

# ***FOOD FOR THE HUNGRY INTERNATIONAL***



**P.L. 480 TITLE II  
INSTITUTIONAL SUPPORT AGREEMENT  
Award #: FAO-A-00-98-00032-00**

## ***FY 1999 ANNUAL REPORT***

***IMPROVING FOOD SECURITY  
PROGRAMMING AND RESOURCE  
MANAGEMENT***

**PERIOD OF PERFORMANCE:  
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# 1. EXECUTIVE SUMMARY

The goal of the proposed activities under FHI's five-year ISA is to increase the impact of its Title II food security programs via the improvement of the technical, programmatic and managerial capability of FHI. This is being accomplished by way of the following objectives:

- 1) Select, promote and train staff in the use of standard, high-quality tools for Title II program design and implementation as a follow up to the accomplishments achieved under the current ISG program in M&E system standardization;
- 2) Improve FHI's capacity to respond to emergencies and facilitate a rapid transition to development activities in Sub-Saharan Africa;
- 3) Conduct needs assessments in the West African Sahel (Mali, Niger, Burkina Faso) and Haiti to determine rationale for and feasibility of initiating activities in those countries;
- 4) Improve FHI's capacity to efficiently and effectively manage commodities; and
- 5) Collectively improve a) program monitoring and evaluation, b) monetization activities and Bellmon analyses, and c) local capacity building via substantive collaborative efforts with other Title II cooperating sponsors.
- 6) Contribute toward the improvement of FAM knowledge of and proficiency in using information technology to enhance communication and information flow between the PVO members of FAM (mentoring partnership).

The FY 1999 planned activities and outputs for these six objectives were largely achieved. FHI held five workshops in which 90 food security staff were trained in development program monitoring and evaluation methods and emergency program preparedness. In addition, many other outputs were achieved in the areas of commodity management and information systems. FHI ISA team staff contributed significantly to both FAM itself and FAM working group efforts via the production of agriculture evaluation methods reviews, the organization of a sampling workshop and substantive input into FAM's information system, notably in the area of web site development and listservs.

There were three activities/outputs that were not be conducted/achieved as planned in FY 1999. For objective #1, a workshop on problem analysis and program design was originally scheduled for August 1999, but for budgetary and logistical reasons, it was re-scheduled for mid-September 1999. The workshop was successfully conducted on that date and the results will be reported in year 2 of the ISA. For objective #2, there were two changes for FY 1999. It was originally planned that an ISA team member would visit "best-practice" emergency programs in two Sub-Saharan African countries. After thorough research, the team member found that one country (Mozambique) contained

several good "best-practice" examples. Thus, the team member only conducted a review in one rather than two countries. Also related to objective #2, we had originally planned to hold a disaster or emergency preparedness workshop in both Kenya and Congo. Our Congo program has been closed out and as such we decided to cancel the workshop scheduled there. Thus, we only conducted one emergency prep workshop in FY 1999.

## 2. FY 1999 PROGRAM RESULTS

In FY 1999 (01 September 1998 – 31 August 1999), FHI achieved the majority of Year 1 outputs set forth in the ISA program proposal. The following table shows both planned and achieved output targets for FY 1999.

OUTPUTS	FY 1999 Planned	FY 1999 Achieved
<i>Objective #1:</i> Number of ISA team staff oriented to program	4	5
<i>Objective #1</i> Number of surveys conducted to determine remaining M&E problems	1	1
<i>Objective #1</i> Number of field practicums conducted on 3 most problematic M&E tools	4	4
<i>Objective #1</i> Number of staff trained in remedial M&E	60	81
<i>Objective #1</i> Number of reviews of methods/tools for problem analysis and program design.	1	1
<i>Objective #1</i> Number of training workshops conducted for Title II program managers from all fields in generic tools for problem identification, analysis and solving and review of best-practice program design.	1	0
<i>Objective #1</i> Number of staff trained in problem analysis and program design.	12	0
<i>Objective #2</i> Number of visits to review of two emergency/transition programs in SSA that have successfully transitioned from an emergency to development program in the quickest possible time	2	1
<i>Objective #2</i> Core sets of tools selected for design and M&E of emergency and transition programs	1	1

<i>Objective #2</i> Number of workshops conducted for IRO/Title II staff in how to prepare for an emergency.	2	1
<i>Objective #2</i> Number of IRO/Title II staff trained in how to adequately prepare for an emergency.	15	9
<i>Objective #3</i> Number of needs assessments conducted in Haiti	1	1
<i>Objective #3</i> Number of food security assessments conducted in the West African Sahel	1	1
<i>Objective #4</i> Number of assessments of current commodity management system and FHI capacity	1	1
<i>Objective #4</i> Number of reviews of commodity management methodologies, procedures and tools in current use by other CSs and FFP.	1	1
<i>Objective #5</i> Number of collaborative FAM reviews of evaluation methods and tools.	2	2
<i>Objective #5</i> Number of FAM workshops on statistical sampling.	1	1
<i>Objective #6</i> Number of FAM information system mentoring outputs achieved.	2	2

As stated above, the majority of planned FY 1999 outputs were achieved. There were three activities/outputs that were not conducted/achieved as planned in FY 1999. For objective #1, a workshop on problem analysis and program design was originally scheduled for August 1999, but for budgetary and logistical reasons, it was re-scheduled for mid-September 1999. The workshop was successfully conducted on that date and the results will be reported in Year 2 of the ISA. For objective #2, there were two changes for FY 1999. It was originally planned that an ISA team member would visit "best-practice" emergency programs in two Sub-Saharan African countries. After thorough research, the team member responsible for this objective found that one country (Mozambique) contained several good "best-practice" examples. Thus, the review was conducted in only one rather than two countries. Also related to objective #2, we had originally planned to hold a disaster or emergency preparedness workshop in both Kenya and Congo. Our Congo program has been closed out and as such we decided to cancel the workshop scheduled there. Thus, we only conducted one emergency prep workshop in FY 1999.

### **3. DISCUSSION OF FY 1999 RESULTS**

The following is a discussion of each of the outputs listed in the table above.

#### **3.1. ISA Team Staff Orientation**

The first activity of the ISA, conducted in Fairfax, VA in September 1999, was a one-day orientation for the five ISA team members. All five staff members stated that the orientation better prepared them to be successful in achieving the ISA objectives. Each team member received a "Title II ISA Information Packet" for use throughout the grant period. Copies of the packet are on file with FHI. The following topics were presented and discussed at the orientation.

- Introduction to the ISA
- Presentation of ISA Components:
  - Title II Program Design and Implementation
  - Improving Title II Institutional Capacity to Respond to Emergencies and Transition to Development Activities
  - Conduct Title II Needs Assessments in the West African Sahel and Haiti
  - Improve FHI's Capacity to Efficiently and Effectively Manage Title II Commodities
  - Improvement of FHI and FAM Knowledge of and Proficiency in Using Information Technology in Title II Programs (Ted)
- General Implementation Plan for 1<sup>st</sup> Year
- ISA Accounting (Budgets, Procurement Rules, Cash Advances, Expense Reports, Effort Reports, other).
- ISA Reporting and Misc.

#### **3.2. Survey of Post-ISG M&E Knowledge and Practice**

A survey was conducted in October 1999 to evaluate food security staff's post-ISG knowledge and practice of various M&E methods and tools. Two questionnaires were used, one for past ISG workshop participants, and one for the country director in each of FHI's four Title II fields. The questionnaire for the former participants was essentially a global post-test with a few practice questions. The survey methodology and instrument document is on file with FHI. The survey for country directors was designed to gauge the degree to which the methods and tools that were introduced to staff under the ISG were being used properly and their impressions of which areas needed to be strengthened. In addition, the survey team reviewed recent field monitoring and KPC reports. Results of the survey were analyzed and used to plan the content for the four remedial M&E workshops held in FY 1999.

An analysis of the M&E survey results revealed the following areas where remedial training was needed to fill knowledge gaps and improve practice:

1. Review of Food Security Definitions (availability, access and utilization);
2. Development and Proper Use of Factor Analysis Tool;
3. Development of a Good System to Monitor Annual Progress toward the Achievement of Impact Indicators;
4. Use of Focus Groups and Other SSIs to Fill Baseline Data Gaps;
5. Development and Proper Use of Quality Improvement Checklists; and
6. Indicator Development and Operationalization.

As a result of the survey, the team decided to focus on these key areas in the remedial workshop that was held in each field in FY 1999.

### **3.3. Remedial Training Workshop and Field Practicum on M&E Methods and Tools**

A combination workshop and practicum was held in Ethiopia, Kenya, Mozambique and Bolivia on the three neediest areas in M&E as revealed by the results of the survey. The workshop/practicums were facilitated by ISA trainers Dave Evans and Tom Davis. It was planned that 15 participants would attend in each field for a total of 60. Due to strong interest in the workshop contents, each field workshop/practicum had more than 15 participants for a total of 81. Evaluation feedback from the participants was generally positive with many stating that they appreciated the opportunity to practice the factor analysis and quality improvement checklists in the community and receive immediate feedback from the workshop facilitators. As a final assignment from the workshop, each field agreed to develop at least two new quality improvement checklists.

### **3.4. Reviews of Methods/Tools for Problem Analysis and Program Design**

Dave Evans and Tom Davis conducted a review of six different methodologies and tools for conducting problem analysis and designing programs. The methodology that was the most concise and related the best to food security programming was "Project Design Workshop: Trainer's Guide" by Richard Caldwell, consultant under contract with CARE. This guide can be found at FAM's Food Security Resource Center and FHI is grateful to CARE for sharing this guide with other Title II Cooperating Sponsors. FHI chose to use this guide as a foundational document for its workshop on problem analysis and program design which was conducted in September 1999, the second fiscal year of the ISA.

### **3.5. Food Security Problem Analysis and Program Design Workshop**

A workshop on food security problem analysis and program design was originally scheduled for August 1999, but for budgetary and logistical reasons, it was re-scheduled for mid-September 1999. The workshop was successfully conducted on that date and the results will be reported in Year 2 of the ISA. In summary, 16 participants were successfully trained in program design methods and the use of related tools.

### **3.6. Review of Successful Emergency/Transition Programs in SSA**

The objectives of this review were to:

1. gather information from pre-identified emergency and relief organizations that worked in Mozambique during the emergency period in order to learn the methodologies and tools that they used to;
  - a) prepare for an emergency,
  - b) conduct rapid disaster assessments,
  - c) design and implement their interventions,
  - d) monitor their interventions
  - e) transition smoothly from the relief to development stage, and
  - f) evaluate their impact.
2. identify commonalities among these organizations with regards to their philosophy and approach leading towards a successful transition from emergency to development.

Information for the review was gathered by conducting interviews with a representative of each of six local and international organizations which actively participated in the relief and emergency efforts in Mozambique during and after the years of the Mozambican Civil war. The organizations included the following:

1. Conselho Cristao de Mozambique (CCM, Christian Council of Mozambique)
2. Cruz Vermelha de Mozambique (CVM, Mozambican Red Cross)
3. Departamento De Prevencao e Combate as Calmidades Naturais (DPCCN, Department for the Prevention and Combat of Natural Disasters)
4. LINK
5. Mediciens Sans Frontieres/Agence Europeene pour Developpement et la Sante (MSF, Doctors Without Borders)
6. World Food Program of the United Nations (WFP)

The survey questionnaire covered the following topics:

1. Preparation and involvement in Mozambican relief efforts;
2. Disaster needs assessment of geographic areas;
3. Design and implementation of intervention strategies;
4. Transition strategy and participation;
5. Monitoring and;
6. Impact evaluations.

A copy of the full review is on file with FHI. The conclusions of this review of emergency response agencies in Mozambique did not provide much new information to FHI. It did, however, corroborate and concretize much of our own thinking the area of transitioning from emergencies to development. The review was very useful in confirming to us that designing relief programs in a way that, from the beginning, will smoothly transition to development, is a process that is still rarely undertaken by the NGO community.

While all the NGO's interviewed had made a successful transition from relief to development, none had a pre-emergency "master plan" that got them where they are today. The donor environment seemed to have been the biggest factor that encouraged most NGO's to transition from relief to development. There are cases in Mozambique where certain NGO's obtained large sums of funds for seeds handouts, long after it was appropriate for relief. Those that did not get funding for these initiatives transitioned faster (mostly by default) to more self-help, institutional strengthening activities.

Having said all that, the concept of developmental relief is growing in the NGO community. As FHI and other NGO's focus more on incorporating exit strategies into their relief program designs, we will be forced to think hard about transitional issues right from the beginning. Some of the bottlenecks and barriers will come not from the desire of NGO's to transition in the smoothest possible way from relief to development but from funding constraints and restrictions.

A prime example is a community in Kitanga in the Kivu's in Eastern DRC. Malnutrition is extremely high and death by hunger is imminent without outside assistance. Obviously they need food. They also need seeds and tools to begin agricultural production, the roads also need rehabilitating as do key irrigation systems. Many donors will fund food distribution, but not seeds. Some will fund seed distribution, but not food. None seem willing to fund rehabilitation of infrastructure, which means that agricultural production and income generation are negatively impacted. A well-rounded response by NGO's is many times met by donor funds rigid restrictions/criteria. While NGO's are striving to better transition from relief to development, donors have to equally assess their funding policy positions to ensure that a well-rounded and longer-term response will be considered.

Finally this brings us to the issue of transitioning from relief to development in a complex emergency. Normally areas like the Great Lakes, Sudan, Liberia,

Angola, etc, are not conducive to fostering a developmental mindset among a people who are living from one day to the next amid war. Protracted relief situations need a case-by-case approach in order to build as much transition in as possible while recognizing that relief may continue for an extended period of time.

NGO's can develop transitional strategies for moving from relief into rehabilitation and then development, but the timing would need to be built on security and access to land. NGO's may have a very good idea as to how to transition from relief through to development, but may lack funding to keep them in the arena long enough to implement the entire program. A lot of valuable resources and familiarity with local knowledge is lost when an NGO has to prematurely leave an area due to funding constraints. NGO's and donors must continue to work together to bridge these various issues mentioned. Having learned all these things, this review helped FHI to better plan for the workshop on emergency response that was held in August 1999.

### **3.7. Emergency Preparedness Workshop**

A workshop facilitated by ISA trainer Shaun Walsh was conducted in August 1999 in Nairobi, Kenya for Title II program staff from Kenya, Ethiopia and Mozambique. The workshop focused on two areas—an introduction to the components of an emergency response continuum and an in-depth presentation of the first component: emergency response preparedness. Nine FHI food security staff attended the workshop. The workshop participants stated that their expectations were met and that the objectives were achieved. According to the facilitator, the workshop could have benefited from another half day to allow more time for discussions. As a follow up activity, each participant was to develop a list of at least 2 or 3 early warning indicators that they could realistically track and share with the Government and other NGO's. Secondly they were asked to develop a basic outline of a disaster preparedness plan. As of this date, half of the fields have developed plans. A copy of the workshop participants notebook is on file with FHI.

### **3.8. Haiti Food Security Needs Assessment**

A food security needs assessment was conducted in Haiti in September/October 1998. A copy of the full assessment is on file with FHI. The purpose of the assessment was to determine the rationale for and feasibility of initiating FHI Title II food security activities in Haiti. The first part of the assessment involved pre-trip interviews with USAID/FFP Haiti Program Officer Tim Lavelle and headquarters staff at CRS and ADRA. The second part entailed an assessment trip to Haiti for five days in mid October 1998 by the team of Dave Evans and Ted Okada. Tom Davis also assisted team by gathering data and providing an analysis of key food security indicators. The team visited several regions of the country including Port au Prince, and the Departments of Ouest, Artibonite and

Nord. Interviews were conducted with Mike Harvey (USAID), Dr. Hubert and Junie Morquette (World Relief), Peter Delhove (ADRA), Tom Friedeburg (CARE), Chris Hennemeyer, Kari Egge, Mourad Aidi, and Agathe (CRS), Guy Theodore (Christian Mission to Pignon), Pastors Michel Antoine, Jocelyn and Bousouet (from Evangelical churches in Cape Haitian region), Jim Gibson (PLAN Int.), and Mr. Du Pont (Ministry of Agriculture).

Regarding national food production, which is an obviously critical component of overall food security, Haiti suffers from several systemic problems. In an analysis of food supply and demand in Haiti (Bellmon Determination, 1998), the following serious constraints to increased levels of low agricultural production were mentioned:

- *The amount of arable land is limited and already fully exploited. The steep mountainous terrain characterizing most of the country is unfavorable for crop production. 71% of the total land area is under cultivation;;*
- *Rainfall levels are low...and inadequate without irrigation for all but drought-resistant crops;*
- *Agricultural services are grossly inadequate...; and*
- *Extremely poor road quality remains a major inhibition to marketing potential crop surpluses.*

These agricultural production constraints are exacerbated by the extremely high population density. The result is very small plots of farmland available to Haitian households which in turn leads to declining yields and low production. Indeed, 1994-98 average annual yields for maize, rice and sorghum were well below the average for Caribbean nations as a whole. Maize yields in Haiti were .80 MT/HA, while the Caribbean registered yields of .94 MT/HA. For rice, Haiti's yields were 2.15 MT/HA while the Caribbean was 3.15 MT/HA. Finally, sorghum yields for Haiti and the Caribbean were .75 and .85 respectively.<sup>1</sup> Although these yields do not appear grossly dissimilar, one needs to remember that if Haiti were removed from the Caribbean index, the yields for the Caribbean minus Haiti would be much higher than the figures above. With low yields and very small farm plots, Haitian households appear to have difficulty in meeting their food needs via their own production.

This low production and the serious constraints in increasing food supply are made all the more serious by a growing demand for food that results in an ever-increasing gap between the two. According to a recent estimate<sup>2</sup>, Haiti's 1998 demand for food was on the order of 1.7 million metric tons (MT). National production totaled 950,000 MT, commercial imports totaled 400,000 MT and food aid added another 150,000 MT for a total supply of 1.5 million MT. Thus, even with tremendous amounts of food aid, the country had a food deficit in

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<sup>1</sup> FAO Statistical Database, 1999 at <http://apps.fao.org/>

<sup>2</sup> Bellmon Determination, 1998

1998 on the order of 200,000 MT. That is a significant amount in a country where a third of the children are chronically malnourished.

The above paints a good picture of the national situation of food availability. In our visit to Haiti, we were also hoping to gather regional level data on agricultural production. Unfortunately, we were told that no such data exists. In a visit to the Ministry of Agriculture, we found out that agricultural data collection leaves a lot to be desired and as a result, there is a paucity of regional information. To remedy that, in 1994, USAID and the Title II Cooperating Sponsors established the Interim Food Security Information System (IFSIS) to “collect, analyze and monitor food security indicators.” It is hoped that this initiative will begin to address this critical area of agricultural data collection.

With regards to national level health and nutrition indicators, Haiti compares to many Sub-Sahara African countries. For example, the under five mortality rate in Haiti is similar to that of Uganda and worse than that of Kenya. The rate of stunted children under five in Haiti is lower than that of Burkina Faso. The percentage of infants who are exclusively breastfed through 3 months of age is a scant 3% in Haiti, while it reaches 12% in Burkina Faso and 70% in Uganda.

On a regional level, the central section of the country stands out as being the neediest in regards to food utilization. In a 1995 nutrition survey<sup>3</sup>, the Central and Artibonite departments ranked the worst in malnutrition and diarrhea rates respectively. 29.3% of children under five in the Central Department were moderately or severely underweight (<-2 WAZ) while 38.1 % were moderately or severely stunted (<-2 HAZ). 48% of children under five in the Artibonite Department had had an episode of diarrhea in the previous 2 weeks, while the Central Department was third worst at 41%. Both of the departments are characterized by low availability of arable land, relatively low rainfall, and large amount of land that is mountainous.

Responding to these needs, there are three large NGOs implementing USAID Title II programs in Haiti--CARE, ADRA, and CRS. There is complete geographical coverage of the nation with CARE working in the northwest, ADRA in the center and northeast, and CRS in the south. The three major areas of intervention of these Title II Cooperating Sponsors (CS) are school feeding, maternal-child health, and infrastructure development using Food for Work (FFW). According to Mike Harvey, USAID Food for Peace Officer, and the representatives of the current CSs, there is no room to grow Title II programming in the country, especially not via the addition of another cooperating sponsor. Tim Lavelle, FFP CDO for Haiti in USAID/W echoed this sentiment when he said that he would not be optimistic about the chances for an FHI DAP approval for Haiti. The lack of need could be debated given the high level of food insecurity in the country (especially in ADRA's region of operations in the center) and the fact that none of the CSs are focusing on agricultural development with their Title

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<sup>3</sup> Haiti 1995 Nutrition Surveys by Department, Ministry of Public Health and Population

II resources. However, we agree that increased levels of food aid and/or monetization resources are probably not going to improve Haiti's situation, especially in the absence of a concerted effort to change the predominant worldview of Haitian households participating in the programs. There appears to be room for work in the area of food utilization in the Central and Artibonite departments, but ADRA appears to be stepping up its activities to meet those needs.

Food security needs in Haiti are myriad and growing. The Central and Artibonite Departments are among those that appear to be the most food insecure as per the available data. Although FHI could provide rationale for the need for an expansion of Title II programming in those regions, we would most likely be opposed in our efforts by Mike Harvey and the three current Cooperating Sponsors. In addition, we would need a significant amount of private resources to start up and maintain a Title II program. Those resources are simply not available. Finally, we are not convinced that we would have any significant impact by entering the Title II arena in Haiti. Worldview change is clearly a key foundational need for Haiti at this point and that may be best targeted via strategies other than food aid. Given these conclusions, FHI will not be submitting a Development Activity Proposal to FFP for Haiti.

### **3.9. Mali Food Security Needs Assessment**

The FHI ISA team of Dave Evans and Tom Davis conducted a food security assessment in Mali in June 1999. A copy of the full assessment is on file with FHI. The trip was primarily designed to achieve two objectives: 1) to meet with as many knowledgeable people as possible in Mali in order to gauge PVO/NGO/GO perception and opinion of food security needs and opportunities in the country and 2) to gather as much secondary data as possible on food security in Mali. The focus of the exercise was to identify potential strategic opportunities for FHI in partnering with other PVOs/NGOs to improve food security in either regions or program areas that are currently underserved.

In that most of the people and data mentioned above were located in the capital city, the team chose to spend the entire six days in Bamako and its environs. In-depth interviews were conducted with representatives from the following organizations: USAID, FEWS, World Vision, Africare, Save the Children/US, *Bureau d'Assistance et de Developpement Social de la Association des Groupements des Eglises and Missions Protestants Evangeliques*, Gospel Mission Union, and the *Association Chretienne de Communications au Mali* (see Appendix A for the interview questions). In addition to those interviews, secondary data was gleaned from the National Statistics Bureau, USAID and FEWS. Finally, several interviews were conducted with USAID/FFP and US-based PVOs either prior to or shortly after the exploratory visit.

The interviews conducted and data gathered focused on all three aspects of USAID's definition of food security—availability, access and utilization. Each of these areas is discussed below in detail.

On a national level, Mali has had three good years of agricultural production in a row. The cereal harvest in 1997/98 was very large and the country exported large volumes of millet, sorghum and maize to neighboring countries. In 1998/99, Mali harvested a record 2.5 million metric tons (MT) of cereals, which is sufficient to meet domestic consumption needs. All of the regions in Mali recorded above-average production except for Kayes in the east of the country (see map above). In its March 1999 Vulnerability Assessment report, FEWS determined "food security conditions in Mali to be among the best in the past 10 years." Further, they stated that "for the first time in nearly 10 years, no emergency food distribution will be necessary in Mali".

On the regional level, the northern regions of Gao, Kidal and Tombouctou are areas of structural agricultural deficit. These areas consistently produce less food than they consume. In addition, the northern parts of Kayes and Mopti regions have also tended toward a structural deficit. These five regions had a combined average annual deficit of over 200,000 MT of cereals between 1994 and 1998. In the 1997/98 agricultural season, these five regions, which contain 41% of Mali's population, accounted for a meager 23% of the total production of cereals in the country. Consistent with this trend, despite the record harvest on the national level, approximately 400,000 pastoralists and farmers in these northern areas are currently moderately food insecure according to FEWS. Their condition, however, is not so dire as to warrant food distribution. While the north has a structural deficit, the southern regions are areas of structural surplus. Koulikoro, Segou and Sikasso had a combined average annual surplus of nearly 400,000 MT of cereals from 1994-98. In the 1997/98 agricultural season, these three regions, which have only 50% of Mali's population, accounted for 77% of the total production of cereals in the country. With relatively high levels of rainfall, these southern regions are aptly called the "breadbasket" of the country. If one can make a generalization at this point with regards to availability of cereals, in a normal year the north of the country (above 14° latitude) produces a deficit and the south (below 14° latitude) produces a surplus.

According to USAID's definition of food security, availability—production—is only one of three components. People's access to food is equally as important as their ability to produce it. For the population living in the northern regions, the majority are engaged in pastoralism. They produce livestock. One of the shortcomings of the FEWS analysis and that of most other food security watchdogs is that they tend to concentrate the vast majority of their efforts on monitoring cereal production and consumption, not livestock production and consumption. Milk and meat are nonetheless important food sources for the northern population thus improving their food security even during years of deficit cereals production. In addition, they can sell milk and meat in order to gain

access to sufficient cereals via the market. FEWS reports that pasture conditions have been good for the past 3 years across much of Mali and livestock-to-cereal terms of trade have again become favorable for the pastoralists. This reality sheds a new light on the bleak picture painted above. Although cereal production may be in deficit, it appears that pastoralists should in general have sufficient resources to purchase the cereals that they need in order to be food secure.

Data from the national poverty study conducted in 1993 appear to corroborate the assertion above. In the three northern regions of Tombouctou, Gao and Kidal, only 39% of the population were living below the poverty line as compared with 44% in Sikasso, and 63% in both Segou and Mopti. It is interesting that Mali's most agriculturally (cereals) productive region (Segou) is one of the poorest, while one of the least agriculturally (cereals) productive regions (Gao) is among the richer. This paradox suggests that more emphasis should be given to access and utilization indicators when assessing food security. The data also suggest that some of the southern regions are less food secure (in terms of access) than the northern regions.

Mali's under-five child mortality rate ranks fifth in the world, 238 per 1,000 live births (DHS). The worst child death rates are found in the northern area of the country in the *Timbouctou, Mopti, Gao and Kidal* regions. While infant and child mortality rates have improved since 1987, the nutritional situation in Mali has become worse. Between 1987 and 1996, stunting increased by 38%, wasting has more than doubled, and the proportion of children who are underweight has increased by 42%. Seventy percent of infant and child deaths are caused by malaria, measles, ARI, diarrhea, tetanus, and malnutrition. Other diseases that are endemic in Mali include onchocerciasis, sleeping sickness, trachoma, guinea worm, schistosomiasis, and dengue fever. This situation is compounded by the fact that Mali's ratio of health workers to population is among the worst in the world.

Mild to moderate malnutrition contributes to 100 of the 238 deaths per 1,000 live births, and the contribution of malnutrition to under five deaths has risen since 1987. Wasting (acute malnutrition, indicating a weight-for-height Z-score of -2.0 or below) affects 23% of Malian children. Interestingly, the level of wasting does not seem to be related to urban/rural residency, education the mother, source of drinking water, type of toilet, or even socioeconomic levels. Forty-four percent of children 3 to 35 months of age are underweight (global malnutrition), the highest among the sub-Saharan African countries surveyed, and 33% of children 3 to 35 months of age are stunted. The mothers of these children do not fare much better. Sixteen percent of mothers of children under age three in Mali are malnourished. This is the second highest level in sub-Saharan Africa. The highest prevalence of maternal malnutrition is found in the *Koulikoro* region where 21% of mothers are malnourished.

The pattern of growth in Mali is not unusual in comparison with other developing countries. Stunting increases gradually from 0-21m of age, at which time it peaks at about 55%. Wasting rises rapidly from 3-12m of age, at which time it peaks at about 40%. Underweight increases rapidly from 3-14m of age, at which time it peaks at about 55%. The vulnerable period is thus 0-21m of age.

Micronutrient nutrition is poor in Mali. Blinding disorders such as vitamin A deficiency and trachoma handicap more than 10% of inhabitants in certain villages. Deficiencies in vitamin A, iron, and iodine are very common.

There are several common nutritional practices in Mali that contribute to malnutrition. Only 12% of children under four months of age are exclusively breastfed. Sixty-seven percent receive breastmilk and water, at 20% receive breastmilk and other liquids. Early introduction of solids and bottlefeeding are not problems. However, late introduction of solids is problematic: only 31% of children six months of age are fed solid foods in addition to breastmilk. This is the lowest amongst all countries where a DHS study has been conducted.

Some improvements have been made in the management of childhood illnesses over the past decade. The two-week diarrheal prevalence of children under three years of age declined 41% between 1987 (42%) and 1996 (25%). The ORS usage rate is presently at 41%. Feeding during illness, however, is poor. Only 6% of children with rapid or difficult breathing were taken to a medical facility, and only 2% received antibiotics. Fever is common: 33 to 40% of children were found to have had a febrile illness in the past month during the most-recent DHS study. Only 36% of children with fever were given antimalarial drugs when they had a fever.

Reproductive health is a problem in Mali, as well. The fertility rate is very high (6.7) and the contraceptive prevalence rate in 1994 was only 4%. Mali has the highest percentage of women married by age 20 (92%) and a high proportion women who want no more children (17%). This is complicated by the fact that 45% of girls between ages of 15 and 19 already had at least one child, and 9% of the girls in this age group had their first child at age 14 or younger. Female genital mutilation is also a widely accepted practice. Prevalence is estimated at 75%, one of highest levels in the world

Vaccine coverage levels in Mali are among the 10th worst in the world. DPT3/Polio3 coverage is 46%, measles coverage is 51%, BCG coverage is 77%, and TT2 coverage is 45%. The AIDS situation seems to be better in Mali than in other sub-Saharan African countries. HIV seroprevalence is 3.7% in the urban, low-risk population, and 3.4% in the provincial, low-risk population. However, in the urban, high-risk population (STD patients), it was 42% in 1993.

One challenge to providing health care in Mali is its population density. Mali has only 8.6 persons per square kilometer, placing it among sub-Saharan Africa's ten

least densely-populated nations. The bulk of the population is in the south. There are only 8 towns with populations over 9,000 in Mali. (Burkina Faso is over four times more population dense than Mali: there are 37 people per square kilometer in Burkina Faso.)

Indicator	Southern Regions					Northern Regions	
	Bamako	Kayes	Koulikoro	Sikasso	Segou	Mopti	Tombouctou / Gao
Stunting, <36m	17%	<b>34%</b>	31%	33%	33%	28%	30%
Wasting, to<36m	<b>28%</b>	17%	24%	25%	22%	27%	26%
Malnutrition of mothers of children <36m	13%	17%	<b>21%</b>	17%	15%	11%	15%
Vitamin A deficiency is worse in					X	X	X
Infant Mortality Rate	73	125		126		<b>172</b>	
Under-Five Mortality Rate	165	279		246		<b>380</b>	

In terms of regional data, it can be seen in the table above that:

- Kayes, Sikasso, and Segou have the worst problem with chronic malnutrition (stunting);
- Bamako, Mopti, Tombouctou, and Gao have the worst problem with acute malnutrition; and
- Koulikoro has the worst problem with maternal malnutrition.

The following conclusions and/or recommendations of the assessment follow. Mali has had a national food surplus over the past three years. Despite that fact, food utilization is poor in Mali and has been on the decline over the past decade. While the greatest problems with food availability are in the north of Mali, there are relatively few people living in those regions (only 10% of the total population) and there is already a significant amount of NGOs and donor funding at work there. In addition, many of the agency representatives with whom we met felt that food production gains in these northern regions would be marginal at best. Sustainable improvement in food utilization, given the causes of malnutrition in Mali, would probably be severely hampered in the north by the poor health infrastructure there. Given that reality, the greatest added value that FHI could bring to Mali is probably in the area of improving food utilization and possibly access in the south of the country (the regions of Kayes, Koulikoro, Sikasso, and Segou) where the highest levels of stunting, wasting and poverty are found despite higher food production. Given the small amount of data that we presently have, the causes of malnutrition in southern Mali appear to be predominantly behavioral, which generally respond very well to health

interventions such as growth monitoring/promotion, the Hearth nutritional rehabilitation model, health education to improve feeding during illness, promotion of ORS, and other similar interventions. FHI's should explore the possibility of partnering with local organizations such as protestant churches to engage in health promotion.

It is important to also discuss the likelihood of obtaining Title II funding to engage in any proposed activities. Although the picture painted by Joe Gettier and Nancy Estes is by no means rosy, they both affirmed that the door remains open for Title II growth in Mali. Given this possibility, FHI would like to continue to explore the possibility of conducting a micro-level assessment and PRA. In order to gain a better understanding of the location of the neediest and most underserved regions, it is important to conduct a more intensive exercise which would gather qualitative data at the micro level. Based on the discussion above, the selection of that region for a micro-level assessment should flow from the following logic:

- The northern regions of Gao, Tombouctou, Kidal and should not be considered due to the small population, high cost, relatively high food access, high number of NGOs, and substantial amounts of donor aid already at work there;
- The region of Sikasso should not be considered due to relatively high food availability, average food access, and good coverage by Save the Children in health and nutrition interventions (food utilization);
- The region of Kayes should be considered due to relatively low food availability and low food utilization. However, a large determinant in our ability to work there appears to be the poor infrastructure and communications. These areas alone might preclude working there, but the region should not be discounted until those areas are thoroughly researched;
- The region of Koulikoro should be strongly considered given its low level of food utilization (high levels of stunting and wasting, and the highest level of maternal malnutrition), the relative small number of NGOs working in the region but strong presence of BADS, and its accessibility (compared to Kayes),
- The region of Segou and Mopti should be strongly considered given their low level of food utilization (high levels of stunting and wasting, and low level of Vitamin A), low food access (63% of population below the poverty line) and its accessibility (compared to Kayes).

FHI should continue to explore the possibility of partnering with CRS and OICI in Mali. This partnership could potentially be value-added in that it would build on the strengths of each organization. In order to more fully explore this possibility, the second stage of the food assessment should be planned jointly with CRS and OICI as well as potential local partners.

### **3.10 BURKINA FASO FOOD SECURITY ASSESSMENT**

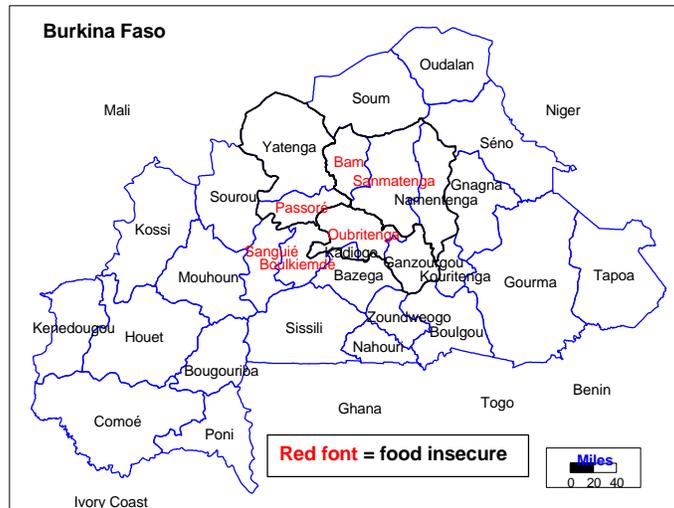
The FHI ISA team of Dave Evans and Tom Davis conducted a food security assessment in Burkina Faso in June 1999. The trip was primarily designed to achieve two objectives: 1) to meet with as many knowledgeable people as possible in Burkina Faso in order to gauge PVO/NGO/GO perception and opinion of food security needs and opportunities in the country and 2) to gather as much secondary data as possible on food security in Burkina. The focus of the exercise was to identify potential strategic opportunities for FHI in partnering with other PVOs/NGOs to improve food security in either regions or program areas that are currently underserved.

In that most of the people and data mentioned above were located in the capital city, the team chose to spend the entire five days in Ouagadougou. In-depth interviews were conducted with representatives from the following organizations: CRS, FEWS, Christian Relief and Development Organization (CREDO), Development Office of Evangelical Churches (ODE), and the Mennonite Central Committee (MCC). USAID does not have an office in Burkina (see Appendix A for the interview questions). In addition to those interviews, secondary data was gleaned from the National Statistics Bureau and FEWS. Finally, interviews were conducted with USAID/FFP and US-based PVOs either prior to or shortly after the exploratory visit.

The interviews conducted and data gathered focused on all three aspects of USAID's definition of food security—availability, access and utilization. Each of these areas is discussed below in detail.

#### *Food Availability Needs*

At the national level, Burkina had a good year of agricultural production in 1998. Cereal production was estimated by FEWS to be 2.4 million MT, which equaled the five year average between 1993 and 1998. In its March 1999 Vulnerability Assessment report, FEWS determined that “the majority of Burkinabe are likely to be food secure in 1999”. Further, excellent rains in July and August of this year (1999) provide an early indication that cereal production will be good again this year. That said, there were several small pockets of food insecurity in a few provinces in the central part of the Mossi plateau in 1998 (see figure below). The needs were not great enough, however, to merit emergency food distributions.



On the regional level, the northern provinces of Yatenga, Soum, Oudalan and Séno tend to be regions of structural agricultural deficit. These areas consistently produce less cereal than they consume. However, they have a relatively low population density compared with regions further to the south. While the northern-most provinces tend toward a structural deficit, the southwestern provinces of Houet, Bougouriba, Kenedougou, Comoé and Poni are historically areas of structural surplus. With relatively high levels of rainfall, these southern provinces are the “breadbasket” of the country. In general, with regards to availability of cereals, in a normal year the north of the country (above 13° 50’ altitude) produces a deficit, the central provinces meet consumption needs and the southwestern provinces produce a relatively large surplus.

1994-98 average annual yields for millet, sorghum, maize and rice (the four most important cereals in Burkina in that order) were very close to the average yields for all of Sub-Saharan Africa. Millet yields in BF were 0.8 MT/HA, while SSA as a whole registered a yield of 0.82 MT/HA. For sorghum, BF yields were 0.66 MT/HA, while the SSA average was 0.63 MT/HA. Maize yields in BF and SSA as a whole were both 1.42 MT/HA. Finally, rice yields for BF and SSA were 1.93 and 2.14 respectively.<sup>4</sup>

### *Food Access Needs*

According to USAID’s definition of food security, availability—production—is only one of three components. People’s access to food is equally as important as their ability to produce it. For the population living in the northern provinces, the majority are engaged in pastoralism. FEWS reports that pasture conditions have been good for the past few years across much of Burkina and livestock-to-cereal terms of trade are currently the best they have been in years. Although cereal

<sup>4</sup> FAO Statistical Database, 1999 at <http://apps.fao.org/>

production may be in deficit, pastoralists should in general have sufficient resources to purchase the cereals that they need in order to be food secure.

### *Food Utilization Needs*

Burkina Faso's under-five child mortality rate is slightly below the average for sub-Saharan Africa and ranks 23rd in the world at 158 per 1,000 live births (UNICEF, 1996). According to the 1993 DHS study, the highest CMR is found in the east of the country (224/1,000) and the North (220/1,000). The Central/South regions (203) and the West (196) are in the midrange for the country, and Ouagadougou has the lowest CMR (150). The principle health problems of preschool children cited by mothers were malaria, diarrhea, cough/ARI, and malnutrition (in that order).

Burkina Faso has the eighth highest reported level of wasting in the world: 13% of children 0 to 5 years of age have moderate and severe wasting. That said, this is still a full ten percentage points below the proportion of children in Mali with wasting. Wasting decreases from birth to about 3m of age, then increases to 12m, then decreases steeply to 50m of age. There are forty countries with higher levels of stunting, an indicator of chronic malnutrition: 29% of children have moderate or severe stunting in Burkina Faso. Stunting drops slightly from birth to 3m of age, increases to about 45% at about 25m of age, then fluctuates up and down after that age. Thirty percent of children are moderately or severely underweight (DHS Study, 1993). Underweight decreases from birth to 4m of age then rises to a peak of about 50% at 15m of age. After that, it decreases slowly.

Region	Mod+Severe Stunting	Mod+Severe Wasting	Mod+Severe Underweight	Index (3 columns) <sup>5</sup>	U5MR
East	33.6%	12.0%	30.0%	75.6	224
North	31.4%	12.7%	29.7%	73.8	220
Center/South	32.3%	14.3%	31.9%	78.5	203
West	24.9%	14.8%	30.4%	70.1	196
Ouagadougou	17.0%	10.9%	18.1%	46.0	150

The table above shows that malnutrition, in general, is worse in the Central/South regions, stunting is worse in the Eastern and Central/South regions, and wasting and underweight are worse in the Western and Central/South regions. The Eastern region includes the provinces of *Kenedougou*, *Kossi*, *Mouhoun*, *Houet*, *Bougouriba*, *Poni*, and *Comoe*. Despite the fact that the worst stunting is found in the East region, none of the provinces there were found by FEWS to be highly-food insecure in 1998/99. In fact, there was a net *surplus* of 132,011 MT produced in the *Kossi* and *Mouhoun* (and *Sourou*) provinces. In the *Haut-Bassins* area, which includes the *Houet* and

<sup>5</sup> For comparative purposes, we have added the proportions of children in each of the three previous columns as an index of general malnutrition levels in each region.

*Kenedougou* provinces, there was a net surplus of 302,381 MT of food in 1998/99. This suggests that, similar to Mali, there are probably other behavioral elements that play a strong role in malnutrition in Burkina Faso.

The Central/South region includes the provinces of Bazega, Sissili, Passore, Sanmatenga, Oubritenga, Boulkiemde, Sanguie. There is a large overlap in terms of food-insecure regions and stunting in this region: The last five aforementioned provinces in the Central/South region are five of the six provinces that FEWS has estimated are the most highly food insecure. Bam, in the North region, is food-insecure, as well.

There are several common nutritional practices in Burkina Faso that contribute to its high levels of malnutrition. Over half (52%) of Burkinabè women wait more than 24 hours to begin breastfeeding their children. Once breastfeeding is initiated, though, it is persistent: the median length of breastfeeding is 25 months, one of the longest in Africa. As in many African countries, low levels of exclusive breastfeeding and proper introduction of solids are the problems. The median duration of exclusive breastfeeding is less than one month, and only 44% of children six to nine months of age are receiving solid foods and porridges. (These levels are comparable to Mali.)

The levels of Vitamin A deficiency (VAD) seen in Burkina Faso appear to be as poor as those seen in Mali, and constitute a severe public health problem. A sub-national survey (1986) of three Northern provinces of the country (*Yatenga*, *Passore* and *Sourou*) found that 0.27% of preschool children had Bitot's spots (a sign of severe VAD), and 2.8% had nightblindness. An older study (1978) found that over 70% of preschool children had serum retinol levels below 0.70  $\mu\text{mol/l}$ , indicating a severe public health problem. Other micronutrient deficiencies are prevalent, as well: 16% of 6-11 year olds were found to have signs of iodine deficiency in one study in Burkina Faso, but some studies have indicated rates as high as 55%.

Like many childhood illnesses, diarrhea is mostly a problem during the first two years of life. Diarrheal prevalence in Burkina Faso increases steadily from birth to 16m of age (to a peak of about 40%), then declines to a low-level by 60m of age. Feeding during illness is fairly good. The most recent DHS survey found that 50% of children received ORS during their last diarrheal episode, 83% of mothers gave their children with diarrhea the same amount or more breastmilk, and 81% gave the same amount or more liquids. (These levels are more than 25% higher than the levels found in Mali.)

The latest DHS study found that only 18.7% of children with a cough and difficult breathing sought appropriate medical care. Only 19.3% with a fever sought medical care. (This is slightly lower than the levels found in Mali.)

Most vaccination levels in Burkina Faso are substantially better than the levels found in Mali. DPT3/Polio3 coverage in Burkina is 48%, measles coverage is 54%, BCG is 61%, and TT2 is 27%. A study conducted in 1994 found that 18.6% of truck drivers recruited at a cotton-producing factory were HIV positive. Another study (1995) found that the overall seroprevalence among pregnant women in Burkina was 8%. An MOH document<sup>6</sup> estimates that the HIV prevalence rate for Burkina Faso to be 7.2% in the general population, about twice as high as the rate estimated for Mali. These rates are low in comparison to many other parts of Africa. For example, in several cities in southern Africa, up to 45% of women tested during pregnancy carry HIV.

The fertility rate in Burkina Faso is almost the same as it is in Mali (6.9 vs. 6.7, respectively), and the contraceptive prevalence rate is similar (9.9% in Burkina [1993] vs. 12.4% in Mali [1996]). The proportion of 15-19 year old girls who already have at least one child in Burkina is almost half of that in Mali (24.3% vs. 45%, respectively). Births at a very young age are much more rare in Burkina, as well: Only 2% of girls 15-19 had their first child at age 14 or younger. The proportion for Mali is 9%.

*Conclusions and Recommendations Concerning a Potential FHI/Other Partner(s)  
Title II Food Security Program in Burkina Faso*

At the national level, Burkina had a good year of agricultural production in 1998. Cereal production was estimated by FEWS to be 2.4 million MT, which equaled the five year average between 1993 and 1998. Burkina Faso's under-five child mortality rate is slightly below the average for sub-Saharan Africa and ranks 23rd in the world at 158 per 1,000 live births. Burkina Faso has the eighth highest reported level of wasting in the world: 13% of children 0 to 5 years of age have moderate and severe wasting. That said, this is still a full ten percentage points below the proportion of children in Mali with wasting. Although Burkina has food security needs, they are much less serious than those in Mali. In addition, the majority of regions that are needy in Burkina appear to be better served by existing NGOs than is the case in Mali. Indeed, a myriad of national NGOs are operational in Burkina and it was hard to see where FHI could add much value to the current activities. It is clear that FHI would not have the resources to work in both Mali and Burkina Faso. Given these funding and programmatic realities, it is the recommendation of the ISA team that Mali be given precedence over Burkina in any follow-up food security assessment and/or future program.

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<sup>6</sup> Suivi et évaluation des programmes nationaux de lutte contre le SIDA : Examen de l'expérience du Burkina Faso, 1987-1998. Monographie préparée dans le cadre de l'INITIATIVE OMS/onusida/MEASURE evaluation (USAID) sur le suivi-évaluation des programmes de lutte contre le sida, Nicolas MEDA, 10/23/98, Médecin épidémiologiste, Centre MURAZ/OCCGE

### **3.11. ASSESSMENT OF CURRENT COMMODITY MANAGEMENT SYSTEM AND FHI CAPACITY**

A questionnaire was used in assessing the commodity management systems currently being used in each of the FHI Title II fields. This questionnaire was designed to help identify and evaluate the current practices in each field. In FY 2000, this information will be used in workshops in Bolivia and Ethiopia and FHI will start adopting some of the standard procedures and tools for each Title II field. At the same time we will establish guidelines and procedures regarding Title II commodities in FHI Headquarters.

The questionnaire focused on the following areas: Call Forward, Procurement, Ocean Freight, Port Activities, Inland Transport, Internal Transport, Storage, Handling, Issued for Distribution, and Issued for Consumption and Monetization.

Responses were received from Bolivia, Ethiopia, Kenya and Mozambique; particular attention was given to those received from Bolivia and Ethiopia, since they manage commodity distribution from their regular program. Based on the review of each field response and subsequent phone conversations regarding their questionnaires, it was determined that a visits to Bolivia and Ethiopia would be necessary, in order to see firsthand how their operations integrated the Commodity Management component, and to determine how we can better serve the needs of the fields.

#### ***Bolivia Findings***

##### *Strengths*

- In depth knowledge of the steps required to prepare an AER and Call Forward.
- They have a detailed Procedures Manual.
- New commodities manager is eager to learn the whole process of Commodity Management.

##### *Weaknesses*

- Do not have a standardized Call Forward form.
- No clear knowledge on how to proceed with claims. Even though reports are filed, the correct procedures of losses are still not clear.
- Survey Reports unclear
- Lack of familiarity the whole cycle process
- Unclear on Freight Forwarder duties
- The Commodities manager, who had depth knowledge of the procedures, left FHI/B
- Training deficit on behalf of the Commodities Management staff.

Even though they have a very good manual, a trip to Bolivia is necessary to evaluate and assess their daily activities, and to ascertain the extent to which

their staff follows procedures. Also, I would like to meet the new Commodities Manager in order to encourage team building and strengthen communication between the FHI/IO and the field.

Based on the survey, the first workshop will focus on following:

- *A general overview of the commodity management process, (Call forward, procurement, ocean freight, port, transport, storage and handling, issued for distribution, issued for consumption).*
- *In depth training with regard to Ocean Freight. What documentation is needed for reimbursement. What is a Survey Report, what they are used for. What costs are allowable.*
- *Special attention given to Freight Forwarder duties as well as the role of FHI/IO with regard to commodities.*
- *Detailed explanation of claims. What is the process. Factors related to the timing of claims.*

In all these 3 areas mentioned above, there will be a detailed explanation of:

- ✓ What forms are used.
- ✓ When/where they are to be submitted.
- ✓ Who processes and approves the paperwork.
- ✓ What are the timeframes for each stage of the process.

## **Ethiopia Findings**

### *Strengths*

- The Director of Finances has an in-depth knowledge of Commodity Management.
- Quarterly reports are being sent to the Local Mission regarding the status of Title II Commodities.
- They are open to any suggestions aimed at making their program more efficient.
- They have a general idea regarding what the steps are involved in the procurement of commodities

### *Weaknesses*

- The Director of Programs who is in charge of Title II Commodities operation did not respond to my questionnaire.
- Even though there was an explanation of procedures, no response was given to the questions as per my request.
- There is currently no written manual detailing commodity management policies and procedures.

- They didn't provide a written description of the process of preparing an AER. Neither did they explain how they identify the tonnage level and the amount level, which is important to produce a budget. I had problems with them in the past, since the US dollar value of the commodities to be monetized (tonnage requested times price per metric ton) needs to equal the Monetization budget.
- Poor communication with FHI/IO
- FHI/IO doesn't always receive Call Forwards, even though FH/Ethiopia says that a copy of the call forward request is sent to the IO office whenever one is made.
- Don't really know the due dates of Call Forwards
- Don't have a report showing a balance of their Call Forwards.
- Rely a lot on the Monetization leading agency
- Don't know all the steps that are to be followed to procure commodities
- Don't know that there is a PA (Procurement Authorization) for each fiscal year that is to be paid to Ocean and Inland Freight.
- Don't know what supporting documentation is needed or that it should be forwarded to the IO as soon is possible to receive reimbursement for Ocean and Inland Freight.
- Don't know the steps to take or the documents they need to process a claim.
- Don't know who pays Survey Reports and what is needed for reimbursement.
- Didn't respond in detail to point 5 of the questionnaire (Inventory, Management and Storage)

Due to the vagueness of the responses from Ethiopia, a field visit will be made by Maria McCulley. Based on the response received thus far from the field, the workshop next year should focus on:

- *A general overview of the commodity management process* (Call forward, procurement, ocean freight, port, transport, storage and handling).
- *In depth training on AER and Call Forward preparation.* Obtaining appropriate quantities at the appropriate time.
- *Detailed explanation of ocean freight procedures.* What documentation is needed for reimbursement? What is allowable?
- *Developing a thorough knowledge of claims.* Processing claims, timing, etc.

In all these 3 areas mentioned above, there will be a detailed explanation of:

- ✓ What forms are used.
- ✓ Where/when they are submitted.
- ✓ Who processes and approves the paperwork.
- ✓ What are the timeframes for each stage of the process.

### **3.12. REVIEW OF COMMODITY MANAGEMENT METHODOLOGIES, PROCEDURES AND TOOLS IN CURRENT USE BY OTHER CS'S AND FFP**

A review was conducted of all the tools currently being used by CARE and WV. Visits were also made to the offices of USDA, FAM and FFP. The objective of these activities was to see what resources that have already been developed by the other CSs and FFP to facilitate the commodity management process, such as manuals, training videos, and tracking systems. It would then be relatively simple to update and modify them to meet current Title II program requirements and the FHI Title II context.

CARE's manual is very well developed. This manual will be used as the main resource to start developing FHI's manual. The main points that will be extracted from this manual are:

*Internal Control.* Throughout the manual they highlight Internal Control issues according to the subject. There is a good emphasis on organization and staffing, as well as audits and management reviews.

*Agreements and Contracts.* They have a very good policy of sending shipping contracts to the fields, for the purpose of familiarizing them with the agreements, and to prepare them to deal with problems that arise with the shipping company. There are also very good checklists for Independent Survey Contracts as well as for Clearing and Forwarding Contracts.

*Port.* There is also a good explanation of Port procedures. It gives good idea on how to deal with some of the recurrent problems. For example, with regard to packaging, the country office must prepare a summary describing the nature and history of a particular problem. They subsequently send it to the headquarter office to ask USDA and FFP to look into this problem, and after evaluation, redesign the packages if necessary.

*Storage and Handling.* The manual also provides good, detailrd procedures on this subject, which I would like to incorporate into the manual as well.

Based on the above reviews, baseline assessment, and information gathered from cooperating agencies, it is suggested that a brief overview be given of the entire commodity management process. The focus of standardization for the first year will be in the following areas: Calls Forward, Procurement, Ocean Freight, and Inland Transport.

### **3.11. Selection of a Standard Methodology and Instrument for Quantitative Program Evaluation**

The selection of an evaluation methodology and instrument was guided by Chapter 1 of FFP's Guidelines for FY 1999 Program Proposals. Those guidelines stipulate that two evaluation exercises are required to take place during the life of a Development Activity--a mid-term review and a final external impact evaluation. Based on the description of those two evaluation exercises,

FHI's M&E team conducted a review of the literature on evaluations. Many of FHI's Title II programs will be conducting mid-term reviews in the next few years and the guidelines describe those reviews to have a substantial qualitative as well as quantitative component.

For the quantitative component, in April and May of 1997, the M&E team did a review of a number of methodologies and instruments for measuring indicators at project baseline. The team found that a substantial amount of research and a great degree of field testing had gone into the KPC methodology/instrument and specialized measurements in health, nutrition and agriculture. In addition, a lot of excellent training materials were available on these methodologies. Thus, the team adapted those tools and trained FHI Title II field staff in their use. Since that time, two field countries (Mozambique and Kenya) have conducted baselines using those instruments. Similar baselines are planned for Ethiopia in FY 1999 and Bolivia in FY 2002. At the DAP mid-term review and final external evaluation, FHI Title II fields will engage in a repeat of the baseline study in order to measure the quantitative change in the program indicators. Hence, no new methodology or instrument was developed for quantitative program evaluation.

### **3.13. FAM M&E Working Groups Outputs**

Dave Evans served as Chair of the FAM M&E Working Group in FY 1999. Three major outputs were achieved in FY 1999:

- 1) A review of agriculture project socio-economic baseline surveying methods was completed and sent out to FAM members;
- 2) A draft review of agriculture project bio-physical baseline surveying methods was completed and is currently being edited by the working group;
- 3) A "Sampling for Managers" workshop was conducted in May and 19 participants attended.

### **3.14. FAM information system mentoring outputs achieved**

Under FHI's proposed ISA activities, FAM and FHI agreed to pursue a mentoring partnership to improve the information technology capabilities of FAM. The mentoring partnership between FHI and FAM is designed to have two distinct beneficial purposes:

- FAM will learn and become proficient at current/new information technology capabilities through the existing knowledge base of FHI; and
- The FAM consortium will receive the ultimate benefit and become stronger through the technical leadership of FHI and FAM.

The goal of the mentoring partnership is to enhance the information technology capacity of FAM in order to benefit the FAM consortium. There were three main objectives to this mentoring effort in FY 1999:

- 1) Improvement of the FAM website with basic maintenance by FAM;
- 2) Establishment of listserv capability and management skills by FAM; and
- 3) Establishment internet relay chat capability and encouragement of increased usage by the FAM consortium.

FHI conducted a short evaluation of FAM staff to gauge their degree of satisfaction with FHI's mentoring and the information outputs for FY 1999. FAM's response to the survey follow:

- 1) To what degree was the first objective achieved in FY 1999? If not achieved, please make recommendations for FY 2000.

FAM was very pleased with the results of this objective. With initial training from Dave Evans of FHI, FAM was able to learn how to independently manage and update the FAM website. His initial training session allowed FAM staff to gain a basic understanding of how to manage the site and provided Jessica Graef of FAM with the building blocks to further advance her knowledge of website management. FHI was extremely helpful in the training process and continues to play a major role in maintaining the FAM website by offering its server for virtual hosting of the FAM site. When there are problems with the server, Ted Okada of FHI is available to respond to inquiries from FAM. Dave Evans has also made himself available for any website management questions that FAM may have.

- 2) To what degree was the second objective achieved in FY 1999? If not achieved, please make recommendations for FY 2000.

FHI was extremely helpful in mentoring FAM to achieve this objective as well. Ted Okada developed a template on the FHI server to host the FAM listservs. He assisted with the conceptualization of the listservs as well as with the technological requirements for launching and managing the listservs. He provided an effective training session on how to manage the listservs from the server. He has made himself available for any technological questions that arise. Both Ted Okada and Dave Evans have been instrumental in encouraging the FAM membership to make use of these listservs.

- 3) To what degree was the third objective achieved in FY 1999? If not achieved, please make recommendations for FY 2000.

This objective was not achieved to the extent that FAM and FHI had intended. But the failure to achieve this objective does not reflect negligence on the part of either organization; rather, firewall protection measures on the part of the FAM membership has hampered full realization of this goal. FHI was very helpful in presenting the potential advantages of internet relay chat technology to the FAM

membership, but the membership has either been unwilling or unable to fully pursue this technology within their organizations. FAM and FHI should revisit this objective in FY2000 and determine whether and how to further pursue this objective (through a survey of the membership's current interest, for example).

- 4) What additional comments and/or recommendations do you have to improve the mentoring relationship in FY 2000?

On the whole, it has been a pleasure for FAM to work with FHI under this mentoring agreement. FHI has been a diligent, patient, and very effective mentor in fulfilling the objectives under this agreement. As for future collaboration in FY2000, it would be helpful to further investigate the third objective under the original agreement to determine if this is a useful activity to pursue. In addition, FAM would greatly benefit from a planning session with FHI to determine if there are other information technology advancements that FAM might benefit from adopting or exploring.