriculture staff and efforts where applicable,
- tree crops: cashew, mango, coffee, cacao, coconut,
- commercial lumber production (hardwoods and softwoods)
- policy dialogue and advocacy,

- agro/ecotourism,
- composting technology and uses,
- freshwater fisheries pond culture,
- saltwater fisheries cage culture and net capture techniques,
- awareness regarding destructive fishing technologies (cyanide, dynamite)
- use of audio-visual materials, videos, charts, etc.
- specific processing technologies: i.e. cashew hulling machinery,
- essential oil production and processing,
- community natural resource management approaches, i.e. parks management, community and social forestry, marine ecology and conservation management, linkages for NGOs with communities and business and government, and soil and water conservation management,

V.E. RECOMMENDATIONS FOR AN NGO INSTITUTIONAL STRENGTHENING STRATEGY

A critical link in accomplishing the community development objectives of CRS/ID in Indonesia will be to increase the self-reliance and abilities of the counterparts (CPs) and other NGOs involved with development activities. These NGOs provide a range of services which complement and go well beyond the services of government to provide necessary support at the community level. However, the institutional weaknesses of many of these NGOs often prevent them from carrying out their mandates to assist communities to better manage their local development. Also, many of these NGOs lack access to information and communications which would greatly enable them to make appropriate decisions regarding development alternatives, and to better inform each other and the government regarding priorities. Finally, most CPs and other NGOs in Indonesia lack sufficient funding to keep qualified staff in place to manage adequate programs to increase effective decentralized development.

To enhance the role of NGOs, CRS/ID could implement an institutional strengthening program consisting of specialized technical assistance, seed funding, training seminars and study tours for NGOs and other groups which also will be involved with CRS/ID's programs in health, agriculture, credit and small enterprise development. CRS/ID will need to define a concept of institutional strengthening, along with the details of assistance with each local group implementing another activity with CRS support. This will tie CRS/ID's efforts together, increasing their potential impact. CRS/ID's training and assistance for NGOs should address a broad range of organizational issues, possibly including the following areas:

- definition of organizational vision and mission,
- definition of organizational structure; clarifying roles and responsibilities of board members, management, and staff,
- definition of policies and procedures,

- improved financial, administrative, and personnel management,
- project conception, design and proposal writing,
- project management, monitoring and evaluation, and report writing,
- program related skills development; such as the use of participatory community development methods, community-based health methods, sustainable agriculture production and marketing, enterprise development, and community environmental management techniques,
- short-term action planning and long-term strategic planning,
- use of information and systems technology (e-mail, Internet, computer modeling),
- development of fund-raising and income generating strategies,
- professional networking and relations with government agencies, private sector firms, local and international NGOs, local communities, and potential funding organizations or donors, and
- development of advocacy ability for increasing development program coordination and policy dialogue with all stakeholders.

Sustainability of NGOs is affected by all of the above issues, as fundraising and income generating efforts only likely will succeed if planned effectively and managed well in implementation by organizations with clear goals; dedicated and capable staff; and leadership able to provide guidance, promote a conducive internal working environment, and to respond well to external conditions.

Method: CRS/ID should use a participatory methodology based on characteristics of the "new partnership" approach in developing and delivering the required training and assistance to the target NGOs, ensuring maximum local support for the project. CRS/ID also will use existing information related to the institutional needs of Indonesian NGOs which may be available from sources such as local NGO networks (WALHI and NTUDC); internationally NGOs such as CARE and World Neighbors; the World Bank; USAID; and other groups to increase relevant institutional development background information and reduce time needed for further investigation.

The focus of assistance should be through intensive on-site organizational development consulting with each CP, as each organization has different needs and a unique operating context. All assistance should be strictly at the request of the CPs, with details worked out together with CRS/ID in close partnership. Additional training could be directed to specific groups of interested or relevant employees, and could be delivered in workshop or seminar formats combining participants from several CPs at one location. These sessions could be open to other groups for a fee. Group training sessions should be followed by on-site supervisory visits or short-term consultancies with CPs in each area. CP staff should visit other CPs to review approaches to similar situations and learn from CP experiences.

CRS/ID probably does not have all the necessary abilities within current staff to deliver an institutional strengthening program, so CRS/ID would need to recruit NGO training specialists to deliver on-site consulting and group training workshops as needed. CRS/ID could hire additional staff and also could provide training and technical assistance for current staff to build their capacity to implement the program.

Results: The results of this NGO strengthening project will lay the foundation for longer-term decentralized development efforts by NGOs throughout Indonesia. At the end of the project, CRS/ID will have developed a field-tested and refined institutional strengthening methodology, and will have strengthened the skills of staff members to deliver the program. The CPs involved will have gained the increased ability to define their visions and missions; clarify and improve their organizational structures; manage effectively their existing internal operations; conceive and design better projects; write effective project proposals; manage, monitor and evaluate their projects; conduct short-term and long-term planning that will give each NGO a clear program to follow; improve program related skills; develop fund-raising and income generating strategies and activities; improve networking and advocacy with relevant partners; and take advantage of relevant information sources. All of these efforts also should increase the number of well-conceived and supported projects which will empower local communities to manage their own economic, social, and environmental development.

CRS/ID also should produce materials in Indonesian after each training which can be used as manuals for additional training efforts or as reference materials related to each specific topic. NGOs demonstrating good progress after the project will be asked to participate in conducting on-site training for other NGOs and by hosting representatives of other NGOs for cross-training visits. Whenever capable local partners in different areas are available, they will be invited to participate in all aspects of the technical assistance design, implementation and information dissemination to other groups.

CRS/ID should conduct a mid-term formative evaluation to improve or redirect the program, and an end-of-project evaluation to independently review the program results. Conclusions and recommendations from both evaluations could be incorporated into the design of other activities, or into a wider NGO-strengthening program assisting groups beyond the current CPs.

VI. EVALUATION PROCESS COMMENTS AND OTHER ISSUES

The evaluation suffered some from a rushed and incomplete format, yet the evaluation team still felt it was useful and that they succeeded in obtaining relevant information for CRS to use in future program strategy development. Although the evaluation was not scientific or quantitative, the qualitative approach revealed significant information regarding community perceptions and counterpart conditions due to the Title II program. In the future, if CRS and some CPs are interested, it should be possible to obtain some hard statistics regarding the results or impacts of the program in certain locations, such

as Lombok where YSM has conducted base-line data surveys. The evaluators recommend that CRS work with CPs to conduct such surveys for future programs.

In general, the evaluators felt that CP staff were impressively frank and honest, willing to deal with difficult issues, open their organizations for scrutiny, and provide critical feedback to CRS. Client community members appeared less willing to openly discuss difficult situations, but were mostly very polite and supportive of CPs and CRS, if perhaps somewhat passive regarding program assistance as well. Some of the interview sessions with CP staff may have been affected by the participation of CRS staff. In some cases the CP staff appeared reluctant to speak openly, or appeared to provide information CRS wanted to hear. Although in some cases the effect of CRS staff was positive, as many CP staff members clearly respect their CRS colleagues.

The evaluators felt it was very hard to verify data obtained from limited interviews with farmers and participants in the field. Rural community members sometimes hesitate to speak openly or at all with an outsider, or give conflicting information, or change their responses through the course of discussion as understanding or trust grows (or wanes), or perhaps to throw the interviewer off the path with a diversion once they know what the interviewer is after. The evaluators spent too short a time talking with community members (no more than an hour or two with any person) to know if we understood them correctly and whether what they told us was true. However, through persistent questioning, listening, and checking with people, the evaluators concluded that information from community members was reasonably accurate for the purposes of the evaluation.

The evaluators want to reemphasize to CRS the potential value of evaluations for on-going and future program efforts. This is especially important as the evaluators found little evidence of information, activities, or conditions which could be traced to previous evaluations for the FFW or Health programs. CRS may be going through the motions of contracting and conducting evaluations, but the use of the information gained is not always evident. Several CPs also expressed similar sentiments, as they have participated in several CRS evaluations but have yet to feel the usefulness of their investment in time and resources. CRS may not be building evaluation methodologies effectively into program strategies, and working with staff members to clarify the value of this for their programs and their organization. Given CRS's development of a new strategic program plan, this represents a good opportunity for underscoring the value of evaluations by actively referring to the most recent ones, and actively incorporating them into the SPP.

APPENDIX A1

Entry and Exit Conference Formats

TITLE II EVALUATION - APPENDIX 1

ENTRY CONFERENCE FORMAT WITH COUNTERPARTS

1. Introduction of Evaluation Team, Purpose and Methods
2. Presentation by Local Yayasan/CRS Counterpart
 - a. Counterpart History from establishment to present, review of organizational mission, goals, structure, programs, funding, and work with CRS.
 - b. Objectives of Counterpart's Title II (FFW and Health) Programs, and Achievements during the program period.
 - c. Effects of the Title II Program in target communities and with local groups.
 - d. CRS interventions with the Counterpart under Title II, and institutional results of these efforts.
 - e. Counterpart staff capacities during the implementation of Title II, and different capacities which may be required to implement potential "non-food" programs in agriculture and health.
3. Counterpart Networking with other NGOs, Government, and other Donor organizations.
4. Discussion of whether communities (and counterpart) exhibited any dependency on Title II food distribution, and to what degree or in what ways.
5. Means or Approaches used by Counterpart to strengthen or empower target communities to promote their own development.
6. Impact or Effect on all involved institutions of stopping the Food-based programs.
7. Feedback from the Counterpart regarding perceptions of partnership with CRS management.
8. Potential new Strategies for the counterpart in agriculture and health (if appropriate for their current plans).
 - This discussion intended as opportunity for counterparts to inform CRS regarding program directions of most importance to counterparts and their partner groups and communities. This was also a chance to determine if agriculture and health programs were still appropriate from the counterparts' perspectives, and what they might look like, or whether other programs altogether (i.e. UBs and SED) would be more important.

EXIT CONFERENCE FORMAT

This format varied by location, but generally was as follows:

1. Review of evaluation agenda.
2. Reports of field observations for Health, FFW and Agriculture.
3. Discussion of Institutional Issues, or SWOT analysis, and comments.
4. Discussion of Future Strategies and Other Issues of importance to the host Counterpart.

APPENDIX A2

Evaluation Questions/Interview Formats

**LIST OF QUESTIONS FOR THE TITLE II EVALUATION
HEALTH PROGRAM SECTION**

FOR POSYANDU CADRES AND COMMUNITY LEADERS/KEY PERSONS

- A. The existence of Posyandu :
1. When was the posyandu formed ?
 2. Who did initiate the Posyandu formation ?
 3. How was the process of its formation ?
 4. Who did train the cadres for the first time ?
- B. The Posyandu Program :
1. How many children of under five years are in the target village ?
 2. How is the target children rate at posyandu compared to the previous year?
 3. How is the children malnourished rate today at posyandu compared to the previous years data ?
 4. What is the immunization coverage and how the cadres monitor the immunization progress ? How was the National Immunization Program (NIP) conducted in the posyandu ? What is the results of the NIP ?
 5. How about Vitamin A distribution at posyandu ? who did get the vitamin A? who is responsible to distribute them ? and when is the vitamin A distributed ?
 6. About diarrhea : how is the incidence rate of diarrhea ? Has there been any death of it during the last three years ?
 7. Does the posyandu provide pre-natal care ? How does it do the services ? Where do the mother-to-be usually deliver ?
- C. Cadre Capability (questions for posyandu cadres)
1. Who have been serving in the posyandu for more than ten years ?
 2. Who have been serving in the posyandu for more than five years but less than ten years?
 3. Who have been serving in the posyandu for less than five years ?
 4. What the cadres would do if the target children have not come to posyandu for three months in a row ?
 5. Who are able to serve at Desk 4 (health and nutrition education desk), and who are not able yet ?
 6. How do the cadres train the ones who are not able to serve at Desk 4 ?
 7. What do the cadres at Desk 4 tell the children's mothers ? What are the messages informed by the cadres to the mothers ?
 8. What would the cadres do when there is a pregnant woman in their neighborhood ?
 9. What would the cadres do when they found malnourished children ?
 10. What would the cadres do when there is a child with continuing cough ?

11. Who does make the posyandu activities report ?

D. Recording and Reporting :

1. How many time a year does the posyandu conduct its activities ?
2. When the cadres made the activities report, whom they give the report to?
3. Do the cadres look at the previous months reports and do they compare the reports with the current month report ?
4. Do the cadres make food distribution report ? How do they make it ? Whom did they send the report to ?
5. Do the cadres make posyandu financial reports ? How do they make it and whom did they send the reports to ?
6. Do the cadres discuss the reports ? When ?

E. Posyandu Achievement :

1. Has there been any results of the posyandu activities conducted ? What are the posyandu achievements against the program objectives ?
2. What kind of changes that were resulted from the posyandu activities ?
3. How far are the target mothers aware of the changes ?

F. Cadre Development :

1. How many times were the cadres trained ? Where were the training conducted? Who did facilitate the training ?
2. Is there regular cadre meeting ?
3. Who do participate in the meeting ?
4. What is the counterparts field workers' role in the cadres development ?
5. What kind of knowledge and skill have the cadres developed during their services at the posyandu ?

G. Support from the counterpart and related government institutions

1. Do the field workers come the posyandu regularly ? What do they do during the visit ? What kind of support do the field workers give to posyandu ?
2. DO the Puskesmas (government-managed community health center) officials come to posyandu regularly ? What do they do during the visit ? What support do the Puskesmas officials give to posyandu ?
3. Do the head of village and head of hamlets participate during posyandu activities ? What do they do during the activities and what kind of support do they give to posyandu ?

H. The Program Development

1. Is there any other activity, which is not part of posyandu, conducted at posyandu ? If there is any, how did the posyandu start the new activities?

FOR COUNTERPART HEALTH STAFF

1. Sekitar awal mulai program kesehatan :
 - bagaimana awal mula program kesehatan yang dikelola lembaga kapan,
 - kapan dan bagaimana awal mula program kesehatan yang dikembangkan bersama CRS
2. Program Title II kesehatan
apa sarasannya dan cara mencapai
3. Sekitar staf yang menngani program
 - berapa jumlahnya dan kualifikasinya
 - berapa lama bergabung dengan lembaga
4. Upaya-upaya terhdap peningkatan SDM
 - pada tingkat lembaga
 - pada tingkat kader dan masyarakat
5. Sekitar hasil :
 - apa keberhasilan yang dirasakan dan ukuran yang dipakai
 - perubahan-perubahan perilaku apa yang nampak sebelum dan sesudah program pada tingkat masyarakat
6. Sekitar pemberhentian food dan tindak lanjut program tanpa bantuan food
 - bagaimana reaksi-reaksi pada tingkat lembaga dan masyarakat
 - bagaimana peengaruh yang dirasakan pada tingkat masyarakat
 - bagaimana sikap staf dan kader pada masa mendatang bila tanpa bantuan food
 - rencana kegiatan apa yang dapat dilakukan pada masa mendatang, pada tingkat amasyarakat dan lembaga.
7. Sekitar dukungan instansi terkait, pada tingkat lembaga dan masyarakat:

- bentuk dukungan apa yang diterima dari Puskesmas
- bentuk dukungan apa yang diterima dari pemerintah setempat
- bentuk dukungan apa yang diterima dari TOMA setempat
- kesempatan-kesempatan untuk terlibat dalam jaringan setempat

8. Sekitar persepsi Staf lembaga terhadap pemberdayaan:

- bagaimana konsep pemberdayaan pada tingkat lembaga
- bagaimana realitas pemberdayaan ini nampak di tingkat masyarakat
- apakah ada tanda-tanda tumbuhnya pemberdayaan pada tingkat masyarakat, apa dan bagaimana.

9. Sekitar Pencatatan dan Pelaporan:

- apa pendapat Staf mengenai pencatatan dan pelaporan pada tingkat masyarakat pada tingkat lembaga

GUIDELINE QUESTIONS RELATED TO FFW AND AGRICULTURE PROJECTS - Asked of Counterparts (staff and directors), Community Members (mostly farmers), and some Government Officials. These questions were not always asked in the same order, and were not asked of all program participants, but served as guidelines for discussions with each group and in each meeting. No groups or individuals were given any questionnaires to fill out for the evaluation team.

- What effects did FFW activities have on farmer incomes in the short and potentially long term?
- What effects did the FFW program have on the participating groups of farmers or community members? Were these groups strengthened in any way through the process or not?
- What attitudes changed (if any) among community members over time? How did these changes occur, and what resulted from these changes? How important was the distribution of food to encouraging these changes? What other effects did the distribution of food have on communities, local groups and counterparts?
- Would community members have worked on the project even if food had not been provided as an incentive? Would they work on similar projects in the future without the provision of food?
- Did any of the groups which worked on the project exist prior to the project, or were they formed just for the project?
- Did any groups continue to function after the project ended? How did these groups operate, what do they do now, and what capacities might they have for other activities?
- What will the counterpart do without CRS food assistance in the future? How will the absence of food assistance affect the CP's approaches? How will it affect the participation of communities?
- What is the counterpart's definition of self-reliance or "mandiri"? How would the definition relate to categories of internal organizational structure and function, programs, and finances? Where in the process of becoming mandiri does the counterpart's staff consider their organization to be right now? How would the counterpart become more mandiri in each category, and what support from CRS might encourage this development?
- How could the counterpart help other LSM and communities and groups to become more mandiri? What could CRS do to support the counterpart in this effort?
- How did the idea for the FFW project emerge? Was it a community-initiative and priority, or more due to the initiative of the CRS counterpart?

- What do the community members or farmers feel were the effects and/or benefits of the FFW project (positive, negative, intended, unintended)?
- What were the effects of the FFW program from the local government's perspective?
- What kind of partnership has the counterpart had with the local government and what resulted from this partnership?
- What kind of future partnership or what aspects of a partnership of the counterpart with local government would contribute to increasing farm production and self-reliance of farmers?
- What kinds of business and investment incentive programs exist in this region to attract more capital, business and entrepreneurs to the area?
- What kinds of networking related to FFW projects did the counterpart do with other local, national or international NGOs; or with different government agencies; or other donor organizations; and what were the results and potential benefits of this networking?
- What kinds of NGO fora or networks exist in this area, and for what purposes? How does the counterpart value these networks?
- Who kept records for the FFW program and what condition are those records in now?
- What were the planned activities for the FFW program, and what percentage of these plans did the CP implement? Why were there variations (if any) between plans and realized achievements?
- Which aspects of the FFW program were most difficult for the CP and/or the communities to implement? What were the constraints to implementation? How did the CP overcome or deal with any of these constraints? Would CPs and communities face similar constraints in future programs?

GUIDELINE QUESTIONS FOR AGRICULTURAL ASSESSMENT:

- What do farmers grow and raise here, and for what purposes?
- What do farmers harvest or capture from the wild, and for what purposes?
- What techniques and inputs do farmers rely on?
- How do farmers earn money? How do they market their produce? How much do they earn? How much do they rely on crops for subsistence?

- What difficulties have farmers faced here (climate, weather, seasons, soils, topography, inputs, pests, diseases, lack of skills, lack of information, support/assistance, organizational, traditional/customs, markets, equipment, labor, etc.)?
- Do farmers cooperate together (formally or informally) in any way regarding land clearing, crop production, pest management, harvest, storage, processing, transportation, or marketing?
- What issues are of most interest to farmers? What kinds of crops do best here, and what do farmers want to produce most? Which crops offer the greatest return to farmers under current production and marketing conditions? Which factors are the most serious considerations for farmers in making planting and marketing decisions (weather, inputs, seeds, soils, skills, equipment, market prices, transport, traditions or customs, information, etc.) and how sensitive are any of these factors to variations?
- What do farmers expect from the cashew, rubber or other FFW plantations?
- What local attitudes or customs are or may be potential constraints to different development activities such as cooperating together in credit or farming activities? How could some of these attitudes be changed, or how could a development project work effectively within existing constraints of local customs?
- What title or rights do farmers and communities have to lands they use and to forest areas? How can people get legal claims to any land or land use rights? How secure do community members feel about their land or the land they use? Do they have enough land for their subsistence and income needs? Have any community efforts, NGO projects, or government programs assisted community members to gain more control over or rights to the land they use for farming or forestry purposes? Do they have any traditional land or forestry management practices?
- What forms of agriculture or forest product processing facilities exist in this area? Do farmers or community members own and operate any of these facilities on either an independent or collective/cooperative basis?

APPENDIX A3

YASPENSEL

- a. Entry Conference Notes
- b. Field Trip Notes
- c. Exit Conference Notes, Participatory SWOT Analysis and Comments
- d. Institutional Audit Questionnaire

ENTRY CONFERENCE notes with YASPENSEL, Larantuka, Flores on 7 March 1996

Team made introductions, explained evaluation purpose and format, set agenda for day, and began discussions with government officers who came to the meeting at YASPENSEL's invitation.

Pak Donatus of Dinas Pertanian - Tanaman Pangan (Food Crops) reported his agency was very appreciative of CRS and Yaspensel support through FFW, especially during times of low local harvests when communities really needed the extra food. He also said government data on NTT placed the region in a very low category related to nutritional intake, so he felt the FFW food program probably helped in this regard.

Some of the main constraints Pak Donatus mentioned for the region were climatic problems on the islands of Solor and Lembata which often were subject to extreme droughts.

He reported that FFW road projects had helped Dinas Pertanian extension agents to reach remote areas more often, presumably providing more service to the local farmers in these areas.

Main crops he mentioned of importance or potential importance to the region include: candlenut (kamiri), coffee, cashew, copra and cacao. Malindjo is also being planted for the future processing of "emping."

He stressed that the kabupaten is really mostly islands, and yet not all communities have access to the sea and to take advantage of its resources, especially fish and seaweed. He also said the province very much needs the development of human resources.

Donatus reported a very good partnership between Yaspensel and the local government.

The production of crops in the region does not meet local needs. Some places have a surplus while others often have a deficit of crops. Rice production technology is still low in the province, which also affects yields. Yaspensel's food distribution helped to offset these production deficits.

85 percent of the farmers work on unirrigated dry land, and about 50 percent farm on sloping land, which has too high a potential for erosion and soil loss in addition to being more difficult to work.

Most people in NTT eat more corn than rice (65 percent corn, 35 percent rice), but the trend now is to sell other crops and use the cash to buy rice which is becoming a preferred food. The amount of rice Yaspensel provided was almost as much as was available through the regional government food logistics agency (DOLOG), almost doubling available stocks.

There may be some correlation with the provision of large amounts of Title II foods not locally produced (like wheat-soy blend and rice) and the growing trend of people to prefer these

commodities such that they would barter or sell their own crops to obtain the imported ones.

Donatus reported that FFW program activities for land conservation such as terracing and regreening were good for the long term rehabilitation and care of critical lands, as well as for improving on climatic conditions.

The government, in Donatus's view, still wants to continue an active partnership with Yaspensel, as well as with other NGOs.

Farmers are not yet market oriented in Donatus's view (although we expect they are very oriented to the markets and information to which they have access - assuming rational reaction to signals they receive). He may mean more that they do not know how or where to get better market information and how to use that information effectively to market their products better. For the most part, farmers are more driven by subsistence needs than by market opportunities, and spend most effort on ensuring their own food security, growing and storing crops for their own consumption.

Future work of CRS and Yaspensel could focus on training to improve skills of Yaspensel staff as well as farmers, especially in business and agro-processing skills. Communities need more home industries for increased income, based on locally produced materials.

Work and capital available in the province through the IDT program is in great need of focus, and perhaps Yaspensel could work with communities and the government to see that such funds have productive uses throughout the community.

Agricultural improvement in a broad sense is more important than building more roads now. Planning, implementation and awareness regarding development programs all need improvement at both the NGO and government levels.

Cashews appear to have a big marketing potential, as current prices for 1 kg. shelled, uncooked are about Rp 20,000. But as with most development projects in the region, the main weaknesses are in trying to maintain cashew plantations after the initial planting. Donatus would prefer the marketing of cashews to be integrated into a diversified strategy, including the diversification of agricultural commodities. This would include assessing animal husbandry options and the production of feed materials (grasses, grains, leaves, etc.)

Donatus feels that through the FFW program Yaspensel has been helping to lay the foundation for the region's agricultural system, especially by helping to conserve soil and creating basic infrastructure. Additionally, the agricultural system still needs more development of farmers' capacity, and then crop diversification, irrigation, livestock and fisheries development. Ocean fisheries and non-fish ocean products offer a large potential for the region, and the government is emphasizing this sector, such as in sea cucumbers (teripang) and seaweed (rumpit laut). Donatus stressed the main issue though as human resource development, and that it requires a disciplined approach.

Agriculture (including fisheries) is the only real economic sector of the region. Industry of any type, and especially for processing of agricultural commodities is still very undeveloped (we heard of none in Larantuka and vicinity besides small scale home processing, i.e. for cashews and coffee). Available labor is low, as is the quality of labor for non-farm work. The region needs new training programs for high-school age students to learn skills necessary for potential industries. Education needs enhancing in general.

Some investors (large ones) have come into the region looking for opportunities in fish, cashews (with the KUDs), and cacao (such as Bakrie). In general though, there is very limited entrance of new investors to the region. It is not clear what incentives the government provides to encourage more outside investment in the region.

The Public Works (PU) division of the local government also has had good collaboration with Yaspensel, and feels that Yaspensel's contribution through FFW was good, especially for roads. PU staff often accompanied Yaspensel staff to the field for work on infrastructure projects. (This may have clouded the issue for communities in trying to decide which agency was responsible for a project: Yaspensel or PU.) PU still feels there is a great need for water systems development, as most villages do not have water systems yet.

Donatus feels that Yaspensel can play a very good role in promoting bottom-up planning efforts with the government through insuring that government hears more about community needs, by continuing participation in the local Development Coordinating Meeting (RaKorBang), moving up to the Regional Coordinating Meeting (RaKorReg?), and eventually the national level. Donatus even said that LSM/NGOs could enter development planning discussions at the Desa level.

Yaspensel says there is a local forum called K3S, or Koordinator Kegiatan Kesejahtera Sosial (Coordinating Social Welfare Activities), which NGOs attend but which mainly includes government agencies. Previously this was known as Forum Komunikasi Kesejahtera Sosial (FKKS) but it is not as open a forum as it was before. Evidently, K3S is more of a government-run forum at the national level which passes down policies and coordination objectives to the regional level. It is not an active forum for debate of issues, strategies and objectives at the local level which can then be transmitted to the regional and national level. (Verify this comment with the CRS staff.)

In conclusion, Pak Donatus said that Yaspensel and CRS could avoid misunderstandings generated by the distribution of food (such as the perception of charity from Yaspensel and the tendency of communities to depend on this, or to expect it) by focussing work more on the empowerment of communities, assisting them to become more self-reliant in their own development. Expectations from all participants need to be aligned in the beginning, such that all program designs will reflect this orientation.

7 March 1996 - continued. Discussion of FFW with YASPENSEL staff responsible for the program:

The staff present at this session were Vim, Yani, Ambros, Henke and Hanus.

They identified the PKP goals as: 1) to improve the income of communities by opening and cultivating new land, and by increasing yields on all lands, and 2) to improve Yaspensel's abilities in agriculture by learning how to use a model approach to community participation in projects, and developing ability in marketing.

The types of agriculture projects they implemented included planting cashews, candlenuts (kamiri), coffee, and gamal as a "regreening" tree. They also considered road projects to be agriculture related as they provide farmers better access to transportation to markets.

They reported that farmers apparently have little alternative except to sell their produce to government-run cooperatives (KUD), and are not satisfied with this arrangement as farmers have no bargaining power with these organizations. Commercial traders reportedly have to buy from the KUDs, so there is little market interaction between farmers and traders. We could not verify if this situation is completely true or only true of certain commodities or more true of certain areas. We expect though that many traders now can reach communities directly via new roads, and that some farmers do sell to these traders, and not to the KUDs. YASPENSEL emphasized in their opinion though that the marketing system for farmers is not free or open, and this should be looked at carefully in future agriculture work.

One issue related to the above comment and observation about marketing, is that supposedly now any group of 20 persons may legally establish their own independent cooperative. This right was established under the new Cooperative Law, which was approved by the President and the DPR in November 1992. We spoke to the YASPENSEL staff about this right of farmers to organize and establish their own cooperatives without government control or interference, but they were unaware of this and said that the local office of the Ministry of Cooperatives also had never expressed anything about this possibility. The whole issue of what is legally possible needs to be clarified, and opportunities for farmers need to be promoted such that they are not locked within an efficient and unfair marketing system which limits their access and freedom to buyers and markets.

(Later in the day, Romo Lauren appeared to dispute the staff's claim that farmers are forced in essence to sell their produce through KUDs. He was though interested in the new regulations and would like a copy, which we promised to send. He is interested perhaps in the formation of a workers cooperative within YASPENSEL, or a koperasi karyawan.)

The staff noted in response to question regarding livestock that farmers usually raise some pigs, goats, chickens and a few cattle. Cattle in general though are not as common as the other animals.

The staff said that most planting in the region occurs during the rainy months of late November to early February, or only about 3 to 4 months of each year. Drought conditions and lack of water or irrigation systems is a major limitation to the agriculture production in the region.

As the FFW program has concluded, the staff do not know what will happen to the 10 employees who handled the logistics of receiving and distributing the food commodities. They also do not know how YASPENSEL will be able to continue agriculture work without specific operating funds. They do have some funding options, perhaps with Miserior and Bina Swadaya, but government involvement may also result in some funds not being available to these potential programs. (This needs clarifying with CRS staff.)

Regarding effects of the FFW program on farmers, the staff report that farmers now have better access to markets (KUDs?) via new roads and bridges. These also provide access to inputs and commodities which farmers need and want to buy. The roads also provide better access to health and medical facilities.

The staff say that they implemented FFW projects in 21 desa with about 10 work groups in each desa, and each group consisting of about 200 people. The total number of participants then was about 4,200 people for the FFW program. Presuming each participant came from a family of 5, the FFW program then directly affected a total of about 21,000 in the region by increasing the rice and income for these families during project implementation, as well as through benefits which accrued from certain projects after implementation. Presumably, more people as well benefitted indirectly from certain projects, such as by using the roads, or by

In response to a question regarding FFW impact on local farmer groups and YASPENSEL as an organization, the staff responded that they received important training in certain topics, such as greening and road building. They also received lots of funding support for their salaries, health care, and travel costs which they greatly appreciated. However, they did not comment much at all about effects on community-level groups, except that these were mostly just organized to implement each project by providing necessary labor. (There may have been some strengthening of the traditional or existing local level decision making hierarchy through these projects, as the Kepala Desa in each desa was the coordinator for each project and community proposals had to go through or originate with this person in each case. This would certainly qualify as an institutional effect of the FFW program at the local level, wherever it was true.)

The staff said that the management of the FFW program suffered when YASPENSEL's former executive director (Pak Willem?) left and Romo Lauren took over responsibility for all programs, but is really too busy with other demands to manage YASPENSEL well.

The staff were satisfied with the management system they used in the field to monitor and report on all project activities. Their use of this system was a result of CRS training them to use it, and they think the results were good.

In response to questions about any changes in community attitudes over time, in correlation to project activities, the staff reported that rice was very important to the participating community members. However, the importance of the rice was only based on the communities being quite poor, and therefore appreciative of any direct benefits they might receive. The staff think

though that most community members would have worked on the FFW projects even without receiving food distributions as incentives, due to the inherent value of projects to these communities.

The staff say they surveyed communities and developed project ideas together with local leaders, and that communities then made written requests for projects. This appears to have been a basically good approach to generating local initiative in determining projects, and instilling local ownership for assets built during projects. In addition to probably strengthening the existing local leadership function, as mentioned above, this approach may have reflected the increased capability of YASPENSEL staff to use community development techniques which rely on local participation to succeed. However, it is not clear that this approach did empower communities to be more self-reliant in their own development, versus entrenching the existing system of leadership and ways of running the communities. It would take much more work to discern this distinction than was possible within the constraints of the evaluation. Although some communities appeared to take good responsibility for maintenance of their roads and other assets, it also was not clear to what degree this was a result of YASPENSEL's community development approach versus inherent abilities and desires in communities to take care of what they owned. The evaluators did not see a strong indication from YASPENSEL that they worked hard to ensure that communities would sustain the work begun through FFW projects.

Two of the FFW program staff have building/construction skills, but do not have formal education in this field. They have basic education levels, but have acquired lots of practical experience through the projects.

Another staff member has general agricultural education at a high school level. Pak Vim, who was head of logistics, has ability in managing materials transport, warehouses, and finances related to all logistics.

The staff have a high regard for Pak Donatus of the Ministry of Agriculture. They say he or his staff often accompanied them to the field, and that his views which he expressed in the earlier meeting represent a good understanding of the field conditions.

In response to a question about the meaning of partnership with the government, the staff described this as: asking the appropriate departments for project inputs such as seeds or insecticides, or to assist with land rights issues; pre-discussions of projects with government to avoid duplication of efforts; and better clarification of responsibilities of each organization. They would like to build a better partnership with the government for working productively together in mutual support of program goals, using technical advisors from certain agencies, providing information to each other, avoiding duplication or conflicting overlaps, and sourcing subsidized assistance in fertilizer, funding, pesticides and chemicals for disease control.

In response to whether they consider a close relationship to the government to be a potential liability, the staff said that communities tend to trust church-based NGOs more than other NGOs and the government. Some NGOs are known or rumored to be government fronts or very

influenced in all activities by the government. As yet, their relationship with the government has not included any discussion of policies, but they would like YASPENSEL to become involved in policy discussion with government.

Regarding partnerships with other local NGOs, the staff said they do not work with some NGOs founded by former YASPENSEL staff members, presumably disaffected former employees. They say relations with other local NGOs are fine in general, although they do not collaborate on projects together. They do share information together with about 25 NGOs and appear to divide their efforts between locations and client communities so as not to overlap. They mutually support (in spirit anyway) the implementation of similar program activities. However, there was no evidence, observed or stated, to indicate YASPENSEL ever has collaborated with another local NGO on the design and implementation of any project, nor do they show the inclination to do so now. The benefit of doing so is not apparent to them, at least among the NGOs present in their region.

Discussion moved towards the issue of YASPENSEL's Vision and Mission as an organization. The FFW staff said their organization's Vision is to provide service. Their mission is to assist poor communities, to increase incomes, and to reduce poverty. These concepts, though on the right track, could use some clarification and development. YASPENSEL could articulate their vision and mission more effectively such that these become both active tools for program implementation, as well as sound reflections of the organization's values.

One of YASPENSEL's board members, Pak Ton Parera, said that YASPENSEL is a church organization, and therefore their mission is to help communities. They want to respond to the wishes of communities, so they have programs in agriculture and health development. Again, this mission may not be completely clear or recognized and supported by all the key staff members. They should define what they mean by "helping" communities, how they respond to community wishes, and why they see particular kinds of agriculture and health programs as being appropriate responses to community wishes or needs.

Pak Ton also said that what communities can receive in terms of assistance and support depends on what they understand, so all efforts should go to great lengths to clarify and improve understanding related to all aspects of a project.

Pak Willy Dharma said the region appears to have lots of opportunity for livestock raising, especially for cattle, as well as pigs, goats, chickens, and even specialty items such as ostriches (burung untah) which already exist in Kupang. The staff appeared very enthusiastic about such ideas, but they do not yet have the capability to design and implement such projects. Pak Willy described the LKB cattle program he started in Lampung which provides cattle to farmers and has become a self-supporting enterprise development program which requires no outside funding.

In response to questions about the concept of "self-reliance" and categories and criteria related to the concept, the staff said they would like YASPENSEL to be a self-reliant organization. However, they are still far from articulating what they really consider as the aspects of a self-

reliant organization, how far YASPENSEL is from becoming one, and what kinds of actions or support would assist this evolution. It is clear that one aspect of self-reliance for YASPENSEL is to be confident and capable enough to choose, design and implement programs without outside direction, supervision or control (such as they have had from CRS through the FFW program - sometimes the leaders of CRS's counterparts expressed that their own staff members appeared to defer more to the authority of CRS staff than to their own director).

In response to the impact of CRS interventions on YASPENSEL, Romo Lauren said that other NGOs were envious of the support and success of YASPENSEL, such that some even tried to take credit for YASPENSEL's projects and food distributions. (Also reported during the evaluation in a couple of locations that political parties tried on different occasions to take credit for the food distributions.) Romo Lauren basically sees this as an indication that YASPENSEL has a good reputation for doing important and successful work, and this is partly due to the support of CRS. He is optimistic too that the absence of food in future programs will not reduce YASPENSEL's effectiveness or reputation.

Regarding assistance to help communities become more self-reliant, Romo Lauren expressed that YASPENSEL mostly just needs funding from CRS and other sources that will enable them to carry out their work to motivate communities - which he thinks they do very well. The evaluators are not convinced of this, as YASPENSEL's management and program staff have not indicated a sound understanding of the concept of self-reliance and how to promote this within their own organization as well as with client communities.

Pak Willy made a comment later in the evening that despite all the good training CRS provided to counterparts, most counterparts spend their time meeting CRS's reporting and auditing requirements, just "working for reporting" instead of concentrating on the substance of their program activities.

8 March 1996 - Field trip notes on Adonara Island, with YASPENSEL.

Visited a cashew planting project area in Desa Lemawale.

We interviewed several farmers who participated in the project, and walked through a field of mixed crops (mostly corn) which the farmers had interplanted with cashew seedlings about six months ago. Pak Victor appeared to be the leader of this area, perhaps a Kepala Desa, but certainly part of the cashew project and well acquainted with the YASPENSEL staff.

They say they planted about 49 (30 + 19) hectares in cashews. The project included four groups of farmers for a total of 104 families. They planted the cashews at a rate of about 150 trees per hectare. Some farmers planted more densely, up to 200 trees per Ha. on spacing ranging from 4 to 8 meters. They interplanted in corn fields, along with "turi" (a leguminous tree), peanuts, ubi (yams), coconut, and tobacco. We say peanuts being prepared for sale.

The farmers reported that cashews are not a new crop for the region, as some people have grown them on a limited basis for over 50 years.

YASPENSEL provided inputs through seeds, polybags and 33 tons of rice as food distributions (meaning each family received about 317 kg of rice, or enough for 4 to 5 months for consumption by a family of 5). The project staff showed farmers how to prepare seedling nurseries and how to use the polybags.

YASPENSEL staff said cashews are appropriate for the region's environment (dry) and would provide results faster (in 3-5 years) than alternative tree crop such as coconut.

Farmers reported problems related to planting cashew seedlings too early, such that some died as they were not ready for transplanting. Other seedlings were attacked by insect pests when still young, which defoliated the trees and killed them. Older trees seem able to handle this defoliation and still survive to produce new leaves without much trouble. The farmers have not developed any form of treatment for these insects. They could not identify the kind of insects which are eating the leaves, nor did we see any of the insects in the field.

The farmers also said that goats endangered the cashews as they too will eat the leaves of the young trees.

The farmers keep all their goats tied so they cannot destroy crops. This is a good way to manage the manure of the goats as it is all in one place and can be easily gathered to use as a fertilizer. They also pen their pigs and use pig manure as a fertilizer too. Most farmers reported that they will use chemical fertilizers (especially on their corn) when they can afford to buy them, such as urea (N), triple super phosphate (TSP) and calcium (K). Pak Victor said it is better if they do not use these chemicals and just rely on manure and other organic materials. Likewise he said that farmers do not want to use pesticides for safety reasons. This indicates a fair understanding of sustainable agriculture concepts, although where Pak Viktor

learned this is not clear, nor the degree to which other farmers also share his support of the concept. But he certainly may be a good person with whom YASPENSEL could begin sustainable agriculture efforts in this area.

They report that they sell their peanuts direct to traders in the market (which is evidence against the claim that farmers have to sell through KUDs).

Corn is their staple crop, but they consume most of it themselves or feed it to their livestock, and do not sell it in the market.

They say right now they sell cashews in the shell to traders for Rp 2,000 per kg. The price fluctuates, but they get whatever the open market price is. They do not feel they are forced to sell through certain channels. They do not shell the cashews as they do not have equipment to do this. They would like to have such equipment as this would provide a significant added value to their cashews.

We observed (at another location later) that some people have very simple home processing equipment for cashews, using custom-made but basic nut-cracking technology to remove the cashew shell. The nuts often break in the process, reducing their final value, as whole nuts get a better price. After shelling, the nuts are dusted in either a crushed coral ash or wood ash which prevents the caustic inner liquid of the nut from burning the skin of the person shelling and handling the nuts. These raw nuts are later cleaned and then fried in oil. The small home cashew enterprise we observed sells 500 gram bags of cashews, either raw (Rp 7,000 for split nuts) or fried (Rp 10,000), with another differential for whole nuts (Rp 10,000 for raw). This type of enterprise could be promoted and improved among the cashew planting project farmers, providing them more income and a good reason for growing their cashews. CRS and YASPENSEL could look into alternative ways to process cashew, perhaps arriving at an inexpensive but effective mechanical means of shelling the nuts without splitting them.

The farmers said they appreciated the rice they received during the FFW project, but that it was not necessary for them to receive rice in order to do the work. Instead, it was a good incentive to try something new, to take the risk of growing cashews. If they succeed, Pak Victor thinks other farmers will also want to try growing cashews, even without rice as an incentive.

Future ideas for agriculture work in this area could include goat raising on a more intensive and improved basis, using artificial insemination to upgrade the local varieties for better meat and milk production. Pig raising could be done better as well, in a similar approach. The farmers also say they are interested in soybeans (kedele) but cannot get seeds. Pak Willy thinks soybeans require perhaps too much care, and that other crops like malindjo would do very well here. The farmers would like to get malindjo seeds or seedlings.

The farmers appear to have a rich agricultural heritage, evident in their long association with corn, its careful cultivation and storage, plus their good care for the few animals they keep. They probably have a wealth of local knowledge about plant varieties, environmental conditions, pests, soils, and planting cycles which would be invaluable in the design of a market-oriented

sustainable agriculture program in this area.

8 March 1996 - continued. Second YASPENSEL site visit on Adonara, Road Project at Lamatawelu, Lewaduli.

The leader of this project, or at least the one we interviewed was Pak Stev. We asked him to explain the benefits, problems, and other issues related to the project, including maintenance. This was a road project with several small crossings, about 3 kilometers long. We road in on motorcycles, and except for a few rough spots, the gravel road appeared fairly well maintained, with weeds and undergrowth trimmed back.

Pak Stev said that before the project the was just made of sand and washed out a lot during rains. When YASPENSEL entered to work, the community was very happy about the opportunity to build a stronger road, and everyone worked on it. Each family helped, especially as rice was available. People here usually eat corn, with a little rice too. Due to the project, most people did not have to buy rice for a whole year!

Now small vehicles can enter the village, such as commercial "mikrolet" or minivans which carry villagers and their produce out to the market, and allow villagers to ride back with their purchases. This greatly reduces the time and effort to travel the 9 kilometers they need to reach the market (although they only get an extra 3 kilometer advantage on the new road, and could catch rides before on the main road to cover the other 6 kilometers.)

On the 17th day of each month, the villagers have a "maintenance day" to take care of the road. This appears to be working well so far, although it is not clear how many people participate or to what extent, and how long this form of cooperation will continue. The road is not paved and still needs more maintenance in a few places to repair erosion. However, this is one example of a community keeping their local project organization going long after the project support ended.

This project required the services of about 60 workers for two days per week during a period from April to September. They received 99,000 kilograms of rice. Pak Stev showed us the records he kept during the project for material deliveries and rice distributions, and all appeared well maintained.

Several women reported that their posyandu received assistance before and they would like to have support again.

Farmers here grow candlenuts, coconuts (for direct fresh market sales, or for copra to the KUD), avocados and some coffee. They say they can sell their coffee for as high as Rp8000/kg, but this seems extremely high. They also have some pigs, chickens, and goats (which have to be tied or penned and fed so they don't ruin gardens).

We noticed a local variety of tree resin as well which could be a non-timber forest product

(NTFP). We asked for a sample but did not receive one. CRS should look into this though in any future agriculture or forestry work in the region. A group in Bogor, Lembaga Tropik Indonesia (LATIN), could be a good connection regarding the development of resin enterprises and other NTFPs as they have such a project in Krui, Lampung.

Appears to be opportunities in this area for IPM and post-harvest training.

YASPENSEL's FFW staff reported that farmers often are confused by the different messages or "promotions" by government agencies and NGOs. There appears to be a need to coordinate, collaborate, or at least begin discussing common development approaches of the government and NGOs to avoid or reduce such confusion.

Surprisingly, we saw no honey bee colonies anywhere here. Honey production and bee raising could represent a valuable new enterprise for YASPENSEL and CRS to investigate in this region. Bees are an essential part of a sustainable agriculture or agroforestry system. Farmers could plant good bee forage as part of multi-use species plantings, learn to manage bees, produce honey for home consumption and sale, and improve pollination of their crops through the bees. A Jakarta-based NGO, SAMBANGDIRI, has experience in training farmers to manage bees. CRS should contact the director, Amir Abdullah, for possible collaboration.

In general this area lacks small industries of all kinds. YASPENSEL should look at supporting home-based processing of agricultural products, fruit drying and other forms of food preservation, and handicraft production and marketing (i.e. tenun ikat or weavings).

RESULTS OF A PARTICIPATORY SWOT ANALYSIS AT YASPENSEL, LARANTUKA, FLORES - 9 MARCH 1996

Stefan Pakulski facilitated a participatory SWOT Analysis of YASPENSEL to assess the organizations strengths, weaknesses, opportunities and threats. The purpose of this assessment was to gain information from the staff about the condition of their organization and issues which will effect future potential program support by CRS. The evaluation team also wanted to engage the staff of YASPENSEL to encourage their thinking more deeply about the conditions of their organization, the possibilities for working more effectively, and the potential obstacles toward accomplishing their objectives. All of the statements below were made by staff members and the executive director of YASPENSEL regarding their institution:

STRENGTHS - those which are internal to YASPENSEL

- They have a good amount of skilled staff members who are motivated, dedicated and skilled in several specific areas of expertise necessary for their work.
- Their organization has existed for 17 years, and this represents a lot of institutional experience.
- They have several working facilities, such as an office; cars, motorcycles, computers, warehouses, boats, farming tools, etc.
- They have support from the community, the church, and the local government.
- They feel their "vision and mission" is good, clear, and dynamic, offering them a compass reading or good direction for serving communities, guiding all of their activities.
- They have some on-going funding support from donors.
- They have a work plan, both for the short and long term.
- They have an organizational structure, and job descriptions (though not all clear)
- They have organizational by-laws.
- They have a board of directors which provides their policies (but need to evaluate these, and the board function).

WEAKNESSES - those which are internal to YASPENSEL

- The ideas of the staff are not adequately included in YASPENSEL's long term plans, and existing plans are not followed through (or followed-up) well.

- They do not yet have a productive business division.
- Staff motivation, dedication, creativity, and conscientiousness is dropping compared to previous levels (presumably correlating to change in management/leadership).
- They have not been able to benefit communities according to their potential, because the staff is limited in skills required for agriculture, safe water systems, health, and community development.
- They lack information about potential donors, and the ability to communicate effectively with donors.
- Staff job descriptions have not been discussed or renewed/up-dated, and are in need of this.
- They lack a Program Coordinator position, to give adequate supervision and guidance to the field staff.

OPPORTUNITIES

- There are good client communities, farmer groups, posyandu, cadres, UBs, and the natural environment all of which could use support from YASPENSEL.
- There are many community needs which can be assessed together with client communities.
- The government trusts YASPENSEL, and this should help YASPENSEL in all of its work.
- Their human resources could be effectively strengthened.
- There are training opportunities with government agencies and private groups.
- They have good working relationships with many collaborating groups with which they can build new programs.
- There are many opportunities for effective comparative study trips within their region and the country.
- The government now has policies for NGOs to be involved in the implementation of development programs.
- There are donors to contact for funding support.
- There is the potential to set up profitable divisions owned by YASPENSEL.
- There are external human resources which YASPENSEL can utilize for the strengthening of their organization.

THREATS - from outside of YASPENSEL

- Donors tend to dominate policies, and to dictate these to YASPENSEL.
- The climate and geography of the region often constrain YASPENSEL's activities.
- The structure and hierarchy of the church (related to YASPENSEL) are obstacles.
- Some government policies affect their work negatively.
- Communities tend to have some cultural habits (like not saving income) which go against some of YASPENSEL's development efforts.
- Some other NGOs are jealous of YASPENSEL's success and support, so they can cause conflict.
- There is competition for providing services, between NGOs and with government, and little coordination or cooperation.
- Sometimes communities are not receptive to YASPENSEL's assistance.
- Sometimes communities perceive them as strictly a Catholic organization, and that their assistance is through charity only. This perception is often strongly rooted and hard to change.
- Credit provided to UBs is often late in payment. Too many bad loans.

YASPENSEL Institutional Assessment Comments

They are constrained by the church system of which they are a part, as noted in the section of the report on Institutional Issues. Their vision, though clear for some, is not really clear that they are dedicated to empowerment of communities, and this is evident within their own organization as well.

Romo Lauren appears to be a good, capable and respected man. He is however taking too much of a heavy hand in approach to management in terms of dictating what is to be done. He does not seem to promote open communication within his staff. It was very hard to get people to open up at all during the SWOT analysis, but the evaluators thought this would be the best way to get different ideas out instead of just Romo Lauren's views. He also seems to be too burdened with other activities as a priest to give adequate attention to the staff and management issues which need a competent and full-time leader to address. This is why the staff are asking for a new position of Program Coordinator to take over the role of day to day supervision and coordination.

The skills of the staff related to agriculture are not very high. Only one is formally trained or educated in agriculture. None of these staff has more than some high school level education. This may just be a fact of the region that few people are well educated and available to work within NGOs. However, the staff are dedicated, and several show lots of ability to learn and take on new activities. They are ready to learn many things, so could use training effectively, but it will take time to develop their abilities.

The agriculture projects they did during the FFW program were not complex in terms of analyzing the local situation and training farmers. They selected cashews, got planting materials, and convinced farmers to plant them. Now that the trees have started, so have the problems which will need careful analysis and skills which YASPENSEL does not have: how to handle disease and pest problems without dangerous or expensive or unavailable chemicals? How to plan for the effective maintenance of the trees as they grow to maturity? How to plan for effective harvesting and post-harvest handling of the cashew fruits? How to process the cashew nuts effectively? And perhaps most importantly, how to organize and effectively market the yield from these projects?

Cashews of course represent only one of many opportunities for the region. NTT is rich in terms of land, poor in human resources and transportation. But agriculture, livestock, and fisheries development appear to offer some real development pay-offs for communities if the capacities of groups like YASPENSEL can be up-graded to take these on, and to connect to information sources, as well as other sources of technical assistance, credit, private sector and government support. The evaluators could not find out if other NGOs exist locally which really have the experience and existing abilities of YASPENSEL, but more focus on agriculture. CRS could investigate whether there are any other good partners in the area.

The evaluators recommend that YASPENSEL be considered for agriculture program support from CRS, and CRS should suspect they will request this too as many of the

staff members recognize the comparative advantage of developing this capacity in their organization. It will take some doing, but the existing staff members are very capable of learning if they could get some good guidance.

Their community development approach and local organization support efforts likewise seem to be weak, although the communities we visited apparently were very happy with YASPENSEL for providing what they did during FFW. The concepts of Participatory Rural Appraisal (PRA) are not clearly understood, although some staff have heard the term and may even have had some exposure to this type of approach through training or discussions with other people. The staff members appear to relate well with the community members, perhaps because they are from those communities themselves - at least they are from similar communities, so they understand and can communicate effectively with people. But they need more support and guidance from more experienced development workers who could use these basically good characteristics and help the staff evolve into better catalysts for local change.

Of course it would help if YASPENSEL management took a more participatory attitude as well, to promote learning and empowerment from within the organization. To the extent that the staff learn more empowering methods to work with communities, but these methods are ignored within their organization, YASPENSEL may become a less enjoyable and less effective place to work.

Financially, they are far too dependent in their attitude towards CRS, the church and other donors. They may have started a tile manufacturing plant of some kind, but they definitely could benefit by adopting a more entrepreneurial attitude towards their own self-reliance support. Lessons from groups like YSM might take a while to take root in a YASPENSEL, but the usefulness of this would be worth the investment in time and effort.

The region needs good NGOs, and YASPENSEL has done good work. They can continue to grow and improve, but will need to sort out some of their management problems related to the executive director and probably also the board of directors. Rarely is a problem solely due to an individual in an organization. More often, people are just responding to structural problems, and this may be the case in YASPENSEL too. Looking at the bigger picture with this group would be very good for CRS to do.

INSTITUTIONAL AUDIT OF YASPENSEL

NOTE: As part of the planning process for possible future work to strengthen CRS counterparts it is necessary to review and analyze YASPENSEL as an organization. Please remember that EVERY ORGANIZATION HAS ITS STRENGTHS AND WEAKNESSES. The following is a series of questions. Please fill out the answer to every question that you can. If you do not know the answer, that is not a problem. Your answers will be kept confidential. Thank you for your time.

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I. Organizational Management:

I.A. Legal Basis

1. What type of organization is YASPENSEL?
2. What is a non-profit organization?
3. How is a non-profit organization different than a for-profit organization?
4. Does YASPENSEL have by-laws?
5. Have you read these by-laws?
6. If you have not read the by-laws, then why?
7. Do you understand the by-laws?

I.B. Organizational Values

1. What are the major values of YASPENSEL?
2. What are the objectives of YASPENSEL?
3. Who does YASPENSEL serve? Why?

I.C. Strategic Planning

1. Does YASPENSEL have a 5 year development plan?
2. Does it have a 1 Year development plan?
3. Does it have a six month development plan?

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4. Where are these plans kept?
5. Who participates in writing these plans?
6. Are these plans reviewed on a periodic basis?
7. How are they reviewed?

I.D. Leadership and Decision Making

1. Who is the maximum leader of YASPENSEL?
2. How are YASPENSEL policies decided?
3. Who writes the budget?
4. Who approves the budget?
5. What do you do if you have a problem (any kind of problem)?
6. What do you do if you do not agree with your boss?
7. How often does the Board of Directors meet?
8. Does the board understand their duties and responsibilities?
9. Does the Board have an agenda and keep notes of their meetings?
10. Does the Board review an annual work plan and budget for YASPENSEL?

I.E. Staff

1. Do you have a job description?
2. Do you have a copy of your job description?
3. Do you ever review your job description and make changes in it?
4. Who gives you feed back (reviews your job performance). How is this feedback provided? How often?
5. Is their an organizational chart of the organization?
6. Do you understand the organizational chart of the organization?

II. Project Management:

II.A. Project Design and Planning

1. Do you understand the objectives and goals for the upcoming year? Do you understand the objectives and goals for each YASPENSEL assignment you have worked on in the past year?
2. Did you participate in developing the project that you will work on, as well as each assignment in the past year?
3. How will new project work be reviewed?
4. How will new projects be evaluated? How were past projects evaluated?
5. How will new project be monitored? How were past projects monitored?
6. Do you have a weekly work plan?
7. How do you inform your boss about the progress of your work in projects over the past year? How will you inform your boss about your progress in new projects?

III. Community Relations and Resource Development:

III.A Funding Resources

1. How does YASPENSEL raise money?
2. Who does YASPENSEL get its money from?
3. Does YASPENSEL have a fund-raising strategy?
4. Does YASPENSEL have a way of raising money other than donations from international organizations?

III.B. Networking

1. How does YASPENSEL coordinate its efforts on a district level with the government and other non-profit organizations?
2. How does YASPENSEL coordinate its efforts on a Flores and NTT-wide level?

7. Do you receive incentives for good work?
8. What are your job benefits (Vacation, sick leave, staff development)?
9. Do you have a staff development plan. Did you participate in writing it?
10. Do you have a employee file? Can you read it if you want to?

I.F. Administration

1. Is there a filing system?
2. Is there a coding system for the filing system?
3. Who keeps the files?
4. Is there an inventory system?
5. Are the files protected from water, humidity and fire?
6. Is there a system for regular vehicle (motorcycle) and equipment maintenance?
7. Are the computer files kept in an orderly manner?
8. Are the computer files periodically "backed-up" (extra disk copy for protection)?

I.G. Finance

1. Does each project/program have its own budget?
2. Do the project managers manage their own budgets?
3. Is there a system for budget review and balances?
4. How is YASPENSEL funded?
5. What is financial sustainability?
6. Does YASPENSEL have a policy for reaching financial sustainability?
6. Where are the financial records kept?
7. Where are the confidential financial records kept?

3. How does it coordinate its efforts on a national level?
4. How does it coordinate with international organizations?

III.C Community Relations

1. Who is on the Board of Directors?
2. How is the board of directors elected?
3. How does YASPENSEL learn about what the beneficiaries think about YASPENSEL?
4. How does YASPENSEL communicate to the beneficiaries, government authorities, donors, and other organizations about its activities?
5. Does YASPENSEL write a annual report?
6. Does YASPENSEL have a promotional brochure/pamphlet?

APPENDIX A4

YSM

- a. Entry Conference Notes
- b. Field Trip Notes
- c. Exit Conference Notes, External SWOT Analysis and Comments

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**11 MARCH 1996 - AT YAYASAN SWADAYA MEMBANGUN (YSM),
MATARAM, LOMBOK**

Introductions and Presentation according to agenda on flip chart.

YSM was established in 1982 to address problems of poverty on Lombok, through the development of community self-reliance. The island has a population of 3.2 million people, who have low levels of land ownership. About 48 percent of the population are landless, and must work as laborers or tenant farmers. People's participation in economic development is very limited. YSM started as a training center for developing new NGOs. They had two dimensions: at the community level working with fishing villages, and at the government level to advocate or lobby for decisions in support of communities; to help the position of the poor. YSM was one of the original or first few NGOs in NTB\NTT. In 1982, NTB was poorer in per capita income than NTT, at less than \$200/year.

The government perceived YSM as a critical opponent in the beginning, and accused YSM of being "non-Pancasila" and too liberal. So YSM studied how to work closer with the government, so that they could promote the interests of communities better. They succeeded in developing a good relationship with a Bupati, who helped YSM's reputation with other government officials.

In 1986, YSM started the Forum LSM NTB, or the NTB NGO Forum, which began work with pesantren as an effective way to reach communities, and also to help with education approaches as education levels in general were very low. In 1987 YSM hosted a national seminar on the role of NGOs in national development, with many NGO leaders from Jakarta as well as many government officials. The government then began to be more aware that NGOs could be effective development actors, and started to work together with YSM.

YSM had usaha bersama (UB) saving and lending groups which they established in 1983, and moved to establish legally as a way to insure their security. Some became koperasi anusa(?) YSM became supporting consultants for these legal entities instead of an owner or manager.

But by measuring against many criteria, YSM felt the success of the UB program was not to really help people out of poverty. So in 1987 they created the Badan PDS(?), which they claim has a clearer role than their NGO approach??

In 1988, they started their BPR, established legally for more strength. If they did not make a legal entity, they worried that the government might try to shut down non-legal or "black" banks of a perceived "opposition" NGO. This was an insurance measure. After this they created a division for Community Enterprises, involving agriculture, fisheries and training courses related to these areas.

When CRS approached YSM with the Food For Work program, YSM did not want to sacrifice their own mission just to take donor funding (and food) from CRS. Instead, they negotiated the details with CRS. It turned out the local government also was initially against the idea of distributing rice to poor communities, based on the claim that Indonesia and specifically Lombok was already self-sufficient in rice production. In the government's view, food aid was not necessary, and perhaps demeaning on Lombok. YSM knew otherwise though, as so many people were landless, could not support themselves on what they grew, and were too poor to buy more rice to supplement their own crops. Eventually the government agreed and signed a deal with CRS, although this put a lot of political pressure on YSM to deliver a successful food-aid program. The governor of NTB eventually visited several FFW project sites and was very impressed with the achievements, which was good for YSM and CRS.

The director of YSM, Pak Ali, feels there were no negative effects of the FFW and Health Program supported by food distributions (despite statements by staff members that the food distributions did increase dependency among some client communities). Pak Ali says, "these were poor people! and they still are!" There is no industry at all in their communities, no way for them to make more income. What they get comes from the ground they cultivate, and their agriculture is almost totally dependent on rain. In some ways, this was an "emergency" program feeding and providing limited employment opportunities to people who otherwise had no real alternatives. Pak Ali asks: why does the government continue to build government offices and not industries or factories for people to work? Lombok's 2+ percent annual population growth rate is also one of the highest in Indonesia. They also have some of the highest rates in the country for maternal and child mortality. The communities which received the food programs were, in Ali's opinion, very much in need of anything which could be done at the time, and they certainly should be criticized for taking food.

Ali feels no cooperatives are progressing at all in Indonesia, as they are not based on the individual desires of members or communities, but on government promotion. He asks also: why do people have to be in groups like UBs if people are willing to borrow money on their own?

Pak Ali says that YSM needs a new tactic to support posyandu now that the food program is over.

Regarding CRS's interventions or support with YSM, it was mostly technical, helping to establish systems of administration, finance, and reporting. This was all very good for YSM, making a standard for operations which they now share with other groups.

YSM staff feel that other effects of CRS's support was very large on their organization. They were able to purchase lots of equipment, furniture, vehicles, and computers for their bank. They increased their mobility and effectiveness as a result of these material benefits, along with the operational benefits of standardized systems mentioned above.

The staff also gained a lot from cross-visits which were great for sharing experiences and learning from other counterparts, as well as for seeing conditions in other parts of Indonesia.

YSM did not change its vision or mission as a result of the Title II program. The mission of YSM (to promote community self-reliance) is quite different than the profit motives of their business divisions. Their field strategy did evolve though through the course of the program.

Although YSM is not really more "mandiri" or self-reliant now than before the Title II program, they always continue to look for ways to support the organization. They have closed and added a few divisions over time. They had the opportunity to develop their facilities and staff capabilities as a result of Title II, but feel that they may have got lazy regarding the pursuit of income generating activities and self-support.

YSM may need more training for staff skills development, but this only should be related to the needs of client communities and how YSM can effectively address those needs. They do play another form of empowering role by supporting transportation of other NGO members and students who are trying to promote a progressive development agenda. They also conduct gender research and training.

Pak Ali feels that many other NGOs do not know what they are talking about they say they are promoting democracy, or that in Islam there is no legal difference between men and women. He feels that people here need to understand the structural system of poverty in Indonesia, and that resolving or changing the structure requires both grass-roots work in communities and lobbying for policy changes and support with the government, as YSM does.

I think there may be a role for YSM to establish a new division along the lines of a "New Business Creation Division" or business incubator, to start up and grow more community-based and owned enterprises, then spin them off as independent entities as they mature. This division could also help other NGOs to establish similar divisions, using the experience of YSM in creating profit-oriented business divisions which help support YSM and also help create enterprises owned and managed by community members who have not had these opportunities before. YSM also could take a much more aggressive approach to marketing with each of their existing business divisions, such as the handicraft shop, the travel agency, the bank, and the overseas labor bureau.

Regarding YSM's staff ability to adapt to a non-food project modality, they do not feel this is a problem. They can adapt, as they ran non-food programs before and kept some going during the Title II work. They conduct evaluations internally, hold meetings to clarify issues and to make decisions affecting the whole staff.

Regarding networking, YSM did start networks in NTB, but these were not active

enough. With support from the Swiss, they worked with 11 NGOs in NTB on a lending program, but the different directors of the groups did not use the network proactively and it into disuse. Pak Ali thinks that networks and fora can be useful, but that they need agendas in advance of meetings which NGO members value enough to attend.

What is CPSM, and why or how can Pusdiklat YSM be a model for it?

Regarding further networking with the government, Pak Ali thinks YSM must sit together and continue working with the government on strengthening the idea and practice of a development partnership with NGOs and government. Too many NGOs still stridently criticize the government but ignore or don't take care of their own problems of corruption, inefficiency, and weakness. This is a comment that NGOs need to take care of their own house first, but just because NGOs have problems that should not exempt the government from legitimate criticism and constructive advice.

With other donors, YSM wants to continue exchanging information, and is particularly interested in insecticide awareness and alternatives for farmers. In April of 1996 YSM will welcome two volunteers from Australia who will work in Lombok for two years as dryland farming experts. YSM even will pay the Rp 400,000 per month required as a stipend for these volunteers. ASHOKA also checks with YSM regarding proposals from other local NGOs, asking for YSM's view about the merit of the proposals as well as their opinion of different NGOs. This represents both an indication of YSM's reputation among certain donors and the subsequent influence YSM can have on programs of other NGOs.

Regarding the Indonesian Environmental NGO Forum (WALHI) and their regional fora or FORDA, one of these exists in Lombok for NTB but YSM does not really participate as in Pak Ali's opinion, "we do not want to dominate the forum. It is an opportunity for younger NGOs to gain experience." Personally, I think this is an excuse on Pak Ali's part for some reason, perhaps connected to differences he may have with certain members of other NGOs who do participate in FORDA. An NGO as seemingly important and mature as YSM would have a strong leadership role to play in FORDA, even just by being an active member, showing other groups that YSM feels networking for and collaborating on approaches to environmental issues is important to support. YSM may be missing or avoiding this opportunity.

YSM also does not participate in the Nusatenggara Uplands Development Consortium (NTUDC) because they say, "we can't do everything, and we prefer to work more behind the scenes, and not just to talk in fora." This may be true and appropriate for YSM, but again they may be missing a large opportunity to learn from the different groups doing very good work in the region, and to share YSM's experience with these groups as well, strengthening regional approaches to agricultural development. NTUDC appears to be a very active consortium which is not just engaged in idle meetings for the sake of talk alone, under the leadership of many good organizations such as World

Neighbors, Yayasan Tanah Nua, Ford Foundation, and many others both local and international.

Regarding YSM's means of working with communities, they have used both food-based and non-food-based approaches with good effect. YSM spends a lot of time on working with communities to identify local needs, conducting research on the local social economy. PRA is part of their methodology, as are meetings and seminars at different levels, cross-visits between communities, and collaboration with village level groups or NGOs. After extensive discussions about local needs, YSM receives proposals written by community leaders for projects supported by YSM. YSM appears to take a very determined approach to local participation in all aspects of their work, ensuring that a wide representation of views from communities leads the design and implementation process of their work.

Regarding feedback to CRS about perceptions of management of the partnership with YSM, this may have been too delicate a question for addressing frankly and honestly in this meeting. But it was impressive that all parties seemed at least willing on the surface to speak about this. Pak Ali said that the basic framework CRS has of working with counterparts is good, but some things can be improved. Specifically, CRS-CP management meetings in the past have been inefficient and ineffective as many decisions made during the meetings were never implemented later. These meetings represented a large outlay of time and resources with little result.

Pak Ali said, "No group in Indonesia is as democratic as CRS." This is not likely a true assessment, and Pak Ali may have other motivations for making CRS feel appreciated, related to his on-going or planned requests for support.

Pak Ali does have advice though for CRS, such as: do not generalize about the conditions in differing parts of Indonesia or between differing groups. He feels CRS has not shown enough care in considering regional differences in programs, such as the contexts of Kalimantan and Lombok which probably require different approaches.

Ali also feels that communication between CRS and CPs is sometimes ineffective, as letters get sent to certain divisions but then are later reported as never received. This happens a lot, maybe six times a year between CRS and YSM.

Ali recommends speaking directly with the person involved if there is a problem of any kind, either within an organization like YSM or CRS, or between people in different organizations. He seems to actively support this type of open communication in YSM, but it is not clear whether this kind of open environment really exists in YSM. Ali thinks that CRS staff have not been brave enough in confronting the CRS Country Director on many issues, which just strengthened the director's position. He emphasized that CRS expatriates do not know as much as they need to about Indonesia, and that the local CRS staff have the responsibility of informing the expatriates, sharing their views.

As Americans, Ali believes the CRS expatriate staff should be democratic enough to accept the views and counter arguments of local staff, and in fact should actively support their expression.

CRS directors need anthropological/sociological briefings on the different parts of Indonesia, learning about the different aspects of culture and how to work effectively within the local context, without generalizing across all cultures in the country.

Ali feels that if CRS establishes a local yayasan or YCRS then all the current staff should be allowed to transfer over to the new organization, or at least be allowed to be part of new business units or PTs started by CRS. Ali hears there is resistance to this idea at CRS, and that communication about the issue is too closed now. Employees are disgruntled and are talking behind closed doors but not openly addressing the issue with CRS management. This is Ali's impression, but he has heard similar views from other CPs.

Too many capable, valuable CRS staff have left without explanation. This leaves CPs wondering and confused as to the reasons why certain people have left CRS. The departure of these people has an effect on the CPs, as they have developed close working relationships and friendships with many of these CRS staff members. Ali feels that it is "not democratic to get rid of critical people." Too many people here follow "Demokrasi Suharto" in which criticism of the top is not allowed. CRS should carefully consider the example they are setting for CPs in terms of internal management, values, vision, and mission. If diversity of people and opinions is not a value within CRS, this gets transmitted to CPs as well and has a negative effect even if the CP does not follow the example.

The new program strategies for YSM in agriculture without food distributions include: conservation, income generation, networking and collaboration, increased community participation, and continuation of successful agricultural efforts.

These new projects perhaps could be supported with 25 percent of inputs from communities and local groups, 25 percent from YSM, and 50 percent from CRS. YSM will need technical assistance in some cases, and will look for ways to make replicable models in their area. They have target/client groups and may look for ways to integrate their credit program with agricultural work.

For health, YSM wants to keep working with posyandu to improve them as service delivery organizations. YSM wants to focus on increasing the quality of service of posyandu and to strengthen the abilities and skills of local cadres. They want to network with other groups like BKKBN and projects such as Pathfinder's SDES project.

YSM recommends that CRS keep the current level of CPs, as increasing the number could complicate programs and make it difficult to control quality. It is not clear what

YSM's real motivation in saying this is, but could be related to suspicions that less funding will be available to each CP if the total number of CPs increases.

Regarding YSM's business divisions, they created the first one (the bank) as a way to protect the saving and lending program through legitimacy. Then they wanted to help groups with marketing of handicrafts so they created a new unit for this purpose. They started the overseas labor service to help prevent the arrest, mistreatment and deportation of illegal informal Indonesian workers in Malaysia by making the workers official without as much of a barrier or cost as other services. The travel agency handles services for the overseas workers and is now starting to set up travel services for tourists visiting Lombok. All of these units are designed to help strengthen the economy of communities served by YSM, in addition to turning over 30 percent of profits to YSM for operational costs and use in other development activities. This type of business unit development is still very new and limited for NGOs in Indonesia, but may represent the best strategy for achieving more financial self-reliance as well as a way of developing enterprises for community members.

12 MARCH 1996 - YSM FIELD TRIP TO A DAM PROJECT SITE

This site is in a fairly isolated village in East Lombok, down a dirt road several kilometers from the nearest paved asphalt road. The homes in this area appear to be made from a mixture of materials including natural materials such as reeds and leaves for traditional style homes. The people of this area appear to be as poor materially as any on the island.

The dam and reservoir were built along a stream in 1993. The dam appears to be at least 50 meters long, with a maximum height of 7 meters. The dam is situated in a small natural canyon cut by the stream. The reservoir covers about 2 hectares.

About 10 village men showed up to speak with us after someone sent word around that we had arrived. This was an unannounced visit. The men who came ranged in ages from teenagers to fairly old.

The men told us they use the reservoir for irrigating land, washing clothes, bathing, even drinking although it appears dirty. This site is in a section of East Lombok which usually experiences a dry season of 7 months per year, and often the drought is severe. The dam and reservoir have been a great benefit to the farmers and families who rely on it. They report that they can now farm an additional 5 months into the dry season on an area of 500 hectares because of the irrigation water they draw from the reservoir. This allows them to grow many secondary food crops after their wet season rice crop. They can sell these crops as well as eat them, and so have increased their earning ability because of the irrigation water.

The farmers here do use many chemical fertilizers, pesticides and herbicides. They do not show much awareness of the dangers of using these chemicals.

Usually during the dry season many of the village men leave the area in search of jobs for wages. During the construction of the dam they were instead able to stay and work on the project because of the rice they received. The men said that their families did not object to their work on the dam as long as they got rice for it. Otherwise, even if they wanted to work on the project many of them would have been compelled to find work elsewhere just to earn enough to buy basic commodities.

Since the project ended, the farmers can stay longer without seeking jobs as they can farm an additional five months into the dry season and earn money from selling their extra crops. However, many of the men still have to or choose to leave the area in search of work each year, such as the man who was the local leader of the dam project who is now working in Malaysia.

This was a very large project, and one which the community had wanted for a long time. They had slowly worked at it on their own, stockpiling rocks for three years prior to YSM's assistance. YSM helped to motivate them more, and made it possible for them to dedicate more of their time and labor because of the food distributions as mentioned above. The project also included project material support of cement, reinforcing steel and fabricated pieces for the valves

and washout gates. The community would have had a very difficult time in providing all of the materials themselves and enough labor if no food had been available.

The dam requires maintenance as it often develops leaks. The community members themselves have repaired these leaks. They can direct water from the reservoir to dirt irrigation channels leading to their fields, but these channels or ditches appear to require a lot of maintenance too, and probably are not efficient for transferring water.

This community apparently discusses and works together a lot on managing the use of the reservoir water so that all the farmers who can get access to the water do so on an equal basis. Those at the end of the irrigation channel have to be ensured that they will receive the same amount of water as those who have fields closer to the dam. This requires careful coordination and trust of all the people involved, and indicates there is a fairly high level of local organization which has developed as a result of the project. This kind of local cooperation could provide the basis for other kinds of projects which would require on-going management and coordination between community members.

The men who spoke to us said they would be very interested in additional support from YSM, specifically for helping to improve their irrigation channels. We suspect they would like to receive more project materials such as cement and probably food as well to pay for their labor on such a project. YSM may have to work carefully at developing a new strategy with this community if they still expect to get the same type of assistance as they received for the dam project. The project was certainly worthwhile, and food played an important role as well, but infrastructure projects and food distributions will no longer be part of CRS's support for YSM. They will need to find other ways of effectively working with groups who face similar circumstances of this community, and not expect people to donate much labor during periods when they will have to seek employment elsewhere. Generating income locally will probably of great importance to this community.

Alfen says that YSM only accepted about 15 percent of the project proposals they received during the FFW program. They made their selections for implementation based on their own set of criteria and background studies in each community. Pak Ayip also said that he often told communities whose projects YSM did not accept to take their proposals to the government, and put pressure on the government to respond to local needs. This may have been a bit cruel, especially if communities were led to believe they could submit a proposal and receive a project. However, it may have been an effective strategy to generate more government action in the region, as communities went through the process of identifying needs and planning their projects. This would give the government fairly good projects to implement together with communities.

This reservoir may lose a lot of water to evaporation during the dry season, so we wondered if there might be any technologies or methods available to limit evaporation. Perhaps planting trees and bamboo around the edges of the reservoir would help to conserve the water. Also, we wondered if any water plant species such as water cress might be possible to cultivate or seed

in the reservoir and whether a thick layer of such plants might reduce evaporation loss and provide a fodder crop for animals or a green manure fertilizer. The farmers already say there are fish in the reservoir, but more active fish farming may be possible too. Also, perhaps the farming system on Inle Lake in Myanmar could have application in such a reservoir, as the Myanmar use a system of floating bamboo frames to support intensive vegetable beds right on the water. This may be a way to conserve water use by not running water through leaky channels and ditches, and perhaps also by reducing surface evaporation. YSM certainly could benefit from exchanging information with sources which have more experience in the management of scarce water resources in farming areas, and specifically for improving the performance and longevity of reservoirs.

One additional effect of the dam project was that the local government was very impressed by it. The Bupati came for the opening ceremonies, and because he came the local Public Works division built a sand and gravel road to the site in a three-day marathon prior to the opening. There also appears to be a pipeline system under construction for additional water, probably for drinking. Also, we heard of another system which could deliver water to the reservoir from another dam project when that site has a surplus and the reservoir in this community is low. Government services and other improvements seem to have been increased as a result of CRS and YSM supporting the dam project.

12 March 1996 - Second YSM project site visit: Mangrove Reforestation

We stopped only briefly to review the area planted in a coastal village. This community had a longer YSM project as well for establishing a local boat building enterprise which built fishing boats. Some old abandoned boats from the project were lying about. The boats appeared to be made of fiber glass over boards, about 30 feet long with inboard engines. They say they built 8 of this size, and one larger long liner which is now fishing quite far out to sea.

We only spoke to one project participant who said the benefits of the mangrove replanting were that they fish population may increase because of the restored habitat. More fish may come into the bay, and the villagers may be able to catch more.

There were about 100 families involved in the project, or about 500 people who benefitted directly. They received 27 tons of rice. They got mangrove seeds or seedlings from Sumbawa and replanted about 300 hectares along the shoreline. The trees appear now to range in size up to a meter or more. We did not have time to ask about the issue of firewood, which presumably was why people cut down the original mangrove trees. They still need firewood and will need an alternative to cutting down the new trees once they are big enough to be of firewood value.

It was not clear if any local organization exists as a result of the project, or whether the existing structure of leadership was strengthened through the project. All the homes in the village looked very small and made almost totally of local materials like bamboo, reeds, and leaves. This area looks quite poor.

12 March 1996 - Meeting with Assistant 1 to the Bupati, Pak El Wathan

We originally were scheduled to meet with the Bupati himself, on short notice, but he had to attend another gathering. YSM though appears to well respected by the local government, and they made sure we had the chance to meet with the Bupati's first level assistant.

Pak El said YSM had been known as a government critic and a politically motivated group. But that sense has changed due to the experience of the good work which YSM has done in Lombok, especially with the very poor communities. The rice provide for work under the FFW program was very appreciated by the communities too, and the regional government thanks CRS and YSM for this very much. They do not want the FFW program to stop!

YSM attends the regional development coordinating meeting, RaKorBang, as well as other government seminars.

The government thinks the leaders of YSM care very much about poor communities. YSM is unlike any other NGO that the government knows of in the region.

As yet, there are no formal examples of "kerjasama" or working together between the government and YSM, but the government supports and agrees with YSM on their work, and in some cases there are is coordination of a sort such as when roads get built to dam sites, or perhaps paved after a road hardening project.

It appears that part of the good relationship YSM enjoys with the regional government is due to personal connections between key YSM staff like Pak Ayip and Pak Ali who both were former government officials and know many of the current officials well, such as Pak El Wathan.

El Wathan sees no competition between the government and YSM. Earlier government suspicion of YSM was due to lack of familiarity mostly. Over time, the government saw the results of YSM's work and came to trust and respect YSM.

Are there any upcoming opportunities for collaboration between the government and YSM? EL Wathan says they have not really talked about anything yet, other than coordinating emergency responses to natural disasters. Pak Ayip of YSM said that planning usually takes place at the desa and kecamatan levels with YSM staff and communities. After that, they usually just inform the regional level of government. The process does not start from the top down. The evaluators noted that this process may help to ensure that communities trust YSM.

El Wathan commented that other NGOs like CCF and PLAN had trouble in Lombok because they took photos of children, and some fanatic muslims were scared or suspicious of this approach. Rumors spread quickly about the purpose of these photos and where the NGOs were sending them, which caused fears of "christianization" to grow. Of course these photos were only taken as part of the NGOs' fundraising efforts in other countries, but the point was that

they took an inappropriate and insensitive approach within the communities they were trying to serve. CRS has not had this kind of problem, as it has worked in Lombok with YSM, a secular organization with a good understanding of the local context.

What are the government's plans for agriculture development in Lombok? They want to increase the number of wells with water pumps for irrigation in dry farming areas. But the costs are high for drilling wells deep enough, putting in the pumps, and paying for diesel fuel to run the pumps, plus maintenance costs. The government would be very interested in knowing about lower cost alternatives. Pak Ayip mentioned Israeli irrigation technology, such as drip irrigation systems, that may have high initial investment costs but lower recurrent costs making them more cost effective over time. These systems are also good for conserving the water used for irrigation, as opposed to the usual flood or ditch irrigation systems.

The government also sees tobacco culture as very important on Lombok, as well as bananas, and will try to promote these cash crops.

Do any agricultural lab facilities exist on Lombok which farmers and NGOs could use? El Wathan did not really know if such facilities exist or not, nor did Pak Ayip, but they thought a lab might be part of a project called NTSP. The evaluators noted that access to lab facilities or solid information on soils and tissue culture analysis in addition to pest identification and controls would be very important for agricultural development in the region. If CRS and YSM pursue an agriculture program together, they should coordinate as much as possible with the Dinas Pertanian and other government agencies which may have these facilities and information. It is doubtful that any private labs exist, but YSM should investigate this. It may offer a new business opportunity as well for YSM if enough demand exists for setting up a private agricultural/environmental testing lab facility.

The evaluators noted that CRS's current project with PSP could be a model for involving government agencies with NGOs, and perhaps YSM could develop similar projects in which government staff could also receive training or provide guidance when possible to YSM project staff and communities. Certainly linking government agriculture extension agents with any YSM agriculture project should be considered. Other agencies (such as research divisions, or dept. of industry) should be assessed as well for their relevance in sustaining or increasing the value of any agricultural activity.

Are there any government programs to promote local and outside investment in agriculture on Lombok? El Wathan does not know of any investment promotion programs, other than for cement and bottles. However, each province usually does have a publication which lists the government's investment priorities and whether any forms of assistance or incentives may be available. YSM and CRS could obtain this information fairly easily, and decide whether any of it would be relevant for their work.

Interestingly, El Wathan was not aware that CRS was the main source of YSM's support for the FFW program. He just knew that it was assistance from the U.S. This also was the case among

communities, who usually only knew the assistance came from YSM, and sometimes did not even know that. In the evaluator's opinion, CRS is well served by the approach of working with local intermediaries like YSM, even if few client groups (community or government) know that CRS or USAID are the source of support for YSM.

If CRS's goal is to provide service to communities which will improve their quality of life, then using the most effective service mechanism should also be one of CRS's goals, regardless of who may get the recognition or credit for the work. From a political or government relations perspective, CRS of course may want the government to be very aware of the impact and successes of CRS's development support, as this should lead to continued government support for CRS working in Indonesia. However, at the local community level, this really should not be much of a factor for CRS. It probably is more important for communities to trust and respect local NGOs for their work, than to know or care that CRS was the funding source for the local NGO.

A last comment about coordinating with the government: Pak Ayip noted that government agencies don't coordinate with each other, let alone with NGOs. He cited an example of how many times a road side may be excavated by the Public Works Department or the Electricity Department or the Telephone Department or the Water Department, each doing their own business but never trying to plan their work together for convenience or reduced costs. In short, he just doesn't think coordination will happen much. However, strengthening technical skills of government staff and increasing their awareness about issues in communities, and gaining access to relevant information and services available from government agencies may be well worth the effort of including those agencies in an NGO project.

12 March 1996 - Third YSM project site: a check dam

This project was down a poorly maintained dirt road. We finally had to get out of the vehicles and walk the last 300 meters to reach the dam site. The dam was completed in September 1995, and spans a small canyon formed by a small stream. The area is very dry with highly erosive sandy soil. There is a lot of pumice or "batu apung" in the area which people dig up and sell in large quantities, supposedly for export where it is used to "stone wash" fabrics and clothes.

The total span of the dam and retaining walls is about 20 meters. The dam itself is about 10 meters high, and formed a fairly deep reservoir which stretches back about 200 meters up stream.

Unfortunately, much of this reservoir has already been filled with silt in just the six months since the dam was built. The sides of the canyon are almost clear of all vegetation and are eroding very quickly. Erosion run-off plus silt from the stream are visibly filling the reservoir. The dam retaining walls also appear to be in some danger as they have not been back-filled. YSM says that the Bupati promised to send a Public Works crew to back-fill the walls and some other finishing details, but clearly this has not been a priority. If the walls are not maintained, back-filled and finished, erosion could undercut them and cause them to break or collapse. The surrounding land also needs to be planted in fast growing grasses and trees to prevent further erosion. Villagers also should not dig for pumice in this area as this will speed erosion as well.

This project received support from the local government as well as from the community, YSM and CRS. The government provided 100 sacks of cement. The community provided another 250 sacks of cement themselves (through PK3A??) and had to buy rocks too as the sandy soil here does not have enough rocks in it. The community also provided their labor, and this appears to have been another massive project undertaken primarily by hand. The project received little to no project material support from YSM and CRS.

We met and spoke with a few farmers who came down to use the reservoir for bathing, washing clothes, and washing a horse. They say that the reservoir can irrigate about 500 hectares of land which is farmed by about 300 families, or roughly 1500 people. They now can get two rice harvests per year on this land instead of just one which was possible before the dam was built. They also can grow additional crops besides rice, such as coconut and yams. One farmer said that with irrigation water from this reservoir, a farmer could double his income over what was possible before they built the dam - a 100 percent increase in income, which YSM could investigate to verify later. They are very interested in growing cashews, mango, and other tree crops. A woman present at the reservoir said she was very glad to have more water for washing clothes.

Some of the community members came to work on the project just because they could receive the rice distributions, but most would have worked on the project even if food had not been available. They say even several people came from other communities to help, but these people were mostly motivated by the food. Evidently an allotment of rice was perceived as the best

employment option in the area.

The farmers seemed somewhat aware of dangers related to use of chemical fertilizer, pesticides and herbicides. However they may still be using more than is necessary, and appeared mostly unaware of any concepts related to Integrated Pest Management (IPM) or sustainable agriculture.

We did not have time for extensive interviews at this site and few people were available for us to meet. Unlike at the earlier sites, no one here seemed to know YSM, although they remembered the name of the staff member who led the dam project work. This meant that YSM could not use their trust with the community to facilitate any of the interviews. We arrived unannounced, took these people by surprise, and were on our own mostly.

A few comments on interviewing the farmers/community members: it may be very hard to verify any data gathered through limited interviews with these people. Sometimes they hesitate to speak to an outsider (as they did here at first), and give conflicting information or change responses through the course of discussion (as they also did here). Sometimes these changes are due to improved understanding or increased trust during conversation. Other times, perhaps people change their information just to suit what they think the interviewer wants to hear, or to divert the interviewer away from the truth. It is not clear why the farmers may have changed their responses to us here, although we hope it was because we began to understand each other better, and that they began to trust us more to speak openly with us. We had too short a time with any person to know if what they told us was accurate or not.

13 MARCH 1996 - EXTERNAL SWOT ANALYSIS OF YSM, IN MATARAM, LOMBOK

The evaluators, based on time constraints and the desire to try different institutional assessment approaches, decided to assess YSM based on discussions during the Entry Conference and observations made during the field visits. In the evening following the field trips, the evaluators met to discuss YSM as an institution. The evaluation team presented the institutional assessment of YSM in the format of a SWOT Analysis, relating to perceived organizational strengths, weaknesses, opportunities and threats. Then the evaluators asked for responses from YSM to either substantiate, disagree with, or clarify any issues presented. The format relied on the observational and analytical abilities of the evaluators to capture salient information in a very short time period and to test these observations with YSM. The perceptions are quite subjective, but the evaluators think they represent fairly the current situation within YSM.

STRENGTHS - as observed by the evaluators:

YSM has 13 years of experience, starting under difficult political circumstances when the government was very suspicious of local NGOs.

YSM has the proven capability to grow, develop and manage programs with confidence.

They have strong, vocal, coherent, and visionary leadership.

They have a clear mission to promote community self-reliance in addressing issues of poverty, and to be a vocal advocate for change at many levels, which is evident in their operations. All of the staff appear to understand and support YSM's vision and mission.

They have an apparently active planning process for both the short and long term.

YSM's staff members are experienced, dedicated and proud of their work and organization.

YSM has a good reputation in client communities and with local government officials - at least those visited by the evaluators.

YSM apparently has an open communication environment, internally and with partners such as CRS.

They take innovative approaches to development and their own self-support, such as the several business units which serve community economic needs and provide funds to support YSM.

They apparently are discriminating in accepting donor support, as they did not immediately take funds from CRS before developing a program which suited their own organizational needs and objectives.

They have apparently sufficient management systems for administration, finance and

reporting, which are standardized for all their programs.

They appear "pro-employee" in orientation, trying to support skills development and job security within YSM and business units, as well as by offering a retirement pension (although unknown what personnel policies and evaluation systems they have).

They own their own facilities (two large buildings, vehicles, office furniture and computers) and all appear in good repair.

They run a training center (PusDikLat) which reportedly functions well. They also run a rice milling cooperative with good effect.

Responses from YSM to these observed strengths:

Ali says YSM is always trying to institutionalize their vision and mission among the staff members. They try to pull staff back into line if they find they are straying from YSM's guiding principles.

They have a pension plan, and retirement for staff at age 55. They feel they provide more security for staff than other NGOs do. YSM also tries to match compensation to work output and abilities, unlike government jobs where there is no relation between salaries and output and ability. Pak Ali says YSM has no hard feelings for employees who seek better opportunities elsewhere, and even encourages them to do so.

YSM plans to reduce their staff from 52 to 30 over the next 5 years, different business units and cooperatives grow stronger and can absorb more workers, and the needs for YSM support evolves into a role for occasional consulting and guidance.

WEAKNESSES - as observed by evaluators

YSM perhaps has succeeded too well in some cases, such that communities and the government may expect the same kinds of projects and results which YSM delivered during the Title II program.

YSM may not be introspective enough to learn and evolve more beyond the approaches that they already do well. They may be too satisfied with their abilities and successes, resting on their laurels, and in need of rechallenging themselves to break new ground.

The staff may not be ready to move out of the FFW project development mode and into other directions, specifically those which require the skills to develop local institutions. This may be more true for agriculture, as they appear to have staff with skills for UB/BPR program.

The leadership of the executive director, though very good and vocally supportive of openness, may be somewhat intimidating to the rest of the staff. Pak Ali is such a dynamic, bright star that he may be too dominant. We could not be sure of this during our short observation period, but we suspect it may be an issue.

There may be some confusion regarding the relationships of YSM and the different business unit divisions, and the policies of these different kinds of organizations. Some may be considered more important than others, and differing policies for personnel may lead to some conflict.

The future transition process for a new executive director may be a problem as YSM has only had one charismatic director since its founding. Pak Ali may lose interest in YSM over time or reach a saturation point and want to move on. He might also reach this point but not know that it may be time to step aside. YSM has no leadership transition plan that we are aware of.

There is anecdotal evidence of some problems with YSM's board of directors. Pak Ali says that the board is too weak, as they give in too easily to what he as director wants to do.

The director, Pak Ali, appears resistant to the idea of networking with other NGOs, and to working as partners with other groups in projects.

Responses from YSM to these observed weaknesses:

Alfen says that all FFW projects were developed at the community level by community members themselves with (limited) guidance from YSM, and do represent empowerment in the design and implementation of the projects. The evaluators have seen other examples where the process of designing and implementing/building a project is empowering for communities, with beneficial results continuing and expanding long after the actual project ended.

Even though the FFW projects were not designed to have groups formed for long term activities, YSM can go back to these communities and build on their experience. A mechanism for future work exists within the community members and YSM staff who were involved with the Title II program.

YSM also has moved into post-harvest processing work with some groups who received agricultural assistance. The cooperative which mills rice is an example of this. This business now has more rice to mill due to expanded production which was made possible partly through the construction of dams and irrigation systems. Farmers can also get their rice to the mill easier by using FFW roads.

Ali says there is a strong barrier or wall between YSM and the business units which have their own operating procedures and policies. When the first businesses were set up though, there were some problems with staff misunderstanding why variations existed between these groups and YSM. Now he thinks all staff understand and support the business program goals. For example, the businesses require a more "professional" attitude and dress among the staff. Some staff who switched from YSM to these groups could not make the change effectively.

The businesses are legally founded, limited partnerships, owned by YSM. Some staff names appear as owners on the documents, but individuals do not own or inherit shares

or get direct benefit or profit from their ownership. If a business fails, then YSM must bear the debt. But YSM arranged it so that the businesses are only supported by YSM funds which were specifically set aside for commercial activities. This appears to be a way of YSM assuring that even if a business fails, it will not jeopardize any other YSM activities or funds. All of this is important information to share with other NGOs which may be considering or already setting up business divisions.

Regarding leadership transition, Pak Ali says he always is trying to come up with ideas to keep himself interested and involved with YSM. It is still not clear what he thinks about the need for an eventual leadership transition.

Regarding his resistance to networking, Ali says that YSM prefers to work behind the scenes by helping other groups in many ways. An example of this is support with transport for groups who can afford vehicles but need them occasionally to carry out their work, so YSM provides a vehicle or money for rides. Ali also says his resistance to networking is mostly due to his desire not to waste time. YSM works too hard to sit in meetings which have no objectives and achieve no results beyond idle talk. YSM also does not want to be the only one responsible for establishing the objectives and achieving the results. YSM would like to assist the establishment of purposeful networks, such as for exchanging useful information as they do with an Australian NGO working with neem trees. YSM also does not want to do anything that would cause the government to stop NGOs from working. The evaluators feel that though Pak Ali makes some good points, there still are many useful networking opportunities in which YSM could provide valuable experience to others, as well as receive important input from groups with relevant experience.

THREATS - as observed by evaluators

The government and client communities may have too high expectations of YSM, based on work done so far. If YSM does not continue to meet these high expectations, this could lead to disappointment, eroded relations, and some conflict.

YSM's successes and support from outside donors also could generate jealousy among other local NGOs which could lead to conflict with these groups.

There could be a government backlash against NGOs which are regarded as being too "liberal" or "western" in orientation, or for being associated with christian organizations like CRS. If the government wanted to make an issue of any one of these claims, it could cause the slow-down or shut-down of YSM's operations.

YSM could be held financially responsible for covering bad debts of the different business divisions if any one of them fails.

The available development funds for Indonesia from international donors is declining. USAID no longer has a Title II program here. YSM has less funding now to support infrastructure project which used project material support from CRS. This limits the kinds of projects they do.

YSM's responses to the observed Threats:

Ali acknowledges the threat of high expectations for YSM to keep delivering the same kinds of programs and results. YSM is limited in being able to respond to all requests for assistance. YSM is limited in capacity too. They have achieved a lot, such as serving 42,000 people through their UB program. Many people also see YSM as a rich organization with lots of foreign funding, so they expect handouts from YSM. YSM has to work hard against this perception. But YSM also wants to reach as far as they can with the assistance capability they have. They see their limited capacity to achieve as much as they want to be a good condition, as it motivates them to do more and increase their capacity.

Regarding envy or jealousy of other NGOs, YSM tries to deflate this by helping other NGOs to make connections with donors. They refer NGOs to donors and vice versa. They do not feel envy of other NGOs is a real threat to YSM. Many other NGOs got started through YSM, as staff eventually left YSM to start their own organizations. (This claim does not respond to the issue of whether those employees left YSM because they were disgruntled with YSM's conditions.) The real problem YSM has with other NGOs is mostly confined to Jakarta-based NGOs which have to come to NTB with lots of funding through the World Bank or others, and claim that YSM will be their local partner in the region. Some have even used YSM's name in proposals without asking first. Some NGOs also have advised the World Bank and other donors not to work with YSM. Some of these Jakarta-based NGOs (Bina Swadaya, LP3S, Bina Desa) have come to NTB to form networks with local NGOs as a way to get funding. YSM has helped them, but the groups that get their proposals funded after using YSM's name and contacts then leave YSM out of implementing the programs. (This appears to be another reason why YSM dislikes networking, as they feel they have been used in the past.)

Within NTB, YSM feels the problems with local NGOs are small. The exceptions are the local NGOs which were formed as satellites of Jakarta-based NGOs. Many of these groups have not been cared for well by their parent, says Ali.

YSM also feels that some envy is positive. Other NGOs have seen YSM succeed and grow, so they want to emulate that success and push themselves to do so.

Regarding being complacent, YSM recognizes this as an on-going challenge not to become complacent, and not to lose track of their vision and mission. They want to evolve in their work and seek constantly to clarify and redefine their vision and mission. In short, YSM claims that they are trying to help communities take more control of their own development, but YSM needs to continually check whether their objectives and methods will help them to achieve the overall goal. (They talk well about this, but will be interesting to see how they actually do it.)

Regarding the drop of project material support, YSM does not feel it is a serious threat to their work with communities. There are many other issues they can work on together without building infrastructure projects. Still, it would be good to have the option of some level of project material support in future programs to increase their flexibility and potential impact.

Regarding any potential political backlash, YSM takes this as a given threat of their working environment, but also something they try to guard against. Part of YSM's mission is to be a vocal advocate for certain changes and development approaches. The only way to succeed at this is to remain working effectively, so they consciously seek to build good relations with the government at many levels, and try to respond well to critics or negative reports from officials. YSM was criticized for helping an NGO which was connected to an opposition party, but succeeded in turning the argument towards the needs of communities served by the NGO, which solved the situation.

In YSM's opinion, the threat from the government is always decreasing because the level of understanding between YSM and the government is always growing. Threats that remain are primarily from the national level and not from the regional government. The national government seeks to reduce the roles of NGOs in practice, despite claims to the opposite in programs like the IDT.

OPPORTUNITIES - as observed by evaluators

YSM may have some innovative marketing opportunities to pursue in relation to developing local farmer groups or enterprises. YSM could expand their role as a "business incubator" by conducting feasibility studies for many other community-based enterprises; providing the capital, training and facilities to start up these enterprises; managing them until operating well; then selling off for majority or total ownership by community entrepreneurs or cooperatives.

YSM can explore their evolving role as a mature local NGO, providing guidance to other NGOs, the government and the society at large, based on their experience and on-going work at grass-roots level development. YSM's publishing ability could grow such that they are able to reach a wider audience with their message.

YSM could build on the capacities and infrastructure created and experience gained through past FFW and Health projects. Some of the groups involved with these projects also are ready to move beyond the "gotong royong" labor role they provided previously, and could start economically productive and expanding enterprises for farmers, as well as other non-farm small industries.

There are several good networking opportunities for YSM with NGO consortia and with government agencies. The NTUDC could be very helpful to YSM in many agricultural projects, and NTUDC members also could benefit from YSM's experience in the region. Pathfinder's SDES project could have relevance for continuing work with posyandu, and this project may be expanded to work in NTB and NTT. If the SDES project does move into the region, then YSM possibly could become a local grantee partner. WALHI and The Indonesia Ecotourism Network offer chances for YSM to gain and give more regarding environmental issues in Indonesia. The ecotourism network may be especially appropriate for YSM's new travel agency, Dua Nusa.

YSM could continue to build the capacities of staff members, local farmer groups and local NGOs, as well as the capacities of local government agencies which may be

involved in projects with YSM.

YSM could strive to become even more "mandiri" or self-reliant, developing more enterprises which could provide more internal funding support, as well as strengthening many other organizational aspects of YSM; such as staff skills, decentralized management, Internet access, leadership transition planning,

YSM's responses to observed Opportunities:

There is a lot of talk and policy work underway within the government and major financial institutions (IBRD, ADB) regarding the development of small enterprises. This represents an important opportunity for NGOs to shape the discussion, as well as to direct funds toward the development of certain enterprises. However, Pak Ali feels that YSM is being too passive about this, and that they may lack the capacity to take advantage of the opportunity. (We need to ask him more specifically what capacities YSM requires to do this work.)

Regarding the opportunity to build on the role of a mature local NGO, YSM wants to keep communicating openly with the government about deregulation of the economy and other issues. YSM should take whatever opportunity exists to engage the government in this discussion, to go through any window whenever it is open.

They still feel that YSM's capacities are limited, and that these limitations prevent them from achieving what it is possible for them to do.

13 March 1996 - Comments during Exit Conference with YSM, regarding external SWOT and reports regarding FFW and Health project site visits.

Pak Ali wants to make sure that YSM receives a copy of the evaluation report. He also wants CRS to use the information which the report contains, as it represents another large investment of time and resources from CRS and CPs to produce.

Pak Ali says that sometimes communities do not want help from the government because they expect they will have to reciprocate in some way by paying back later either to officials or to political parties. There is suspicion still in communities that some government officials will use their position for extortion.

Yeni of CRS is interested to know if food distributions had any effect on community empowerment, and how communities can be empowered without food distributions. The evaluators think that food distributions did not directly promote community empowerment, and that in some respect the food promoted dependency instead of empowerment. Food clearly was appreciated by communities and in some cases was an important motivating factor for project participation, but participation did not depend completely or even mostly on the food. If empowerment means that people gained the ability to think things through clearly on their own, plan and then act effectively to make changes that were important to them, then in many projects people were empowered by the experience. If food motivated people to participate in a project which provided an empowering experience, then the food supported that empowerment indirectly. However, the evaluators have no hard evidence to claim to what degree food empowered or limited empowerment of communities. For the future, it may be good to compare communities who develop and implement projects without food with other communities who were part of the Title II program. If CRS and YSM can develop a set of reasonable criteria for determining "empowerment" then the role of food could be more clearly defined as either encouraging or inhibiting empowerment. The question appears to be whether resource transfers (grants of food, equipment, materials, money) actually promote empowerment and development, or whether programs with no resource transfers are more empowering and have more development impact. Programs which make resource loans instead of grants should also be compared to the resource transfer and non-transfer programs.

Pak Alfen says that though some people came to work for food, that created an opportunity to guide them in other ways.

Pak Ali says YSM has not received any reports of any infrastructure projects collapsing or failing because of poor construction, although several have required periodic maintenance.

The evaluators concluded by saying that YSM appears to be a mature NGO, but cannot rest on accomplishments, but should keep expanding its role and share its experience with others. YSM's approach with communities appears appropriate and very participatory. Any new CRS-supported programs with YSM should come from what client communities and groups work out together with YSM for proposals to address local needs. YSM also can propose additional institutional support from CRS. YSM really has a wider role to

play within the region and the nation by networking with other groups, agencies and individuals. YSM perhaps rightly perceives self-reliance as more of an on-going process than a point to reach, but they can do more toward defining what self-reliance means for YSM and how the organization can work to keep the process going.

YSM should benefit from any program support which could connect YSM to other CPs and NGOs through e-mail, as well as access to the Internet. In terms of institutional strengthening, YSM has some ideas regarding capacities they would like to expand, such as abilities in the program areas they have defined for soil and water conservation, agriculture, small enterprise development, and collaboration with other groups on projects. They also could perhaps benefit from computer modelling tools which are available for analyzing area development scenarios (such as for Lombok) and for individual institutions or businesses. These tools can be used both for advising policy makers on macro issues as well as for analyzing the internal functions of an organization and the impacts of certain decisions over time.

**10 MARCH 1996 - MEETING WITH PUSAT STUDI PEGEMBANGAN (PSP),
Mataram, Lombok**

Met with Director, Pak Mudahan. Also Pak Katino and two other staff members. Point of this meeting was to get sense of CRS's new non-food assistance agriculture program.

PSP started in 1987 working with farmers according to their needs, in Lombok Selatan, a critical area where agriculture is totally rain dependent. Sometimes the farmers there cannot harvest rice due to drought conditions. The government did introduce a new three-month rice variety which could start under wet conditions and finish in dry periods, but this cannot serve needs throughout the dry season.

PSP researched secondary food crops (palawijah) for planting after the rice harvest in this area. There is plenty of land available, but it is not all usable year-round due to lack of water and farmers cannot raise enough to live on during the wet season alone. PSP encouraged building water catchment systems for drinking water as well as for irrigation. PSP sought to promote the planting of "turi" as a multi-use tree (nitrogen fixing, poles, fuel, and fodder).

Farmers in the area raised goats and chickens.

PSP noted that farmers used too many chemical fertilizers and sprays. PSP also saw that lots of sloping land was available in NTB, marginal areas not being used, but wanted to find ways to rehabilitate this land and manage it well.

PSP received technical assistance for their work through the Nusa Tenggara Uplands Development Consortium (NTUDC), which is a forum of NGOs (local and international) working mostly in NTT on sustainable agriculture systems in upland and dryland areas.

PSP saw the need to increase the human resources of farmers, such that they could learn new techniques. They also wanted to find ways of increasing farmers' income quicker, such as through duck raising, as other projects (like agroforestry, IPM, and land terracing) were longer term and required lots of work. Faster short-term income generation projects would give farmers more flexibility to try the longer term technologies as well.

In 1992, PSP received support from and collaborated with Save the Children. They have conducted study tours to NTT, and also collaborate with CUSO and the Nitrogen-Fixing Tree Association (NFTA).

It took PSP two years to develop an appropriate terracing system for the region. They sought to plant appropriate tree species (i.e. gamal) to strengthen terraces, but had to buy the seeds which were often hard to find. They needed to spend a lot of effort in motivating farmers to try the new terracing techniques and to plant the leguminous trees.

They also spent a lot time on identifying appropriate sites with communities who would try the technologies.

PSP's program with CRS is in 2 desa, using 4 of PSP's 15 staff members. Their objective is to rehabilitate 90 hectares. They work with 231 farmers, divided into 3 groups. PSP provides basic training for farmers, cross visits, hold discussions in groups on specific topics, and try to increase the capacity of farmers to manage projects. They are always seeking to improve the way they operate and manage. Some farmers in the project already have reached the original terracing objectives.

Many farmers who part of PSP's program with Save the Children have continued their work long after the program ended, terracing new land areas and further diversifying their crops for continued benefits.

PSP tries to institutionally strengthen local groups at the same time they work on technical issues with the farmers. They also network with other NGOs through Kelompok Konservasi and NTUDC, as well as with the government through the Regional Planning Bureau (BAPEDA). PSP's desa team wants to become an umbrella for catalyzing farmer groups whose local leader members determine the directions of their group.

What was new for PSP in the CRS project? Specifically, the CRS project urged PSP to improve networking with the government and other NGOs. Previously, PSP found it hard to work with the government, as there was a perception of competition and lots of mistrust. With CRS's encouragement, PSP has improved communication with government offices and even now participates with the RaKorBang - Development Coordination Meeting - for the area. One result of this better communication is that the government is now much more supportive and has a commitment to help PSP, such as with procurement of tree seeds.

How does PSP promote institutional strengthening of local groups? PSP provided financial management training, taught groups how to conduct cash flow analyses of projects, and introduced reporting systems all as ways to strengthen management of these groups. They also encouraged "reflection" meetings to discuss issues and find management solutions. They provided technical training and short courses to other groups through study tours. PSP also improved facilities of groups with office equipment and other material support.

How do decisions get made at the farm level in PSP's program? Farmer groups provide information to PSP regarding their needs and interests, proposing what they would like to do. Farmers propose whether or not to have cross-visits/study tours based on their interests. PSP finds that such trips, when truly relevant to the farmers, can greatly increase motivation of farmers to try new techniques at home once they have seen successes at another area under similar conditions to their own. Other farmers then tend

to follow the leaders when they see their neighbors succeeding too. Some traditional groups though have cultural issues which make it difficult to adopt new techniques or to change old habits.

What is the profile or criteria for PSP program participants? They must be located in "critical" land areas, be dynamic leader farmers who can serve as "seeds" in their areas, and have enough technical skill already to carry out projects. These are largely qualitative criteria, up to the judgement of PSP staff.

Do farmers know this project is supported by CRS? Usually not, as farmers tend to just know about PSP as the project implementing group. It is not clear whether PSP tells farmers that CRS supports the project.

How well do communities trust PSP? They see PSP as a partner, although PSP acknowledges this answer is very biased, as no farmers were present in the meaning to counter or qualify the statement.

Are there any government projects operating in the same areas as the PSP project? Yes. The World Bank though has reported that government-NGO collaboration in projects is more effective than the government working on its own. PSP agrees with this report, and so tries to collaborate.

** We need a copy of that World Bank report.

How does PSP think about "self-reliance" and future plans for support? As long as the opportunity exists, PSP probably will take funding support from donors, but they also are trying to develop methods of internal support. For their client groups, they have assisted with the planting of species like mango which could produce economic returns in the future, and there is the possibility of sharing some of this income with PSP. PSP feels they already have given CRS an idea of their concept of "self-reliance" in their project proposal. They also see themselves as a "soil laboratory" developing new ways to conserve and effectively management critical land areas.

What about baseline data and comparative analysis? PSP has started collecting baseline data in their project area, but have trouble getting data from all groups and verifying the information reported by farmers. Yeni suggest that PSP check the World Bank's baseline data form which CRS modified for in-house use. PSP will conduct an evaluation of their project in April, but this will be qualitative.

The most difficult obstacle PSP faces in their work is the increasing costs for farmers in trying to make an adequate living in the area. Farmers really have to struggle just to subsist let alone make a profit or have enough surplus to expand. PSP also has problems of other NGOs envying their success, and perhaps because of their networking and collaboration with the government some groups questions whether PSP is too close to the government. Some have criticized PSP for only achieving short-term benefits, but this

has yet to prove valid. In the project they also have had difficulty with husbands of women participants who get angry when their wives attend meetings - and when these women succeed as well.

PSP's most effective work has been in making good relations with traditional community groups, gaining access to these groups and leaders for effective transmission of ideas and information. PSP also has made lots of effective demonstration plots, and they have succeeded in getting solid government support from key leaders like the Bupati and Emil Salim, the former Minister for the Environment.

PSP learned Participatory Rural Appraisal (PRA) techniques through the membership of NTUDC. They use this approach with communities and feel it is very good, even though it sometimes can bring up more conflict than solutions. PSP still feels the need to improve their communication with communities.

What further support from CRS, aside from funding, would PSP consider? They would like to have more information on a variety of topics, and to receive a transfer of relevant experience. The whole issue of marketing agroforestry products is something in which PSP would like a lot of assistance. They also receive a lot of requests from communities for health work, but they do not have the capacity to do this themselves and no other NGOs are working in the same communities. Perhaps CRS could consider health program support to these areas through another intermediary. They are interested in livestock work, but it is still very hard for farmers to get feed, especially in the dry season when all forms of feed are very expensive. They have tried to get animals to eat the gamal leaves, and will continue to work on introducing this form of feed even though the animals are not used to it yet.

They have helped farmer groups to begin producing seeds for their projects, and PSP buys these seeds now from the farmers.

PSP has other programs, such as the BPRs and UBs, savings and lending, small enterprise development, and cloth weaving with women's groups. They have integrated some of these activities already, mostly by default, and would consider integrating more as each activity matures. They do not want to rush anything just for the sake of integrating without consideration of timing or appropriateness.

They want to identify more local indigenous technical knowledge in communities which could assist their projects, instead of always trying to introduce new methods from the outside.

They would consider working with farmers on improving yields and quality of coffee in conjunction with a marketing mechanism or support from a partner exporting firm.

APPENDIX A5

YUSABA and YPK

- a. Entry Conference Notes
- b. Field Trip Notes
- c. Exit Conference Notes
- d. Participatory Institutional Self-Reliance Assessment
 - i. Participatory Definition of Self-Reliance
 - Organizational
 - Programmatic
 - Financial
 - ii. Self-assessment of Self-Reliance
 - iii. Constraints towards achieving Self-Reliance
 - iv. Discussion of Strategies to overcome Constraints

14 MARCH 1996 - YUSABA ENTRY CONFERENCE, KETAPANG, KALIMANTAN BARAT

This series of meetings and field visits also included YPK, the group responsible for health projects. Both YUSABA and YPK are organizations within or under the jurisdiction of the Diocese.

Nine members of both organizations were present at this meeting, 7 from YUSABA and 2 from YPK, including the directors of both groups, Romo Lintas and Sister Maryann.

Romo Lintas presented according to the entry conference agenda prepared by the evaluators: YUSABA was established in 1953, mostly for education and health work. It was not formal institution with a mission statement, structure and operating procedures but was dedicated to dealing with immediate needs of communities. There was no difference between the board of directors and the executive director, as they were the same.

Only in 1991, after work with CRS began, did YUSABA start to address some of their structural institutional issues.

They began the Title II program without being prepared. CRS sent 200 tons of rice before YUSABA even had a program plan or any staff ready to take responsibility for a program. They were able though to get moving and put together a program, concentrating on construction of roads and bridges. In 1993, they began to do plantation and agriculture work with the FFW program, opening new lands with communities and planting a local rubber variety, "karet alam."

YPK was created from the health unit of YUSABA, and helped to establish a small poly-clinic which was completed in 1990. YPK had difficulties as it was supported partly by Cubemon (sp?), a Dutch NGO with government support, but lost this support when Indonesia ended the Dutch government-supported aid program. Therefore YPK really appreciate CRS stepping in to resume assistance. The past two years of YPK's health program have not been supported by food distributions, so the evaluators wanted to see this example of a non-food health program with a CRS CP. YPK also now has a new proposal ready for a 3 year program in health.

YPK and YUSABA say the work in the same communities, but not in a consciously coordinated program. It is not clear if they should coordinate more, how they could do this, and what additional benefits communities might gain from such coordination. It is also not clear exactly what the difference is between the two organizations structurally, if they are controlled or supervised by the same board of directors or the local Diocese. The evaluators were not prepared to conduct a joint session with both YPK and YUSABA, but when everyone showed up the team decided to conduct the joint session mostly in deference to the local hosts. As each group only implemented one of the Title II programs, the evaluation team decided this joint session would not be too different than interviewing one organization that had both an FFW and a Health program.

Pak Heron of YUSABA talked about the Objectives *visa vis* Achievements of YUSABA's FFW program. These were discussed in terms of activities planned and those realized during the program period. The staff had to pull reports in response to this issue, but found the information fairly quickly, indicating that their filing system is probably orderly. The staff also did not seem to think any issue existed between their planned objectives and achievements, regardless of how close or far apart the two categories were in any year.

In 1991 and 1992, YUSABA worked almost totally on roads and bridges, achieving about 70 percent of their construction objectives. From 1993 through 1995, they worked on a wider variety of projects, achieving about 49 percent of their planned crossings, 69 percent of their planned wetland rice, 80 percent of their planned drainage systems, and 100 percent of their dikes/embankments. They exceeded targets in opening new farm lands and planting in rubber. Most of the differences they reported between planned objectives and achievements they say were due to scheduling issues, weather problems, and shifting project dates forward to accommodate these issues. They feel they accomplished eventually most of what they really wanted to do. They cited transportation problems (availability, scheduling, and weather) the main obstacles for distributing rice on time.

Over the period of FFW from 1991 through 1995, YUSABA worked with 6,201 participants and distributed 1,679 tons of rice, or an average of 271 kilograms of rice per participant at about 54 kilograms per year. If each participant is from an average family of five people, then the FFW program rice distributions were shared by about 31,005 people.

The types and amounts of physical projects constructed included: 89 kilometers of roads, 60 wooden bridges, 48 small wooden crossings, 30.2 kilometers of drainage/irrigation channels, 194 hectares of land opened for wet rice, and 1,261 hectares of land planted in rubber.

YUSABA chose the local rubber variety for greening projects for its relative ease in obtaining planting material and maintenance, as well as for faster results compared to non-local rubber varieties. YUSABA worked in very isolated areas using motorcycles as the staff's main form of transportation. They helped to establish local groups for implementing FFW projects, and often bought some project materials from the communities, such as wood for bridges. (The evaluators were interested to note that such materials were not expected as a donation from communities in support of projects.)

What was the main goal of FFW, in YUSABA's view? To help improve the social economy of poor communities. Also, they felt it was important to help conserve soil and to assist farmers to get land-use rights (SKT) through the projects.

They say that 27 large companies will enter the Ketapang area soon, mostly to develop kelapa sawit or oil palm plantations and a palm oil processing facility to be run by P.T. Golden Hope. This influx of outside large corporate investors is spurring YUSABA to help farmers get as much land-use security as possible. Romo Lintas thinks these corporations in general will not have a good impact on local communities, as they will use people only as unskilled laborers, and

may destroy many resources in the process of establishing their industry, plus communities may get denied access to land. The new companies also likely will use roads and bridges built by YUSABA with CRS support - an unintended effect.

Would communities have worked on FFW projects without rice? Romo Lintas thinks that participation would have been much lower without food as an incentive.

Did YUSABA ever gather baseline data in the communities served through FFW? No, they never gathered any baseline data on community conditions, but they feel they are familiar with the needs of these communities. YUSABA is being to look at the issue of baseline data in connection with their UB program, but claim not to know how to go about collecting the data.

What effects did the FFW program have on communities? Romo Lintas claims this is hard to answer definitively. (We feel he was hedging by saying this.) The rice distributions helped to motivate people to work, and thus this helped to strengthen the conservation of soil through projects implemented. The community members also saw food as wages for their work, and not as a contribution to help them with their local development. Sometimes people complained if they did not get enough rice for their labor or if the distribution was late. Some distributions of rice were not consistent in size for each job.

Some communities were planting local rubber already, but the rice distributions stimulated them to plant more.

In the beginning, the local government had no problem with the FFW program, as they saw it as promoting local development. But there were overlaps with the government's duties, and YUSABA promoted the program heavily such that the government began to complain and called Romo Lintas in to discuss coordination. The program ended though before YUSABA had to coordinate with the government. Part of the problem appears to be due to the distribution of rice, and that perhaps the government found that implementing some of their projects was difficult because the communities would ask for rice. Perhaps also, some government officials wanted to get some of the material benefits of the program for themselves. Perhaps the government was also jealous of the attention and credit YUSABA was getting for FFW program results when compared to the lack of action or results of the government. Romo Lintas did not clarify all of these, but he did say, "We (YUSABA) would think two or three times before taking rice again."

Pak Heron said that each day communities have to look for food or money, so that participating in any FFW project had definite opportunity costs. The rice distributions were important for off-setting these income earning or food producing opportunity costs.

Romo Lintas said some people used their rice to brew arak, a local alcoholic spirit distilled from fermented rice wine. It is not clear what effect this may have had on communities, other than assisting people to get intoxicated. They may have sold the arak, increasing their incomes, but the drinking may have worsened other social conditions, and YUSABA could look into this more.

later.

Did YUSABA staff sense that communities gained economically from any FFW projects? Definitely. Some communities gained land-use title through projects which gives them stronger assurance that they will have exclusive rights to the production on that land. Some increased income through use of new wet rice lands, and many will benefit economically in eight to ten years when their rubber trees start producing. They think that some of the FFW groups may also become UB groups and start saving and lending for small enterprise development.

How did specific CRS interventions effect YUSABA? YUSABA received materials, funding, vehicles, guidance, and training - all of which had institutional effects. The logistics division gained a lot of skill in managing the FFW program. They still lack ability to organize people into effective groups for long-term projects. YUSABA feels that the benefits of working together in groups is not yet clear to community members versus working as individuals.

YUSABA feels that CRS was too top-down in providing assistance and managing the program. The evaluators were encouraged though to hear Romo Lintas say this openly in this session. He says CRS exercised too much directing which target groups to work with, and how to use CRS support. It would be better if YUSABA could develop its own program, ask CRS for support, and then implement according to YUSABA's perspective without CRS oversight. CRS did help YUSABA to become better at reporting, but they still feel YUSABA spent far too much time on reporting to CRS. YUSABA did not however offer any alternative reporting system to CRS which would have simplified the process yet still have provided the necessary information required by CRS.

Was there any jealousy among YUSABA staff caused by the CRS program, because perhaps the CRS-supported staff had more resources than those working on non-CRS-supported activities? No. The system of salaries is not very different between YUSABA's different divisions. (However, it may be better if YUSABA had a standard personnel policy for compensation regardless of which donor supports any specific activity.) The main difference was that those who worked on FFW were contracted on a yearly basis and did not receive any pension payments, unlike regular YUSABA employees. YUSABA complains also that the support from CRS will decline by 20 percent per year over the next five years, so that by 2001, YUSABA will receive no support from CRS. (Perhaps CRS could explore the issue of pension plans with CPs during any future institutional development work, i.e. a seminar on the topic. Perhaps CRS could make pension contributions as part of the budget for any new programs. CPs also could calculate pension contributions when developing budgets or management fees for any new programs.)

Sometimes CRS changed program names and policies too quickly or too often, and this confused YUSABA. CRS also changed titles of positions funded under the programs.

YUSABA's staff feel that their job descriptions are clear. (They did not say if these descriptions though match the real work, or if they need updating.)

Romo Lintas is worried that direction will come from CRS as to what to support. He does not want to waste staff time and raise expectations with communities by determining needs and opportunities in the field, then have CRS reject proposals or say that other program objectives are more important than what YUSABA has determined. This seems a fair issue to be concerned about, and CRS should be very clear with YUSABA regarding possible program goals and objectives before YUSABA begins design work on proposals. However, YUSABA also needs to communicate clearly to CRS what the needs and opportunities are with communities, so that CRS can develop appropriate assistance as well. YUSABA should also be clear on what its vision and mission is with communities, such that YUSABA could accept or reject CRS support depending on its relevance to YUSABA's goals. This is partly an issue of self-reliance too, as YUSABA probably feels too dependent on CRS funding now and in the future to be very pro-active about determining program directions which would use CRS funds. YUSABA needs to do more thinking for itself, and CRS should listen and be flexible enough to work out suitable programs with YUSABA in ways that do not foster more passivity by YUSABA. This is a two-way street.

CRS staff present at the meeting emphasized that much of CRS's previous supervision was related to USAID's requirements for the Title II program. Future CRS programs will not likely be as stringent, as they will not be food-supported Title II programs.

Romo Lintas says that YUSABA staff could use more guidance in appropriate methodologies for identifying and developing programs with communities. The evaluators assume that this was part of CRS's previous support, but it is good that YUSABA would like more of this.

Sister of YPK says that health programs can only be supported by outside donors, as there are no local donors, there is no more government support available, communities cannot support this on their own, and YPK cannot and should not be doing any business which could support a health program. She takes a very hard line on why CRS should keep funding YPK into the indefinite but certainly long-term future (ten years and more!). The evaluators note but do not necessarily agree with her assessment.

We spent a lot of time discussing possible site visits for tomorrow. It appears that YUSABA and YPK were mostly unprepared in organizing these trips ahead of time, despite the letter from CRS asking CPs to be ready. This may be indicative of YUSABA's lack of organization in general, or their passivity toward CRS by just waiting for CRS to say where the site visits should be. In the end, we decided on sites where communities implemented some agriculture as well as infrastructure projects. Part of the problem appeared to be that visiting agriculture project sites would require extensive travel, and YUSABA appeared not interested in arranging this at first. We selected a site, Manjau, which would require a full day, and that was fine with the team.

We continued discussion according to the entry conference format, dealing now with the capacity of YUSABA staff. They have nine full time staff members. All of these have at least SMA level education. Two have attended academies beyond SMA level, and most have received some

form of skills training related to their work. Most of the staff gained experience during three years of a CUBEMON program. They say they gained more analytical skills during the CRS Title II program. They also say they well motivated and committed to working on development issues with local communities.

Regarding future capacities needed for non-food program work, they feel the discussion should be first about what the non-food program options may be. Then they could discuss what capacities they may need to plan, implement, monitor and evaluate a particular option.

Romo Lintas says at the very least YUSABA would need new staff members for new programs, as all the existing staff work on the UB program. He also wants the staff to have better community and program development skills. The staff also should have the ability to increase skills at the community group level, as these groups lack financial, administrative, and organizational skills. YUSABA would need to have training in these areas in order to work more effectively with communities. They also could use enterprise development and management training skills.

Regarding networking, YUSABA does not network with other donors right now. They also do not network with other NGOs (they say there are no other local NGOs) and that they do not know of any regional fora or consortia. They think they are alone in Kalimantan Barat, but this is probably not so, as several groups exist in Pontianak and YUSABA probably knows this. With the local government, YUSABA only networks or collaborates by sending reports to offices. They did make some previous requests for seeds, which may have been honored by the agriculture department. YUSABA has never asked to be part of and has never been invited to participate in any regular government meetings such as RaKorBang. Romo Lintas claims that YUSABA does not know how to work well with the government. He says that the government is somewhat envious and suspicious of YUSABA. So far, their best work with the government has been with the regional office of the Ministry of Cooperatives which helped with training for some women's groups. This is clearly an area for possible future CRS support, as improving government relations could be a very important objective for YUSABA.

Regarding the issue of dependence on FFW food distributions, YUSABA feels that communities were dependent on the food in as much as that people probably would not have worked without food.

For empowering communities, YUSABA feels they did this through motivating people to work together by providing food and material support, and this gave people the experience of doing projects. But a lot more could be done, such that communities become much more effective at determining needs and priorities, developing strategies to address needs, and acquiring resources and expertise necessary to implement activities effectively.

What impact or effect may result from the Title II program ending? Sister thinks it creates an opportunity to develop programs more oriented towards women, as the FFW program mostly only affected or involved men directly. The evaluators think this assessment may not be true,

as women probably ate rice distributed through the FFW program, and women as family members probably will derive benefits from projects increasing farmer production and income. However, there is definitely room to design programs which specifically target women as beneficiaries, and there may be a lot of need to do so.

YUSABA clearly has to develop a new program approach now that food distributions are not available. But also YUSABA no longer has the logistics and reporting burden of dealing with a food program. Some staff think that communities were not prepared for the end of food-aid projects, and that they will expect more of this. The end of food aid will stop other groups (such as political parties) from trying to take credit for the food distribution, the politicizing of food aid.

Who profited from the Title II program? The contractors of the warehouses and the transport/shipping companies profited. At a cost of Rp90 per kilogram, the warehouses received about Rp144,000,000 or over \$70,000. Romo Lintas also asked: what would be the real cost of one kilogram of Title-II program rice, if all the real costs were totaled, including the cost of production in the U.S., purchasing the rice from farmers, managing of the P.L. 480 Program, warehousing, shipping, USAID contracting and managing the program with CRS, CRS's expenses managing the program with CPs, and costs incurred by CPs distributing the rice. This obviously would be very expensive rice. CPs and communities who received the rice were curious about the whole program, and were confused by the political motivations behind such a program with such immense hidden costs. Why would the U.S. spend so much on food shipments when a much smaller and simpler transfer of money would have had the same effect? YUSABA and other CPs think this question should go back to the U.S. public.

Feedback to CRS about management of the Title II program: YUSABA would call it "horse racing" management, meaning that it was mostly trying to contain a program which was running wildly. They had troubles with the CRS director's style, as the director tended to make sudden program changes for no apparent reasons. They found the structure of CRS problematic; i.e. Baltimore directing the region, the region directing CRS/Indonesia, and CRS/ID directing the CPs - all very top down. They feel the CRS staff are all very good, but do not say "no" very well, meaning they give in too easily (too their own management?). They felt that the management meetings were more like tests instead of being open fora for developing and debating policies and programs.

Both YUSABA and YPK did not seem to understand that CRS also was fiscally responsible for the Title II program and had to report to USAID as well as pass a USAID audit.

Romo Lintas says that CRS often promoted program concepts that were not yet well developed, or unclear. Also the commitment within CRS for programs was not always clear. This is possibly an issue of communication (CRS not checking with a CP to ensure mutual understanding of program goals and activities) as well as process (not working together enough with a CP on the development of programs). The training related to management were not followed up well. In general, Romo Lintas thinks many training sessions were extravagant uses

of resources which might have been better spent on other activities, or for better planned and implemented training of more value to participants. Then CRS would manage CP programs with a very tight fist, ensuring strict financial control. When contrasted with seemingly extravagant (and perhaps frivolous) outlays, the CPs found such tight management a bit hypocritical.

Pak Willy mentioned one training which was of good value for LKB: the workshop on the "Seven Habits of Effective People" which he thinks would be a very useful workshop for other groups to go through.

15 March - YUSABA Field Trip to Manjau - Road, bridges, clinic, and rubber planting projects.

Notes from meeting held in home of a villager at Dusun Manjau:

The drive from Ketapang to Manjau took about one and half hours over a good main coastal road with several large bridges and barely any traffic except for a few public buses. Romo Lintas says this main road has been paved in asphalt for 3 years. We passed a few villages on this road, but otherwise there were not many homes or many people. The houses in the area are made of a combination of materials such as wood, palm fronds, thatch, ferro-cement, plywood, and aluminum roofing. Almost all homes are built on short pilings above the tidal flow of water in this mostly wetland area. We turned off the main road finally onto a secondary asphalt road with electric power lines leading toward the interior and some small but steep hills. There was no evidence of any settlement along this secondary road although the land was cleared back for about 100 meters on each side. These cleared strips on either side of the road were covered in tall grass, but no ownership or use of the land was apparent. This road appears newer than the main road.

We turned off this paved secondary road onto a dirt road, which appeared to be little more than a track at many points. YUSABA says this road was first built as a FFW project, and later had additional work done by the Public Works department, but it is only really passable with a four-wheel drive vehicle and does not appear to have been hardened with sand and gravel. There are several small wooden crossings on this dirt road made of solid local hardwood, also made during the FFW project. There are electric power lines along this dirt road which come into the community of Manjau. At the home where we stopped and held our meeting, the owner said his house is wired for 400 watts, but as the power comes from Ketapang the community usually only has power during the day because evening power use in the town is heavy. The Electric Authority (PLN) apparently brought electric transmission into the village after YUSABA assisted with the road construction - a definitely positive effect of this FFW project, in the opinions of the community members.

The community or dusun of Manjau has 187 families, or about 1000 people. In the whole desa there are 385 families or about 1,750 people. The desa has three dusun.

There are about seven villagers at this meeting, six members of the evaluation team, and about six staff members from YUSABA and YPK. After introductions, we divide to interview for the FFW and Health projects.

Since 1991, when the first CRS staff member came to Manjau, the people here say they have really benefitted from assistance they received through YUSABA. The road, four bridges, and three crossings are all important to the community as this enables them to come and go from the area much easier than before. Also commercial, emergency, and government vehicles can reach the area now. They are especially glad that sick people can be driven out if necessary. No one it seems owns any vehicles here though, other than perhaps a motorcycle. The government

brought in the electricity because the road was built, they say.

For the road project, 160 community members divided in five groups which formed especially for the project. At least two of these groups still exist to help each other in clearing of new farm land.

Each of the five groups worked 10 to 15 days per month on the project and received an allotment of about 5 kilograms of rice for each day of work. The villagers reported that they were very glad to receive the rice. The road project took about six months of work to complete through the course of one year.

Did any of the groups exist prior to the project? Yes, some of them did, but they were not very active before the project.

How did the idea for the project emerge? The group present said that YUSABA and CRS proposed the project and the community accepted. (This may have been more in reference to CRS and YUSABA arriving to discuss the FFW program in general, and not the road project specifically. But it may be that YUSABA did propose the road project, and not the community.)

There is little education available to this community, and they say they would like to have more access to schools and resources to support their children attending schools. They say the government provided them with houses here.

They report that a government survey team was recently in the area to look at the possibility of building a large dam, presumably for hydro-electric power generation. This could have an impact on land use. (It was not clear really what the dam survey was for, and the evaluation team should discuss if this was for irrigation and water use, rather than power generation.)

What difficulties have farmers faced here? It has been hard to open new lands for farming - both physically and legally. Farmers also have a hard time controlling pests, including insects, wild pigs, rats and mice.

What other benefits came from this project? The community received about 100 tons of rice. All participants also planted and received at least one quarter hectare of land in local rubber. Some farmers planted two to three hectares in rubber. The total area planted in rubber was over 100 hectares, with a planting density of about 400 trees per hectare. They say that about 80 percent of their seedlings survived.

The community members here say they chose the rubber planting project themselves through a series of meetings to decide what they wanted to do. They chose local rubber as their crop because they already knew how to cultivate it.

YUSABA helped by providing just less than half of the seeds for the rubber trees, while the community collected the rest. The community received no technical assistance for planting and maintaining their rubber trees. The farmers who planted the rubber received about 5 kilograms

of rice for an 8 hour day of work.

They say they would have planted the rubber trees even if there had been no rice available to them as an incentive to work. The rice did motivate them to work, but they claim it was not the most important reason to work. They were more interested in the benefit they would receive by eventually harvesting rubber from their own trees, and having the right to use the land they planted, even if they do not have full landowning rights. Only a small percentage of the farmers here have Surat Keterangan Tanah (SKT) which provides insurance that they can retain rights to what they plant on the land.

Local deer or kijang do eat the rubber tree leaves, so they want to continue planting new trees to replace any of those killed by the deer. They use traps ("blantik" in the local language), ground pits and snares to catch deer and wild pigs, but the government forbids this practice as it is also dangerous for people.

The land use system they employ is to open new lands by cutting down the forest first, clearing, planting paddy for a couple of years, then replanting the land with rubber trees. They have built some of their own water channels which helped increase their paddy production.

They say during the dry season that the danger of fire is very great here, and that Manjau has been threatened by major fires before. They have planted rubber trees on some of the old burn areas.

What do you expect from the rubber plantations? In five to six years they expect to start harvesting rubber from the trees, and they expect to sell the rubber they harvest to local traders. They know the price is cyclical for rubber, but they are confident they will get a price that is worthwhile. (They are very optimistic.) Right now, sun dried rubber sells for Rp1000 per kilogram.

Most people now get their cash income here from the wood industry, either by working for others, or by cutting and selling wood on their own.

Some farmers are starting to grow coffee, a local variety and probably a robusta. One farmer produces about 50 kg per year of dry-processed or "natural" coffee beans. He claims he sells this for about Rp5000 per kg, which is a high price. The farmers have the usual early harvesting problem, but they say they harvest early because of "musang" or civet cats and bats that like to eat the ripe coffee berries. Their coffee produces harvestable berries within three years of planting a tree - or almost half the time required before they can harvest rubber from their rubber trees. Their coffee appears to be a robusta of fairly low quality. Only about 10 families are producing coffee now for additional income. Some have coffee drying sheds near their houses, and at least one man uses his rice huller to hull coffee too. They say they can dry their harvested coffee berries in three to seven days, depending on the weather, and that once dried, they can store the unhulled coffee for up to a year. This gives them a significant advantage in waiting for optimum prices if they so choose, as the durability/storage life of their

coffee is quite long compared to other crops and it may not be subject to the same pest damage as other crops like rice. They dry their coffee on traditional drying frames which they report they "have always used." It is not clear how long they have had experience with coffee. They only mill the coffee they want to use or sell on an as-needed basis. It would be good to investigate if their milled coffee beans would have a longer or safer storage life than unmilled dried berries. Certainly the storage space required for beans would be less than for dried berries. The quality of either approach should be assessed in any potential coffee project here. Right now the farmers say they have a limited amount of information about coffee cultivation which Agriculture Dept. staff provided, and that they are very interested in obtaining whatever information they could get about coffee production. Our evaluation team promised to send back additional robusta production guidelines through YUSABA, and to share this especially with one leading coffee farmer, Pak Yanto.

They used to harvest resin or damar from trees before all the trees were cut down. There may still be an opportunity for them to harvest some resins and to replant resin-producing trees. They say there is still some rattan left, but no replanting of this resource yet.

A list of other crops observed in the area:

pepper, cacao, ginger, papaya, cassava, taro, rambutan, lengking, bamboo, clove, jackfruit, guava, kapok, chillies, mango, banana, pineapple, coconut, aren red sugar palm, and various citrus.

The community appears to have water-sealed toilets with the foundations made of concrete. The evaluators do not know how people found out about this technology or where they may have got assistance to build the toilets.

We visited a rice field which formerly had been the site of an Agriculture Dept. demonstration plot for the high-yielding Cisedane variety. The demplot sign indicated the use of Urea (20 kg), Triple Super Phosphate - TSP (10 kg), and Potassium Chloride - KCL (10 kg) per 0.1 hectares. The demplot also used insecticides and rat poison (although the types were not listed on the sign).

We met in the field with six farmers to discuss a variety of issues and to ask questions regarding constraints, needs and interests. One of the main constraints they face is adequate irrigation for wet rice production during the dry season. They would like to have an irrigation system to help expand their paddy production. If the government does build a dam, it could possibly serve over 200 hectares of land. Right now, Manjau only has about 20 hectares of sawah or wet rice land, which is just enough for meeting basic subsistence demands of this village.

Although the demplot required fertilizers and sprays provided by the agriculture department, these farmers say they cannot afford or cannot obtain such chemical inputs on a regular basis. They have a few animals such as pigs, goats and chickens, and they use manure from these livestock plus some compost to help build their soil fertility. However, they do not raise enough

animals here to produce enough manure for maintaining their soil. Instead they use a four-year planting cycle on their rice land, growing one year of production then leaving the land fallow for three years before planting again. They do not appear to use green manure crops or to explore different types of crop rotations which would allow longer use of their land and to rebuild soil quality (tilth and fertility).

Their crops suffer from a variety of pests including insects and wild pigs. They say insect damage though is far worse than that from pigs, at least in their rice crop. IPM could offer some real benefits to this community, if farmers could learn more about the pests attacking their crops and possible ways to manage the pests without resorting to excessive chemical controls.

The farmers here use only hand tools in their fields, as they have no small tractors or even water buffalo (kerbau) or oxen to help cultivate their land. They say they would rather have oxen to work the fields than buffalo, but say they cannot afford to buy cattle. The average cost of an eight month old heifer here is about Rp400,000 (this price was reported independently by a few farmers and one of YUSABA's FFW program staff members). The farmers say they have plenty of grass and fodder to feed cattle here. Cattle raising on a small basis here could be possible, and could offer significant benefits to farmers by producing draft animals and income through the sale of calves. A revolving calf-credit/cattle-raising program could be set up along the lines of LKB's program in Lampung, and Pak Willy recommends this. He already hosted a visit by Romo Lintas and a staff member at LKB to learn about the cattle program, and was somewhat surprised that YUSABA does not appear to have made any progress in this area. An investigation of the reasons why farmers here are not already raising cattle should be part of any project development. (Romo Lintas later said he tried the program unsuccessfully in another area, but the motivation of the farmers in Manjau could represent a good opportunity for trying a cattle project again. The evaluators recommend this as a possible program component for YUSABA to pursue.)

Although most of the farmers here earn income through the wood industry, they also say the Forestry Department forbids them from cutting trees in the remaining forest areas, or burning forest to clear land for farming. Despite whatever controls they may face, the community still appear to have access to some forest, legally or otherwise. This issue could be looked in greater detail in future YUSABA programs to determine what forest use rights this community and others in the area may have, and to develop possible community forestry management projects that would provide people with income, wood and other products, plus help sustain the forest.

The farmers report that no other NGOs besides YUSABA and YPK are active in this region, or at least they do not know of any other groups. They say that government extension or service people rarely ever visit the region, although the evaluation team did not have access to any accurate data on government visits. For whatever reasons, the farmers told us that they mostly are not served by government staff. There is some evidence to counter this claim, such as the rice demonstration plot and the electricity which the government brought to Manjau after the community built the road. But continued government support for local development could be lacking. The farmers we met with apparently are willing to work with government and NGOs

on a variety of projects if they get the chance. This group of farmers have been happy working with YUSABA so far, and definitely want to continue with new projects.

The farmers do sell some produce for income at a market in a town nearby. Mostly they sell long beans, yams, eggplant, squash and cucumbers. They do not have any groups among themselves to help with issues regarding production or marketing of their crops. They also do not have any processing facilities of any type other than a small rice mill owned by one farmer. They say there are no cooperatives (KUD) in this area. They do not grow any vanilla here, but are interested in the possibility. They were interested in cashews but say there are too many pests which eat the leaves. They are starting to try malindjo (gnemon gnetum) which could be an income source in producing "emping" crackers. The dry season here lasts from three to six months, and can be so dry that people have a difficult time locating enough drinking water.

The local privately owned rice mill is small, but probably adequate for handling the milling needs of the small amount of rice produced in this community now. The owner reportedly charges one kilogram of rice for every 10 kilograms of rice a farmer wants milled. This seems like a very high commission rate (ten percent). Other mills in parts of Indonesia have reported a commission rate of 1 kg for every 40 kg of rice milled. Farmers in Manjau also use the small rice mill for hulling their coffee.

We visited another project site later, where a group of 14 farmers had planted about 10 hectares of local variety rubber trees on a previously cut forestry concession. The farmers had cleared the area for paddy production first after the logging company had taken out the harvestable trees. After one year of rice growing, they planted the rubber trees in May 1995 as a FFW project. The farmers say that this land is government-owned but that they now will or have secured SKT for land use rights. YUSABA should document carefully this whole SKT process to determine who gets what kind of title or rights to land, for what time period, at what administrative costs, how or through what actions can farmers get an SKT, whether the farmers can then resell their rights at any specific time, and what other restrictions or allowances apply to the title. YUSABA could develop expertise in land use title law and how to help farmers and communities gain more land security. Currently, according to Pak Willy and Pak Bambang, as few as 30 percent of farmers in Indonesia even hold SKT land use rights. Outright land ownership or "Hak Milik" is very rare, often limited to a certain time period (i.e. 10 - 30 years) and cannot always be sold directly or transferred to another person or group. CRS and CPs should develop a far better understanding of land titling, how the laws and issues affect their client communities, and what options and issues they would face in incorporating land titling into any local development efforts.

We saw no evidence or heard any discussion of community or social forestry practices or projects. The community members say they have no trouble obtaining firewood, but that access to protected forest areas is strictly limited. It is unclear what forest access they do have.

There appears to be an active wood-working industry of some kind in the region, as evidenced by the amount of wood products and furniture in Ketapang. A few large plywood mills operate

in the region and probably offer a fair number of jobs to local people. Romo Lintas does not know if there are any small sawmills, and doubts if there is enough local demand to support small wood-working enterprises. He says YUSABA tried to get a few UB groups interested in borrowing money for wood-working equipment, but they showed little interest. The evaluation team recommends though that this issue be researched in more detail, as local market demand for wood products might be able to support wood-working enterprises of different types, including those which might be able to use leftover wood from the large plywood mills. Small enterprises of this type could be good income generating options for communities if the potential were investigated and communicated clearly.

15 March 1996 - Further discussion with Romo Lintas, YUSABA FFW staff, and observations from Manjau site visit.

Romo Lintas says that people here do not yet see the potential advantage of combining their efforts for development. An example of this he says is that with the BPR projects people just look at the one-shot chance to get Rp4 million, and not at what that amount could become in a revolving credit scheme. He thinks that this attitude could be changed partly by example, as people often need to experience possibilities through activities which introduce concepts which they have not considered or worked with before. He says he often tries to find appropriate examples in the local culture which can help people to understand a new development concept. Romo Lintas says people in this area have not yet learned how to think actively about changing their conditions, and they have not learned how to speak openly. He seems to promote the idea here of YUSABA being very heavy-handed in directing people, instead of facilitating expression and learning within the community, assisting people to take more initiative. Communities are somewhat accustomed to receiving directions from authority figures (church, government, and traditional leaders) and YUSABA and YPK do not appear intent on developing a significantly different approach. The evaluation team does not agree that YUSABA and YPK need to have such a top-down orientation to accomplish development objectives in this community, and may actually be limiting the potential for positive influence by taking such an approach.

A general observation is that CRS should look for leverage in future support of CPs like YUSABA and YPK, such that assistance would be directed toward the areas of greatest possible impact or effect within the CP organizations and within their client communities - as well as directing assistance in response to the greatest priorities expressed by clients.

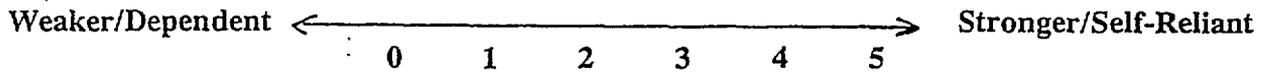
The new partnership that CRS could build with CPs and communities could be viewed as a way for CRS to "pay for access to development." This would mean that CRS would be exploring potential development approaches and techniques in a partnership with CPs as service providers in communities. The CPs would be providing service to CRS by allowing access to their "development laboratory" with communities. Communities also would be providing service to CPs by allowing access to their context. This view could be step toward developing the concept of an equal partnership together with the three acting groups in any context: CRS, a CP, and the local community.

Through discussions later in the evening with the CRS staff accompanying the evaluation team, it became evident that as an organization CRS is not effectively promoting the concept of learning an contribution from all members of their institution. The staff members feel that their job descriptions do not accurately reflect the reality of the demands CRS management often place on them. (They say they are asked to put aside their usual tasks at times, and to take on additional and difficult tasks, but they are still evaluated on whether and how well they implemented their usual tasks - not the additional tasks.) Organizational boundaries are not apparently clear, which results in misunderstandings and stress to individuals, and less effective work in general. Most of the CRS staff here apparently would like to follow their job descriptions more closely and not be expected to do more or different activities. The concept

of being active players in determining the direction and enhancing the quality of all that CRS does, does not appear to be part of how they conceive their roles as employees. This would seem to be an area of particular opportunity for CRS to explore. The potential benefits to CRS are significant if they could begin to engage employees more effectively in learning and contributing to the overall operation of CRS. CRS management could begin this process by exploring concepts and techniques of a "learning organization" and the application of "systems theory" in analyzing the functions of CRS. The benefits of this approach could go far beyond CRS/ID, as they could demonstrate and facilitate this approach with counterparts and other organizations in Indonesia. Aspects of this systems approach could be incorporated in CRS/ID's institutional strengthening strategy.

16 MARCH 1996 - INSTITUTIONAL DEVELOPMENT DISCUSSION WITH YUSABA AND YPK IN KETAPANG, KALIMANTAN BARAT

This session was facilitated by Stefan Pakulski. The facilitator adopted a method for assessing institutional development which began with a visual description of an organization's development along a linear spectrum from one end characterized as weaker and more dependent to becoming stronger or more self-reliant at the other end. The facilitator drew the simple diagram below to depict this spectrum:



The next step was to work with the assembled staff to develop definitions of Organizational Dependency and Organizational Self-Reliance. These two concepts were considered to be at fairly opposite ends of the spectrum as depicted in the diagram, and thus would have definitions which at the most extreme would be direct opposites. The facilitator asked the staff members to think of their definitions of dependency and self-reliance in terms of an organization's programs, finances, and internal structures and functions. The facilitator also suggested that the condition of self-reliance may not represent an end point in development, but could be considered a process of evolution. Later the staff would be asked to consider the relative positions of their organizations along such a spectrum of development in three categories of program, finances, and internal structure and functions. Next the staff would be asked to identify constraints and opportunities of their organizations to achieve more self-reliance in each category, and possible strategies to overcome the constraints and/or take advantage of the opportunities.

Characteristics of a Self-Reliant Local Non-Government Development Organization (as defined by the staff, including executive directors/management):

- Not dependent or totally reliant on one sponsor or donor.
- Able to look for other sponsors or donors.
- Able to develop and manage good/effective programs with appropriate targets relevant to client communities, taking a holistic or integrated approach which goes deeply toward solving problems and is not just superficial
- Able to survive first as an organization, and then grow, with internal strengths (not external support) as the determining factor of success.
- Staffed by self-reliant people as a necessary condition.
- Able to analyze internal and external problems and situations.
- Able to formulate solutions to problems.
- Able to motivate staff and other people.
- Possesses bargaining power to effect change and obtain benefits.

- Able to form and sustain (and actively in pursuit of) mutually beneficial partnerships with a variety of other organizations (govt., private, NGO).
- Able to formulate programs based on the tangible needs of client communities which are well-organized, interesting, and stimulating for the participants.
- Able to develop programs (described in previous statement) with the active participation of client communities.
- Conducts or bases all analysis on collaboration with client communities.
- Possesses a clear, dynamic vision and mission which serve as powerful sources of motivation in program implementation and management.
- Takes active interest in staff development, has and implements a staff development strategy, and intensively orients new employees toward the organization's vision, value and mission.
- Able to manage and develop finances so that programs are implemented according to plans.
- Able to account for all finances accurately and in a timely fashion.
- Possesses enough financial resources to meet objectives.
- Able to raise additional funds successfully from various sources.

A difference was noted between the director of YPK who felt that financial self-reliance means an organization can account for all its financial needs from sources internal to or within the organization, while the director of YUSABA felt that financial self-reliance could include the ability to successfully tap financial sources or donors outside of the organization.

The facilitator introduced briefly the theories of Mintzberg regarding various structures of organizational hierarchy and function, and primarily the difference between organizations characterized by more hierarchical management and those with a "flatter" or more decentralized management function. The staff discussed whether a more self-reliant organization would have tendencies toward hierarchy or decentralization:

- YUSABA's director said that ideas within a self-reliant (S-R) organization originate from all staff members, not just the director. (A possible corollary: the director actively solicits and encourages/nurtures the development of ideas from other staff members, and ensures these ideas become enacted within the organization.)
- Staff is creative, innovative, analytical and think critically.
- To take advantage of staff abilities, the S-R organization has a working atmosphere or environment which is open, participatory, promotes teamwork, and has leadership in management which actively supports the development of this atmosphere.
- The S-R organization's structure reflects and promotes these internal goals of openness and participation, is transparent in that all functions are easily visible, works as true in practice as it appears on wall charts or diagrams, and has clear lines of responsibility and authority. The components of this structure are a board of directors, executive management, and staff (program and administrative/financial).

YPK's director felt that the structure and function of an S-R organization would vary according to the size of the organization, as the level of complexity in working and communicating within a larger organization may demand more decentralization to achieve better effectiveness. Yeni

of CRS felt that a larger organization would require a more effective Management Information System (MIS).

In broad terms, the staff members and directors present expressed that a S-R organization would tend to be dynamic (not static), evolving toward a "flat" structure in which more decision-making authority rests with those responsible for activities affected by those decisions, in which information flows fairly equally between staff members and management so that decisions are based upon the best information available in the organization with reasoning apparent and understandable to all, and in which policies and guiding principles develop from and through participation of all staff members.

The facilitator discussed additional aspects which may be relevant to organizational self-reliance such as the capacity for individual employees and the organization as a whole to learn, adapt to changing conditions, and to evolve in relation to changing external conditions and through the active interchange of ideas among all staff members.

The facilitator then asked the staff and directors to "grade" the level of self-reliance of YUSABA and YPK along the spectrum of the original linear diagram, overall and in each of the three broad functional categories. The numbers below represent the staff choices for each group in each category, with 0 being most dependent and 5 being most self-reliant:

	YUSABA	YPK
OVERALL	less than 1	3
Programatic	4	3
Financial	0	3
Organizational	3	3

The facilitator, noting the low number of women on YUSABA's staff (one out of nine present), explored the issues of diversity and creating opportunities for people within organizations, asking if these issues also had any relevance to characteristics of an S-R organization. In general, people felt that a strong organization would have a varied staff who's perspectives and experience could enhance organizational effectiveness. The participants at the meeting did not express recognition of any "structural" limitations to people of different gender, race, religion, age, education, or experience within YUSABA and YPK. YUSABA's director however made it very clear that he thinks women are not suited in general for field positions which require travel on motorcycles in rural areas, and that few women apply for these jobs anyway. This brought a distinct reaction from a few women present who had spent much time working effectively under such circumstances. (The evaluators recommend that CRS review internal

hiring practices in YUSABA and other CPs in the future to determine if discrimination of various types may be practiced by any of these groups, and at least help increase awareness of the drawbacks of such discrimination and the benefits of not discriminating. CRS itself should review this issue internally, to ensure the presentation of an appropriate example to other groups.)

OBSTACLES TO DEVELOPMENT OF SELF-RELIANCE OF YUSABA AND YPK - As reported by the assembled staff members and directors.

Financial Development Obstacles:

- These groups do not have unrestricted funds for use as they choose.
- Their personnel is limited, as is their capacities and how they use what resources they have.
- Right now, their funding is very limited, period.
- They have low fund-raising capabilities.
- They do not have business experience, nor are they oriented much toward entrepreneurial activities.
- Their "religious" culture predisposes them away from business practices and more towards charity - both in how they work with communities and in how they present themselves to donors (and to themselves).
- They have not considered how best to invest their resources (labor, time, money) so that they can raise, generate or develop more funds.
- They do not have a financial development strategy, nor do they know what components should be included in a strategy to become more financially self-reliant.
- The staff are not yet capable of writing "professional" proposals.
- They believe their opportunities for earning income through enterprises and product marketing is limited due to their location and the poor local economy.
- Investment capital to create business units is limited or non-existent.
- They lack information on donors and the types of programs which donors will support.

Program Development Obstacles:

- It is hard for these groups to understand and fit to the styles and requirements of different donors.
- The local weather conditions often limit program implementation according to schedule and plans.
- They feel limited in ability to design and implement programs for marketing farmer produce. They also lack warehouses and do not know how to handle price fluctuations for commodities which could threaten such programs.
- They do not know how to conduct feasibility studies for enterprise development projects, nor do they know how to train local groups in enterprise management.
- They do not yet know which local organizations or government agencies represent potentially good partners in their work.

- They do not feel they have enough "business savvy" to work effectively with traders and private sector companies. They are not confident.
- They do not know how to work effectively with the local government, other NGOs and private sector groups.
- (Not expressed much by the staff, but the evaluators noted a lack of ability in participatory community development approaches in both YUSABA and YPK. If an S-R organization is one which actively works together with communities on defining strategy and projects, then YUSABA and YPK greatly need more training and more practice in applying such skills.)

Internal Organizational Obstacles:

- They do not have enough money to train staff adequately in all aspects of their work.
- They do not have staff development strategies, nor do they feel confident in their ability to develop such strategies.
- They are usually too busy with daily work/operational requirements to address issues of their organization. (They appear not to plan for this.)
- They feel the absorptive capacity as well as the motivation of the local communities is limited (due to education and attitudes) which limits what they can implement as NGOs. (The evaluators did not think this was apparent during the field visits. On the contrary, the Manjau community seemed well-motivated and capable of many activities.)
- The staff do not have enterprise or entrepreneurial skills.
- The boards of directors need to become more professional and play productive roles with their organizations, instead of being too top-down in direction.
- YUSABA's activities may be too diverse for the mandate and understanding of the current board.
- Their organizational structures, and lines of authority and responsibility are not clear.
- Job descriptions need updating and finalizing to reflect true nature of work. Both groups have avoided this so far, claiming they are too busy and that too many changes have happened too quickly.

DISCUSSION OF POSSIBLE NEW STRATEGIES TO OVERCOME OBSTACLES

YUSABA staff talked mostly of what they would be interested in as follow-up activities to the FFW program, specifically related to agriculture. Their main concern is how to maintain well the existing rubber plantation areas, and to explore different crops for interplanting among the rubber trees. They do not feel it will be difficult to motivate farmers to do this kind of work without food aid as an incentive, as the farmers will be working on their own land (or at least land they have the right to use).

They would like to have technical assistance for intercropping, soil analysis and improvement, and agronomic assessment of crops and livestock which might provide the best income return to farmers. If YUSABA wants to develop an agricultural division, CRS could help to strengthen staff abilities in each of the areas for which they need technical assistance now.

However, from the discussion it seems that CRS's best support may be to assist YUSABA in defining its organizational purpose and developing a strategy to achieve that purpose. YUSABA seems somewhat scattered, or unfocussed internally and is waiting for direction from CRS as to what they should do, in order to get program funds. CRS could use the information obtained from this session on institutional development to design an assistance strategy with YUSABA which would promote the group's progress toward self-reliance and organizational sustainability.

YPK appears more focussed, with a defined purpose of serving community health needs. However, like YUSABA, YPK also feels that their programs cannot continue without extensive CRS support. YPK's director says that it is just not possible for their community health program to be self-sustaining, and that CRS should keep funding it for at least another ten years. This view matches YPK's charity-driven approach, based on the assumption that totally subsidized health services must be provided to poor communities and that YPK also has no recourse but to request complete CRS support for the program.

For a new health program strategy though, YPK appears to recognize some value in altering their concept of working together with communities. For this they would like CRS to support the development of staff and local health cadre abilities in participatory community development techniques, especially related to the development of community health programs. YPK would like to extend their work into other communities which they could not reach during the previous CRS-supported health program. They also would like to coordinate and share information more at the Diocese level with other community health efforts. YPK says they have a proposal near completion now for CRS.

As with YUSABA, the evaluators recommend that CRS explore a limited strategy with YPK and not consider an indefinite period of program funding. The focus of this program though should not be merely the phase-out of program funds over a 3 - 5 year period, but how CRS's support could enable YPK to take increasing responsibility for self-support and developing linkages with other partners and supporters or donors. The information gained during the previous session also should provide CRS with the basis to form an institutional strengthening strategy with YPK, either as part of a continuing community health program or as a separate organizational development project.

Additional Observations:

Most staff members seemed inhibited during discussions while in the presence of their directors. The facilitator intended for the session to be very participatory and open to all viewpoints from all staff members, but likely this was not fully possible in this situation. Still, several people apparently felt free enough to bring up difficult or sensitive issues in this forum, and others who were reticent in the beginning warmed up to the format and provided much input. This is an imperfect tool, no doubt. But the level of discussion and interaction produced valuable information, and according to anecdotal information from several staff members the process was very important for them, as it opened them to new ideas regarding their organization's status and

potential which they had never discussed or heard discussed before.

YUSABA has been affected deeply by the relationship with CRS and other donors, and not just in terms of administration and reporting systems. They appear to continue to try to force themselves to fit into the plans and programs of CRS and other donors. They do not try to define their own vision and mission first, and then see if it fits the requirements of CRS. Instead they try to shape themselves according to what CRS might give them money for. Unlike their hiring practices, they are not discriminating at all in accepting funding. For example, CRS is considering a new agriculture program strategy and YUSABA says they will gladly implement this kind of program even though they do not have the staff or internal objective to implement agriculture projects. A related local NGO, PARITAS, already has agriculture as one of its main program strategies, and this group could be a better choice for CRS to consider for promoting agricultural development in Kalimantan Barat. Interestingly, Romo Lintas discouraged this idea. YUSABA (and probably YPK) appears to have access to additional funds and facilities through the Diocese.

Both YUSABA and YPK may not need CRS' support to survive, yet they seem to believe or want to present themselves as relying totally on CRS support. Some of the evaluators felt that YUSABA may not have been completely open in describing their financial situation. This is not uncommon among small NGOs which try to negotiate heavily with several donors to obtain the maximum amount of funds possible from all sources. CRS would do well to coordinate as much as possible with other donors who may be supporting or interested in supporting YUSABA. (MISERIOR already may have an agriculture support grant underway with YUSABA.)

CRS also may be well-advised to take some responsibility for shaping YUSABA and YPK. Assuming that these groups would not survive if CRS stopped funding them now, CRS could take a determined step with both and make it clear that funding will not continue beyond a certain period (3 - 5 years), and that the main focus of remaining support would be to strengthen these groups such that they could survive without CRS. This may be in fact what CRS is proposing with all the CPs now. The success of this approach will depend on many factors, and perhaps mostly it will depend on the initiative of a CP like YUSABA to define their goal of self-reliance internally and then to work hard to take advantage of CRS's remaining support to help them achieve their goal. CRS in the end may have to accept that some of the CPs will not achieve self-reliance or institutional sustainability. This will not mean that the investment will have failed or been in vain, but that perhaps another form of organization may be appropriate for the local context.

APPENDIX A6

Evaluation Team Description

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APPENDIX A7

Evaluation Scope of Work

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SCOPE OF WORK
CRS/INDONESIA TITLE II FINAL EVALUATION
March 4 - 22, 1996

I. BACKGROUND

A. CRS/INDONESIA and Title II Food Aid: a brief history

For over thirty years Catholic Relief Services Indonesia Program (CRS/ID) has operated in Indonesia under an agreement with the Government of Indonesia, providing resources to indigenous voluntary organizations (which CRS/ID calls counterparts) to support their efforts to improve living standards and opportunities of the rural poor.

Since 1986, CRS/ID has implemented three major programs :

- Food and Nutrition Program (FNP), which became the Health Program (HP),
- Food For Work Program (FFW), including infrastructure and agriculture,
- Small Enterprise Development Program (SED).

CRS/ID generated monetization funds through the authorized sale of food stocks imported from the United States under Title II of the U.S. Public Law 480. From January 1993 to December 1995, CRS's monetization program involved the sale of 29,150 metric tons of wheat, with total local currency proceeds of approximately US \$4,825,900. CRS/ID used these monetization funds to finance commodity warehousing and transportation, purchase of Project Material Support (PMS), project management costs with local counterparts, as well as certain personnel and operating costs incurred by counterparts and CRS/ID.

All of CRS/ID's Title II food assistance activities have formally ended as of early 1996. Reasons for ending the Title II program include the U.S. government's assessment of a lower priority for food assistance to Indonesia, especially as Indonesia has claimed self-sufficiency in rice production from 1985 to 1994, and the overall progress Indonesia has achieved in lowering the incidence of poverty. Despite the closure of the Title II food aid program, CRS/ID will continue to work in Indonesia through the establishment of a local development foundation supported by an endowment generated by a final monetization of food, and by building on achievements of the Title II program in the areas of health and sustainable agriculture through non-food assistance.

In preparation for the next phase of program activities, CRS/ID will conduct an evaluation of the Title II program that will examine the effects of the program on CRS's counterpart organizations and target communities. The evaluation also will include an assessment of current health and agriculture issues, and will identify the best options for

new non-food aid program strategies based on existing institutional abilities and opportunities created or apparent as a result of the Title II program. CRS/ID will evaluate all three components of the Title II program in early 1996, but will limit this first evaluation to the Food For Work-Agriculture Program (FFW-AP) and the Food and Nutrition Program/Health Program (FNP/HP) components. A separate evaluation will assess the impact of the Small Enterprise Development (SED) component of Title II.

B. EVALUATION OVERVIEW:

This evaluation of the FFW-AP and FNP/HP components of CRS/ID's Title II Program has two interrelated main objectives:

1. An assessment of the overall achievements and effects of CRS/ID's Title II health and agriculture assistance on CRS's counterparts and their beneficiary communities, especially with respect to the institutional capabilities of counterparts and related local groups.
2. Recommended options for new program strategies addressing community needs in health and agriculture, and the further institutional development of CRS/ID counterparts and local groups to meet those community needs.

Due to the lack of quantifiable base-line program data, the evaluation will take a qualitative approach that will:

- gauge the effect of the Title II program on the beneficiaries and also on the institutions providing the services (NGOs and community groups),
- assess the contribution of the Title II community participation approaches toward promoting a decentralized network of community development in the program areas of health and agriculture,
- identify future needs in health and agriculture in light of the Title II program closure, and
- determine the capacity of counterparts and communities to address these future health and agriculture needs and how CRS can assist them without food aid.

Elaboration of specific outputs and tasks addressing the objectives listed above are detailed in section VI. **Purpose of the Evaluation**, below. The following additional background sections contain information regarding the CRS Operating Environment; Results of the 1989 FNP/HP Evaluation and the 1993 Agriculture Program Assessment; FFW-AP and FNP/HP Overall Program Goals, Objectives and Main Program Activities; Program Indicators; and General Program Progress to date. Profiles of Counterparts included in this evaluation are in Section IX. Additional attachments contain details on

each program's Goals, Objectives and Activities; plus tables with more details on Program Progress to date.

This evaluation will be limited to the period of the current Multi-Year Operational Plan (MYOP), covering the years 1993 - 1995, as this period includes activities for all the current CRS/ID counterpart organizations.

C. CRS Operating Environment

Government of Indonesia (GOI) : The GOI supports the involvement of private agencies in health and agriculture programs because of the GOI's limited resources and capacity. The GOI and CRS/ID believe the need for improved community health services is increasing. On several occasions, the Minister of Health has signified the country's acceptance of both UN agencies and international PVOs working on health program. In addition, in the last few years the GOI also has introduced community self-financed immunization and family planning programs.

In the field of agriculture, the GOI has encouraged the increased production and diversification of crops to maintain the country's food security through a wide variety of programs supported by the Ministry of Agriculture, UN agencies, and PVOs. Recent reductions in crop yields, especially for rice, have led the GOI to further emphasize the development of higher yielding crop varieties, improved production techniques, and the opening of new agricultural land. The GOI also recently created a new Agribusiness Development Agency to promote the growth of enterprises which add value to agricultural produce and provide off-farm employment. A growing area of importance to the GOI is the development of environmentally sound approaches to agriculture and agribusiness. The government is actively collaborating with several UN agencies, multi- and bi-lateral donors, and PVOs on programs of sustainable agriculture, natural resource conservation, and industrial waste management.

Counterparts : Since the end of 1994, five of CRS/ID's eight counterparts have implemented the FNP/HP health program. Of these five groups, two have continued to support FNP/HP activities with food aid while three groups phased out food aid at the end of 1994.

All eight CRS/ID counterparts implemented FFW-AP-supported agriculture and small enterprise development activities during the current program period. The support was in form of cash resources, project materials/equipment, commodities used as incentives, and training and technical assistance. A few counterparts also received limited assistance from other donors to implement other programs, such as water and sanitation system construction.

Beneficiaries : The 1993 Indonesia Demographic Survey concluded that about

27,000,000 Indonesians were still living under poverty line. A large concentration of the poor is found in rural areas of the eastern part of the country, including the eastern islands such as Lombok, Timor and Flores, as well as Kalimantan. Since the Title II program was designed to increase access of the poor communities to better health and agricultural services, CRS/ID and counterparts selected the target program participants from among the poor in the poverty zones.

D. Results of Previous Evaluations and Assessments

An evaluation of FNP in 1989 indicated a risk of dependency by communities on the food resource. Therefore, CRS and its counterparts developed a "food projectization" strategy for time-bound assistance to the target posyandu. This strategy determined that a posyandu would receive food assistance for three years focusing on the achievement of the agreed upon performance indicators at the posyandu. For the current evaluation, information will only relate to the years 1993-1995.

The projectization strategy was started in 1993. However, due to policy changes, in 1995 food assistance for the health program was stopped. Therefore, CRS/ID and counterparts had to re-plan the project implementation and activities in 1995. According to the CRS-counterpart decision made at the counterpart directors' meeting in Ciloto in April 1994, two counterparts would continue implementing health program activities through 1995 with food, while three other counterparts would implement health activities without food aid.

In November 1993, CRS/ID conducted an Agriculture Program Assessment which provided a critique of existing FFW-AP-supported agriculture activities and recommended parameters and actions for developing CRS/ID's ability to implement a sustainable agriculture program. The assessment report asserted that CRS's counterparts should move to long-term, integrated agriculture projects with much-increased participation of local communities in all project designs. The report also stressed the need for CRS/ID to develop a clear sustainable agriculture policy, to increase CRS/ID staff and counterpart staff technical abilities in sustainable agriculture and community development, and to focus on strengthening programmatic capabilities of counterparts instead of their administrative capabilities.

II. PROGRAMS TO BE EVALUATED:

This evaluation will cover the FFW agriculture program and the FNP/HP health program financed under the Title II Food For Peace and Monetization Funds carried out by CRS/Indonesia Program for the United States Agency for International Development (USAID) PL 480 Title II - Monetization and Commodity. The third component of the Title II program is the Small Enterprise Development (SED) program, which CRS/ID will evaluate separately in April 1996.

A. FOOD FOR WORK - AGRICULTURE PROGRAM (FFW-AP)

Since 1989, CRS/ID through FFW-AP has provided temporary employment and food supplement opportunities to chronically unemployed and underemployed members of its target population while contributing needed rural infrastructure and other community assets which will support longer term community development such as bridges, roads, small check dams and water catchment, irrigation canals and rubber/cashew plantations. Projects generally utilized locally available materials and simple tools, with at least 70 percent of project inputs devoted to labor intensive work. The FFW-AP also helped villagers to reconstruct their infrastructure after natural disasters such as floods, landslides, and earthquakes.

An important aspect of the FFW-AP was the strong emphasis on the neediest groups of the rural population. Therefore, the FFW-AP aimed to provide job opportunities with payment in-kind which would result in short term employment for the poorest of Indonesia's rural population, and at the same time, the improvement of the basic rural infrastructure.

FFW-AP/Agriculture Goals (CRS/ID SPP 1993-1995)

The main goal of the FFW-AP for the current period was to achieve an improvement in the income of beneficiaries from agricultural production. Additional sub-goals included achieving a general increase in agricultural production, improving marketing opportunities for agricultural products, and improving counterparts' abilities to work with the community to overcome constraints to agricultural production and marketing.

A complete list of FFW-AP goals and their corresponding objectives is contained in an attachment to this Scope of Work.

NOTE: The second sub-goal related to improving marketing opportunities for agricultural products was not implemented, primarily due to the long lag time between initial plantings of cash crops (i.e. cashews and rubber) and the projected harvest dates. As such, this sub-goal and its objectives will not be evaluated.

B. FOOD AND NUTRITION PROGRAM/HEALTH PROGRAM (FNP/HP)

CRS/ID's Food and Nutrition Program (FNP), became the Health Program (HP), focusing on community-based integrated health services posts known as "posyandu". The program purpose was to strengthen posyandu as a means to expand the availability of primary health services for target communities. A food ration was distributed at posyandu to attract mothers to health services offered at the posyandu. However, each mother participant also was requested to contribute to posyandu an amount of Rp. 500 per month to support posyandu operational costs. Requests for these contributions were discontinued when food distributions ended.

FNP/HP Goals and (CRS/ID SPP 1993-1995)

The main goal of the FNP/HP during the current period was to achieve an improvement in primary health care services available to members of CRS/ID target communities. Additional sub-goals were to improve the quality and quantity of services provided by the village-based health care centers, and to improve counterparts' abilities to facilitate Posyandu development.

A complete list of the FNP/HP goals and their corresponding objectives is contained in an attachment to this Scope of Work.

III. MAIN FNP/HP and FFW-AP ACTIVITIES

Activities in support of both programs were divided between three levels: at the CRS/ID office, the counterparts, and the project sites.

A. CRS/ID Level: Common activities for both programs at the CRS/ID level dealt with overall strategic and annual program planning, coordinating management meetings with all counterparts, monitoring and supervising program implementation and progress, providing technical assistance to counterparts, and liaising with and reporting to USAID.

B. Counterpart Level: At the counterpart level, several similar activities were required for each program while a few activities divided appropriately between the FNP/HP and the FFW-AP. For the FNP/HP, counterparts wrote annual plans and budgets, trained staff on community-based health programs; collaborated with government health institutions to identify target posyandu and participants, and to provide training for posyandu cadres; monitored and supervised implementation at posyandu; wrote and sent reports to CRS/ID; and managed food distribution to posyandu.

For the FFW-AP, counterparts also wrote annual plans and budgets, trained staff in sustainable agriculture and natural resource management techniques, identified beneficiaries, monitored and supervised implementation at project sites, wrote and sent reports to CRS/ID, and managed food distribution to program participants.

C. Project Site Level: Counterparts and related groups conducted additional program and project-specific activities at posyandu and agriculture project sites. These activities are listed fully in an attachment to this Scope of Work.

IV. MAIN IMPACT INDICATORS

A. FNP/HP

- Minimum attendance rate of mothers at posyandu : 80%,
- Maximum under-five children malnourished rate : 1%,

- Minimum Immunization coverage : 80%,
- At least 50% of the target posyandu cadres able to develop activity plans,
- At least 50% of the target posyandu cadres able to carry out posyandu activities independently,
- Availability of funds (from mother contribution) for posyandu operational cost, and
- Active support from community leaders.

B. FFW-AP

- Counterpart staff trained in agriculture program management,
- Organization policy on agriculture program developed and implemented,
- At least one agriculture project proposal developed and sent to potential donor agencies,
- Agriculture program training/education materials used and maintained by program participants,
- Agriculture program monitoring and evaluation procedures used and maintained by counterparts.

IV. Program Progress to date :

In general, counterparts conducted all activities which they planned in support of the overall program goals and objectives for both the FNP/HP and the FFW-AP, except for the FFW-AP sub-goal of increasing marketing opportunities (as noted above). For additional program progress detail, refer to the annual progress reports for each program, and the summary information in the attached tables listed below:

Table 1 : Program Progress October 1992 - September 1993.

Table 2 : Program Progress October 1993 - September 1994.

Table 3 : Program Progress October 1994 - December 1995.

V. EVALUATION PERIOD: October 1992 - December 1995

VI. PURPOSE OF EVALUATION

The purpose of this evaluation is to enable CRS/ID to determine the most effective future program directions based on a clear understanding of past achievements as well as current institutional and developmental conditions. The evaluation therefore has two closely related objectives:

1. An assessment which will provide CRS/ID with accurate information regarding the overall achievements and effects of the Title II health and agriculture programs, especially with respect to the institutional development of counterparts and related groups.

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2. Recommended options for future program strategies in health and agriculture for CRS/ID to investigate in more detail, including further institutional development of counterparts and local groups to meet community needs in health and agriculture.

Due to the lack of accurate base-line data for comparison, this evaluation will not provide conclusions regarding statistically quantifiable impacts. Instead, the evaluation will address qualitative issues of the Title II program which should reveal information in support of the two main evaluation objectives above. As such, the evaluation will:

1. Assess the general achievements of CRS/ID's Title II programs in health and agriculture over the period 1993-1995, including effects on target communities and counterparts.
2. Measure CRS/ID's support in strengthening counterparts' institutional capabilities for planning, implementing, monitoring and supervising of the Title II health and agriculture programs.
3. Assess potential strengths of the health and agriculture programs which could support their sustainability, and assess potential weaknesses or constraints to sustainability.
4. Recommend non-food assistance strategies for CRS/ID to develop in support of counterpart and community needs in health and agriculture.

VII. EXPECTED OUTPUTS

1. Information and analysis of general Title II program achievements in health and agriculture, and effects on counterparts and target communities, including but not limited to the following issues:
 - a. counterparts' training in and application of community-based approaches, and results of these approaches,
 - b. levels and methods of government and community support (or hindrance) in program implementation,
 - c. overall discussion of program sustainability, including: efforts conducted by CRS/ID to ensure program sustainability at counterparts, and efforts of counterparts at local group/project site levels; any aspects of program sustainability which were achieved; and lessons learned regarding program sustainability,
 - e. level of counterparts' and local groups' institutional capabilities (i.e. as assessed through SWOT analysis),
 - f. CRS/ID's interventions to strengthen counterparts' institutional capacities, and results of these efforts,
 - g. integrity of CRS's reporting system with counterparts,

- h. effects (if any) of food distribution on beneficiaries.
2. Descriptions of the institutional capacities of related institutions (identified by CRS/ID and counterparts) that could support health and agriculture program sustainability efforts, including government agencies and community groups.
3. Recommended options for most effective health and agriculture program strategies without food aid which CRS/ID and counterparts may develop in the future.

VIII. EVALUATION ACTIVITIES AND SCHEDULE

The evaluation should commence by March 3, 1996. A draft report will be furnished to CRS/ID for comments before March 22, 1996. A final report will be presented to CRS/ID by April 5, 1996.

The projected time schedule for the evaluation is as follow:

March 4 - 5 : Preliminary review of documents at CRS office
March 6 : Travel to Ketapang (YUSABA)
March 7 - 8: Field work at YUSABA
March 9: Travel, Ketapang-Jakarta
March 10: Travel, Jakarta-Kupang
March 11: Travel, Kupang-Maumere-Larantuka (YASPENSEL)
March 12 - 14 : Field work at YASPENSEL, return to Maumere
March 15: Travel, Maumere-Denpasar-Mataram (YSM)
March 16 - 17: Field work at YSM
March 18: Travel, Mataram-Jakarta, direct to CRS office
March 19 - 22: Data compilation, analysis and discussions with CRS/ID,
April 5: Final report due

IX. PROGRAM LOCATION and COUNTERPARTS TO BE EVALUATED

CRS/ID administered its Title II Food Programs through eight Indonesian organizations and has used the term "counterpart" specifically to refer to those organizations implementing Title II programs. In a number of cases, CRS virtually "created" these local institutions from small 2-3 person entities into large organizations to carry out CRS Title II programs and their attendant components. Not surprisingly, a number of CRS counterparts share similar weaknesses and constraints as well as similar areas of expertise.

CRS/ID has chosen the counterparts YUSABA, YASPENSEL and YSM to be evaluated for two reasons: (1) unlike other counterparts who phased out Title II programs during 1993 or 1994, they implemented Title II programs until recently, and therefore have the

staff and programming details more readily available to facilitate the evaluation; (2) they represent a cross-section of all counterparts in terms of institutional orientation (e.g. secular or Catholic-based), sustainability, and geography.

This evaluation fits into a larger strategic planning process currently being implemented by CRS/ID. As part of the process, this evaluation along with two others (Small Enterprise Development in March 1996 and the Pre-Program Assessment in May 1996) will be tools to help shape the CRS/ID 1996-2000 Strategic Program Plan. During the three evaluations, all of CRS's eight counterparts will be evaluated.

The following profiles describe the three counterparts participating in this evaluation, all of whom phased out food distribution in December 1995:

a. Yayasan Usaha Baik (YUSABA) - Ketapang, Kalimantan Barat

Yayasan Usaha Baik or YUSABA is a church organization under the Diocese of Ketapang. It was established in 1984 and started with FFW-AP program in 1991. Natural resource management needs are great in Kalimantan and YUSABA has experience in these kinds of projects, such as rubber plantation. YUSABA also has experience in developing self-help groups such as a credit union, and in 1994 its started implementing CRS's SED program. YUSABA does not have any health program activities.

b. Yayasan Pembangunan Sosial Ekonomi (YASPENSEL) - Larantuka, Nusa Tenggara Timur

CRS has worked with YASPENSEL, a Catholic organization in the isolated town of Larantuka on the eastern tip of Flores since 1986 implementing FFW-AP, and SED/UB programs. The goal of the Yayasan is to provide grassroots motivation and guidance to enable movement out of poverty toward self reliance. The isolation of Larantuka and the population's general lack of access to government services made both the FNP/HP and FFW-AP very relevant in the region.

c. Yayasan Swadaya Membangun (YSM) - Mataram, Nusa Tenggara Barat

Yayasan Swadaya Membangun or YSM is the largest PVO in NTB in terms of scale and types of activities, number of staff and extent of facilities. CRS has collaborated with YSM since 1991 implementing FFW-AP, FNP/HP and SED/UB projects. YSM's FNP/HP activities have not used food aid since 1994. YSM's FFW-AP activities have included several sustainable agricultural approaches such as terracing, fodder grass planting, and mangrove reforestation.

X. EVALUATION TEAM and STEERING COMMITTEE

The proposed evaluation team will consist of :

- Team leader: Stefan Pakulski (agriculture and institutional development)
- Health Specialist: Ms. Sri Rahayu, from PERDAKI
- Counterpart staff: Mr. Willy Dharma, executive director of LKB/Lampung
- CRS Title II Phase-out Manager : Bambang Setiabudhi
- CRS Health Program Manager: Ms. Yenni Suryani
- CRS Agriculture Program Manager: Ms. Budhi Ganefi

The team may select their own data collectors, interviewers, and any other staff deemed necessary after discussion with and approval by CRS/ID.

The CRS/ID Steering Committee will consist of :

- Country Representative,
- Assistant Country Representative ,
- Program Manager,
- Field Review Unit Manager, and,
- Technical Advisors for Health and Agriculture Programs

XI. APPROACH AND METHODOLOGY

As mentioned in section VI. above, due to the lack of accurate base-line data for comparison, this evaluation will not provide conclusions regarding statistically quantifiable impacts. Instead, the evaluation will be qualitative, and will consist of the following components:

1. Approach : documentation review at CRS/ID, counterparts and community group levels, and field visit to counterparts and communities.
2. Methodology : interviews and discussions with CRS/ID and counterpart staff, posyandu cadres, project participants, community members and leaders, government officials and other related parties. The team also will employ field observations at project sites and review of counterpart records and facilities.

The evaluation team may adjust the approach and methodology with approval from CRS/ID.

XII. SPECIFIC TASKS

1. Review all monitoring and program progress reports over the period of 1993-1995, as well as other relevant previous evaluations and assessments (see

document list).

2. Verify technical accuracy of information provided by counterparts (i.e. related to participants attendance, projects performance and progress) and assess overall integrity of CRS/ID's reporting system,
3. Determine whether CRS/ID and counterparts have carried out the recommendations from previous evaluations, and the results of doing or not doing so.
4. Compare program achievements to original goals and objectives.
5. If possible, measure any numerical program achievements.
6. Assess any short-term and potential long-term effects of the programs, both planned and unanticipated.
7. Define current community needs related to health and sustainable agriculture.
8. Conduct SWOT analyses and assess counterparts' and related institutions capacities to meet community needs defined for health and sustainable agriculture (according to specific institutional capacity categories for each program area).
9. Identify potential CRS/ID non-food assistance strategy options which could use current counterpart capacities to begin to address needs in health and agriculture, as well as outline how to further strengthen counterpart institutional capacities to more effectively meet such needs.
10. Review initial findings and recommendations with CRS/ID steering committee through a draft report and discussions.
11. Revise and present final report to CRS/ID.

XIII. GENERAL PROCEDURES AND REPORT REQUIREMENTS

General Procedures

The evaluation team will work closely with CRS/ID and counterpart staff and will share papers with the steering committee upon completion of the first draft report. The steering committee will monitor the progress of the evaluation and will be consulted regularly in order to elicit comments, opinions and suggestions during the course of evaluation. CRS/ID and the counterparts will assist the evaluation team with the necessary arrangement for data/files/documents provision and field visits.

Reporting Requirement

Upon completion of the first draft report, the evaluation team with the steering committee will discuss preliminary findings and recommendations. A draft of the report, including its conclusions and recommendations, will be made available before the meeting.

XIV. DELIVERABLES

- * General Activity schedule
- * Counterparts and field visit schedule
- * Budget proposal (to be negotiated with CRS/ID)
- * Draft report
- * Comprehensive final report

XV. EVALUATION BUDGET

A detailed budget will be attached to final SOW draft for submission to CRS/Baltimore.

SOWEVAL.4

Attachment 1

FFW-AP/Agriculture Goals and Objectives (CRS/ID SPP 1993-1995)

Goal : Improved income from agricultural production

Sub-goal # 1: Increased agricultural production

Objective #1: By the end of 1995, 2,000 ha of currently unusable land are opened and cultivated.

Objective #2: By the end of 1995, agricultural production yields on land targeted by CRS-supported interventions have increased by 10%

Sub-goal # 2: Improved marketing opportunities for agricultural products

NOTE: This sub-goal was not implemented, primarily due to the long lag time between initial plantings of cash crops (i.e. cashews and rubber) and the projected harvest dates. As such, this sub-goal and its objectives will not be evaluated.

Sub-goal # 3: Improve counterpart ability/expertise to work with the community to overcome constraints to agricultural production and marketing.

Objective #1: By the end of 1995, CRS counterparts are utilizing a community participation planning model to identify problems and plan solutions.

Objective #2: By the end of 1995, CRS counterpart staff are trained to provide marketing counsel and/or representation to agricultural marketing groups.

FNP/HP Goals and Objectives (CRS/ID SPP 1993-1995)

Goal : Improved primary health care services available to members of CRS/ID target communities.

Sub-goal # 1: Improved quality and quantity of services provided by the village-based health care center.

Objective #1: By the end of 1995, 50% of CRS supported posyandu receive active support from the appropriate community leaders and groups.

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Objective #2: By the end of 1995, 50% of posyandu have increased the range services they offer.

Objective #3: By the end of 1995, at least 100 posyandu graduate from receiving food due to goal achievement.

Sub-goal # 2: Improved counterpart ability to facilitate Posyandu development.

Objective #1: By the end of 1995, counterparts adopt a community based planning process to be used with posyandu to establish goals, objectives, activities and time frame to achieve graduation.

Objective #2: By the end of 1995, counterparts staff work with posyandu and puskesmas (sub-district level government health facilities) staff in problem identification, analysis and solution at the posyandu.

Objective #3: By the end of 1995, counterparts have working relationships with government and community groups responsible for posyandu supervision and development.

Attachment 2

MAIN FNP/HP and FFW-AP ACTIVITIES

A. At CRS/ID level, for both FFW-AP and :

- Three year Strategic Program Planning (SPP) development
- Annual Program Planning (APP) development
- Management Meeting with all counterparts to develop program planning, including program budget. This would be base for SPP and APP development.
- Monitor and supervise the program implementation progress through field visit to counterparts and counterpart's program report analysis.
- Provide counterparts with necessary technical assistance.
- Develop semi-annual and annual program reports to be submitted to USAID

B. At Counterpart level:

1. Program

- Annual program planning and budgeting
- Staff training on community on community-based health program
- In collaboration with government health institution at district and sub- district levels, counterparts identify and select the target posyandu and assess the number of participants.
- In collaboration with government health institutions at district and sub-district levels, counterparts provide initial and refresher training for the target posyandu's cadres.
- Regular monitoring and supervision of the program implementation at posyandu level.
- Counterparts develop monthly and semi-annual program reports and send them to CRS.
- Food management, including distribution to posyandu.

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2. FFW-AP/Agriculture Program

- Annual program planning and budgeting
- Staff training on agriculture such as: Natural Resource Management and Sustainable Agriculture training.
- Identify and select the beneficiaries based on FFW-AP proposal sent by community leaders. local
- Provide FFW-AP training for the project holders.
- Regular monitoring and supervision of program implementation at the sites/distribution center. project
- Counterparts develop monthly progress reports and semi-annual program and send them to CRS. reports
- Food management, including distribution to FFW-AP participants.

C. At Project Site Level:

1. Program - Posyandu level

- Posyandu regular activities such as: weighing, immunization, nutritional and family planning extensions.
- Health and nutritional education for mother participants.
- Health contest for mother participants and cadres.
- Food distribution, 4 kg of rice and 2 kg of wsb for each participants per month.
- Posyandu financial management activities: Collection of mothers' contribution, management of operational expenses and savings in the local bank.
- Posyandu cadres develop monthly report and send it to counterpart and puskesmas (government managed community health center at sub-district level).

2. FFW-AP/Agriculture Program - Farmer Group/Project Holder level

- Submitting FFW-AP proposal to counterparts.

- FFW-AP project activities such as: build small dams, roads, water catchment, planting rubber trees and cashew.
- Training for the project holders in farmer group formation.
- Distribution of educational materials.
- Food distribution 2.5 kg of rice per man/day.

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