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OUTREACH GRANT PROJECT ASSESSMENT -
TOGO AND BENIN

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Beatrice Miller copied the charts for this report.

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ABBREVIATIONS

AER	Annual Estimate of Requirements
AID/W	Agency for International Development/Washington
CRS	Catholic Relief Services
GOT	Government of Togo
GPRB	Government of the Popular Republic of Benin
GSS	Growth Surveillance System
MCH	Maternal and Child Health
MLSA	Ministry of Labor and Social Affairs
OG	Outreach Grant
OT	Overseas Transport
RC	Recipient Contributions
RFFPO	Regional Food for Peace Officer
USAID	United States Agency for International Development (in-country mission)
USG	United States Government

1. INTRODUCTION

1.1 Purpose of the Assessment

The purpose of the Assessment of the Togo and Benin Outreach Grant projects was to study the effect of the Outreach Grants on enhancing Title II coverage, effectiveness, and program focus. Specifically, the team was asked to assess: the degree to which each of the Grants achieved project objectives and how these achievements affected Title II program effectiveness; the ability of CRS to support the programs; the options for phase-over after Outreach ends; and the roles of and relationships between AID/W, USAID and CRS.

1.2 Methodology

1.2.1 The Field Visit

Before leaving for Togo and Benin, team members met with AID/W and CRS/NY, and reviewed available documentation. The team was in Togo and Benin for three and a half weeks, during which time discussions were held with CRS, USAID, and the host Governments. The team travelled to the northern regions of both countries and visited MCH centers in several areas. A preliminary report was prepared and discussed, prior to departure, with USAID, CRS, and the Governments of Benin and Togo.

1.2.2 The Analysis

There is a detailed explanation of the methodology used in the financial analyses of the Togo and Benin programs in Appendix 2.

1.3 Organization of the Report

The report is organized into four main sections. The first section is a brief summary of the team's major conclusions and recommendations. The second and third sections present the description and analysis of the Benin and Togo programs, respectively. The final section is a discussion of generic issues: phase-over and coordination between CRS, USAID and the Governments of Togo and Benin.

2. MAJOR CONCLUSIONS AND RECOMMENDATIONS

2.1 The Benin Program (see pp. 8-29)

2.1.1 Conclusions

The achievements of the Outreach Grant have been impressive although recipient target levels were not met. During the project period, the number of centers increased from 26 to 82 with a slight redistribution northward, and the number of recipients increased from 8,561 to 31,550. This was a more realistic growth than that which had been projected considering the paucity of the existing infrastructure at the outset of Outreach, the need to introduce an entirely new, relatively complex package of services, and the limited supervisory capability that was available. The logistic support systems were greatly improved under Outreach and important gains were made in upgrading qualitative aspects of the program. However, the new warehouse, which was to have been built with Outreach funding, has been delayed and construction awaits the approval of a project amendment presently under consideration.

Despite continued uncertainty in the future of the Title II program in Benin throughout the entire grant period, a well organized and effective program has been developed which has gained credibility with the Government of Benin and is valued by the recipients. GPRB support to the program is manifested by increased cooperation over the last three years. The Government agreed to a recipient contribution which was raised from 25 CFA to 50 CFA in 1983. Government personnel staff the nutrition centers, the GPRB has financial responsibility for port fees and provides half of the central warehousing and approximately 20% of the commodity transport.

At present, Outreach funding covers approximately two-thirds of the distribution costs, CRS covers about 22%, and GPRB about 12%. If the CRS and GPRB

participation continue at current levels, there is a potential for the entire program to become self-financing after Outreach ends if the recipient contribution can be raised to 107 CFA.

2.1.2 Recommendations

It is recommended that AID/W approve the Outreach project amendment currently under consideration, extending the completion project date to January 1986, releasing remaining project funds, and approving warehouse construction.

It is recommended that CRS continue to negotiate with the GPRB to raise the recipient contribution adequately to cover operating costs currently financed by Outreach.

It is recommended that USAID/Benin continue to provide encouragement to CRS/Benin in implementing the Title II program, and support CRS' negotiations with the GPRB and annual AER submissions.

2.2 The Togo Program (see pp. 31-52)

2.2.1 Conclusions

Outreach essentially began with the start-up of a new program as the Title II program in Togo was completely suspended for a year in mid 1980 after only 2% of Outreach monies had been spent. Thus, original project targets -- to open 95 new centers in the three northern regions -- had to be revised. The revised recipient target levels also proved to be unrealistic in view of the shortage of personnel and local storage facilities. However, the project did achieve the original objective to expand the MCH program in the north. Fifty-five percent of the centers are now located in the three northern regions, compared to 15.3% prior to Outreach.

Outreach support of the logistics systems has enabled the program to rationalize commodity storage and distribution and to improve the efficiency and reliability of deliveries. However, the warehouse construction, which was to have been financed by Outreach and which was planned to further increase efficiency and reduce indirect transport costs now covered by the GOT, may have to be cancelled because of funding cutbacks. Programmatic improvement resulted from increased supervision of individual centers that was made possible by Outreach financing of vehicles.

Cooperation between CRS and the Government of Togo has been strengthened as a result of Outreach support of logistical program costs that the GOT could not finance. Thus the GOT commitment is more realistic than previously. The GOT has financial responsibility for all port fees and indirect transport costs from the port to the central warehouse, provides center personnel, and shares responsibility for site determination and the administration and supervision of centers.

CRS/Togo and USAID/Togo have cooperated on coordinating the MCH program and the AID-funded Rural Water and Sanitation Project activities, including site location and training activities.

At present, Outreach finances about two-thirds of the distribution costs, CRS about 19%, and the GOT about 14%. If the GOT maintains its contribution, a program with the same number of participants and the same geographic distribution would be self-financing if the recipient contribution were raised to 150 CFA.

2.2.2 Recommendations

It is recommended that AID/W approve the Outreach grant amendment currently under consideration, extending the completion date to September 1984 and broadening the scope of the Grant to support inland transport and MCH center support

costs nationwide. It is suggested that consideration be given to earmarking 1985 Outreach monies or requesting a new Outreach Grant to finance the construction of a warehouse.

It is recommended that CRS negotiate with the GOT to raise the recipient contribution adequately to cover operating costs currently financed by Outreach.

It is recommended that USAID/Togo continue to provide encouragement to CRS/Togo in implementing the Title II program, and support CRS' negotiations with the GOT and annual AER submissions.

2.3 Phase-over: Options after Outreach (see pp. 53-55)

2.3.1 Conclusions

As Outreach is a temporary funding mechanism, plans have to be made for transferring the burden of covering the distribution costs financed by Outreach. The goal of phase-over is to develop a self-sustaining mechanism that can support the program at recipient levels that are equal or greater than those achieved under Outreach, while maintaining the geographic distribution.

There are several options: recipient contributions; host government contributions; associated development activities; monetization; or a modified, follow-on Outreach Grant designed to facilitate phase-over. Recipient contributions, supplementing host government support, is the most viable source. However, it is not known whether or not increased contributions would be a prohibitive barrier to the most needy.

2.3.2 Recommendations

It is recommended that CRS continue to negotiate with the Government of Benin and Togo to raise the recipient contributions to the necessary levels and that a study of the effect of recipient contributions on participation of the most needy be carried out.

2.4 Coordination between CRS, USAID, and AID/W (see pp. 56-57)

2.4.1 Conclusions

The relationships between CRS in Togo and Benin and USAID have been mutually supportive. However, there have been uncertainties and delays in disbursements of funds and approvals of Grant amendments in both countries. Communications between the field and AID/W are slow and cumbersome -- there are delays in getting all the requisite documentation to AID/W and in AID/W's responses to the field. This inhibits project planning and implementation.

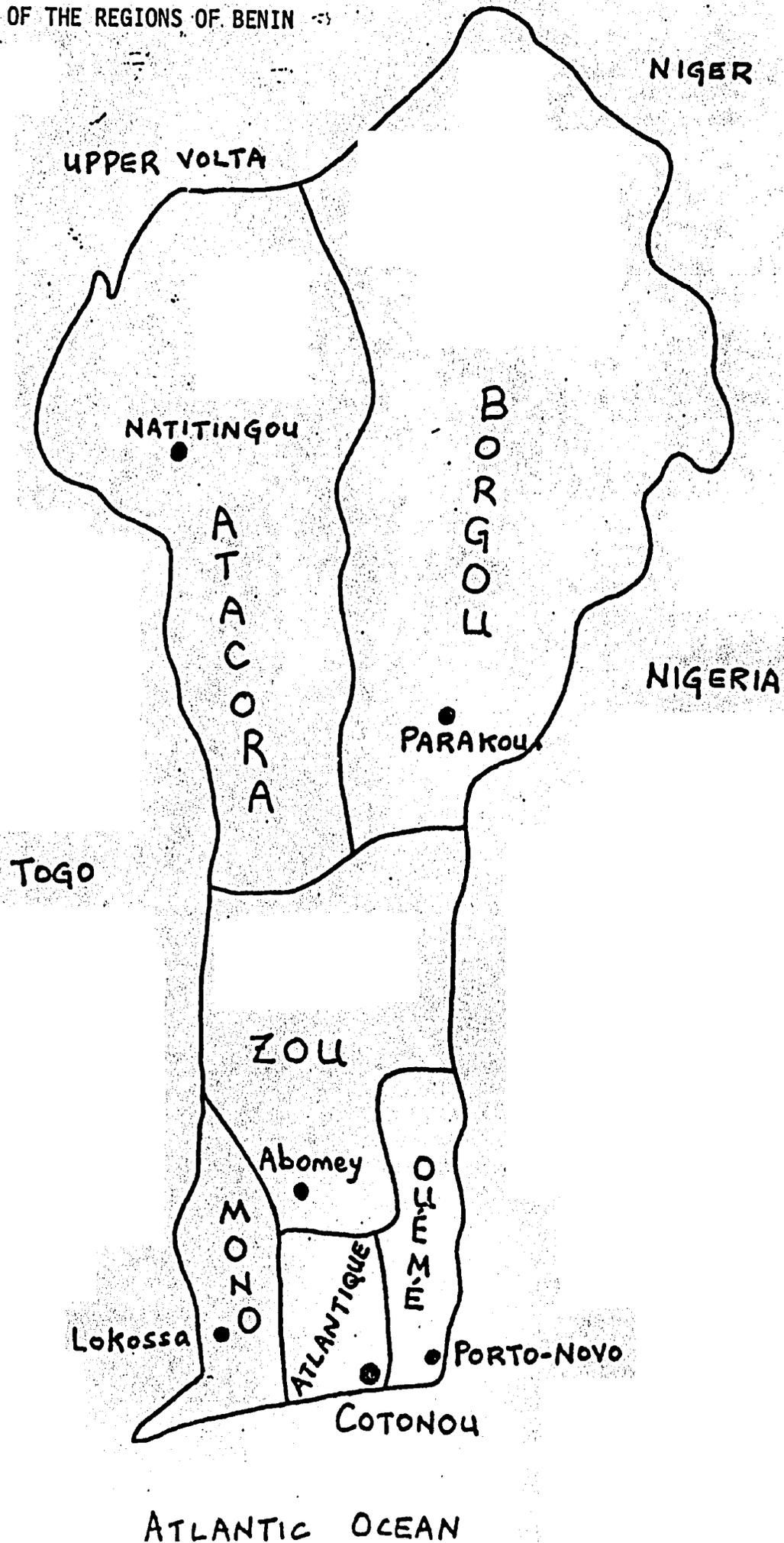
An overriding problem that affects the planning and implementation of all Outreach Grants is the uncertainty of commodity levels. Title II is on an annual cycle and the AER approvals are often delayed beyond the beginning of the calendar year. Moreover, the AER is based on a dollar amount instead of commodity ceilings, resulting in fluctuations that depend on price.

2.4.2 Recommendations

It is recommended that AID/W, USAID, and the cooperating sponsors study the possibility of delegating to USAID the responsibility for administering Outreach Grants.

It is recommended that AER levels be re-established on the basis of commodity ceilings rather than on dollar value.

MAP OF THE REGIONS OF BENIN



3. BENIN

3.1 Project Background

Before the Benin Outreach Grant support began in 1981, the Benin Title II Program was small. There were about 8500 recipients in 26 centers which were largely concentrated in the administrative regions around Cotonou. A large proportion of the centers were operated by religious missions. The program had been severely hampered by erratic deliveries of food supplies to the distribution centers. Thus the enrollment was low and attendance was irregular. There was little growth surveillance of children and very few of the centers had organized promotional activities, such as nutrition education.

Central warehousing was totally inadequate and in poor condition. All commodity transport was carried out by the Department of Social Affairs which was slow and inadequate for the existing commodity levels, as well as for planned program growth. The administrative procedures for managing commodity distribution also needed improvement.

The Outreach Grant was designed to support the improvement of the logistical and administrative systems so that the program could expand to reach 63,000 recipients by the end of the three year Grant period.

3.2 Project Chronology

3.2.1 Feb. 1981: Original Outreach Grant signed

Dates effective: Jan. 15, 1981 - Jan. 14, 1984

Approved Grant Budget: FY-81 \$237,365

FY-82 \$ 91,575

FY-83 \$114,629

\$443,569

- 3.2.1 April 1981: First year funding released - \$237,395.
- 3.2.2 March 1982: Project Completion Date for first year amended to April 30, 1982.
- 3.2.4 May 1982: Amendment extended Outreach Grant completion date to March 31, 1983 with no further release of funds.
- Note: Due to uncertainty about the entire Title II program in Benin for political reasons, the U.S. Embassy did not approve the building of a warehouse. Thus money which had been budgeted for warehouse construction was available to finance other logistical support costs over a longer period.
- 3.2.5 Mid-1982 to early 1983: All decisions affecting the future of the Outreach Grant were in abeyance.
- 3.2.6 Dec. 1982: Request for time extension and release of Year II funds submitted to AID/W.
- 3.2.7 Mid-1983: The RFFPO suggested consideration of an Outreach amendment which would include a time extension to Jan. 14, 1985, a release of all remaining Project funds (\$206,204), and authorization of warehouse construction. AID/W responded that no decision on the amendment would be made until USAID approval of the warehouse construction component was confirmed.
- 3.2.8 Jan. 1984: A request for the new amendment was submitted to AID/W to extend the project completion date to Jan. 1986 and to release remaining Grant funds of \$206,204. The request included USAID concurrence on the decision to build a warehouse (500 MT).

3.3 Project Objectives

(1) To increase the number of recipients by 50% in the first year, by 75% in the second year, and by another 50% in the third year, i.e., to the following levels:

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>
Mothers	8,000	14,000	21,000
Children	16,000	28,000	42,000

(2) To improve existing logistical and administrative systems in-country to enable the expansion of the food distribution program:

(3) To increase the number of MCH centers in all six provinces of Benin:

(4) To disseminate nutritional information in conjunction with monitoring nutritional gains from the food supplements using the growth surveillance system:

(5) To upgrade the Title II food package to address the extreme causes of malnutrition, namely Kwashiorkor, Marasmus and vitamin deficiencies.

3.4 Project Components

- a transport subsidy to enable the program to expand into new centers, particularly in the northern and more remote regions not being served by the existing program;
- the construction of a new central warehouse (1000 MT) and the upgrading of existing warehouse facilities;
- improvement of the efficiency of administration of commodity movement with the purchase of a vehicle for end-use checking, the hiring of administrative staff, and the financing of in-country transport;

- introduction of the growth surveillance system into all program centers. (While this component was an integral part of Outreach objectives, it was not funded by the Outreach Grant.)

3.5 Achievement of Objectives

3.5.1 Recipient Level

While the program did not achieve the total number of beneficiaries targeted by the end of the third year of the Outreach Grant, the Year I total (which was to have included mothers and children) was reached over the three year period in which Year I monies were expended. (See Table 3.5.-1) Moreover, the program does not include mothers so the number of children actually surpasses the number of under-five recipients projected for Year II. Approximately 3.3% of the under-five population of Benin are being reached, compared with approximately 1.5% prior to Outreach. Attendance never reached approved levels during the Outreach period. Program growth was slowed down by the limited CRS supervisory capability to introduce what was, at the time Outreach began, effectively a new program package including nutritional surveillance and education. Attendance at participating centers fluctuated, especially during the early quarters of the Grant period, because of irregular food deliveries and less enforcement of regular attendance requirements.

If the Outreach Grant Amendment is approved, recipient levels will undoubtedly increase over the life of the Grant.

3.5.2 Logistic and Administrative Systems

Logistic and administrative systems have been greatly improved and can adequately support the current program. The administration of commodity storage and distribution has been rationalized by the introduction of new inventory

Table 3.5.-1

Benin: MCH Recipient Levels and Approved AERs, FY 1981 - FY 1984

<u>Time Period</u>	<u>AER Approved Levels</u>	<u>MCH Recipients</u>	<u>% of AER</u>
FY 1982	27,000	19,000	70%
Oct.- Dec. 1981			
Jan.- Mar. 1982			
Apr.- June 1982			
July-Sept. 1982			
FY 1983	29,500		
Oct.- Dec. 1982		25,000	85%
Jan.- Mar. 1983		26,375	89%
Apr.- June 1983		22,769	77%
July-Sept. 1983		22,368	76%
FY 1984	33,000		
Oct.- Dec. 1983		24,797	75%

control and delivery vouchering procedures. End-use checking, made possible by the purchase of two vehicles,* has improved accountability and local stock control. Outreach funding of all of the in-land transport beyond what is carried by two MLSA trucks, has greatly increased the efficiency and reliability of commodity distribution. However, there have been delays in moving commodities out of the port because of GPRB delays in the payment of port fees.

* The purchase of a second vehicle was approved during the first year of the project.

Although the quality of warehousing was upgraded by Outreach funding, it is still not optimal. Because the new warehouse construction was not approved, Outreach monies were used to repair the two central warehouses in Cotonou that are owned by the MLSA. Outreach is also financing the rental of additional space, approximately equal to that provided by the MLSA. However, the rented warehousing is inefficient. The new warehouse proposed in the Grant amendment would be more secure and more efficient to administer than the rented space. It would also save recurrent rental costs.

Outreach also financed the provision of materials to improve 8 local storage facilities.

3.5.3 Distribution

The number of MCH centers increased from 26 to 82 during the project period. Most of the new centers are government operated. (See Table 3.5.-2) There was a proportionately greater increase in the northern provinces. (See Section 3.6.)

3.5.4 Nutritional Monitoring and Education

Although there was a system of nutritional monitoring prior to Outreach, the growth surveillance system (GSS) had not been introduced in any centers. The most recent quarterly report indicated that the GSS had been introduced in all 69 functioning centers and that 58 had submitted master charts (of which all but 1 had completed them correctly).

Considerable progress has also been made in the general functioning of the centers, including the dissemination of nutritional information. On the basis of a classification system that graded adherence to the established center guidelines, 71% of operational centers are at least following the basic principles, 41% were found to be above average, and over one-third were outstanding.

Table 3.5.-2

Benin: CRS Program Centers in 1980 and 1984, by Controlling Agency

<u>Controlling Agency</u>	<u>CRS Program Centers 1980</u>	<u>CRS Program Centers 1984</u>
Ministry of Social Affairs	11 (42.3%)	57 (69.5%)
Ministry of Rural Developmen	3 (11.5%)	7 (8.5%)
Ministry of Health	0 (0.0%)	1 (1.2%)
Mission	<u>12 (46.2%)</u>	<u>17 (21.7%)</u>
	26 (100%)	82 (100%)

3.5.5 The Ration

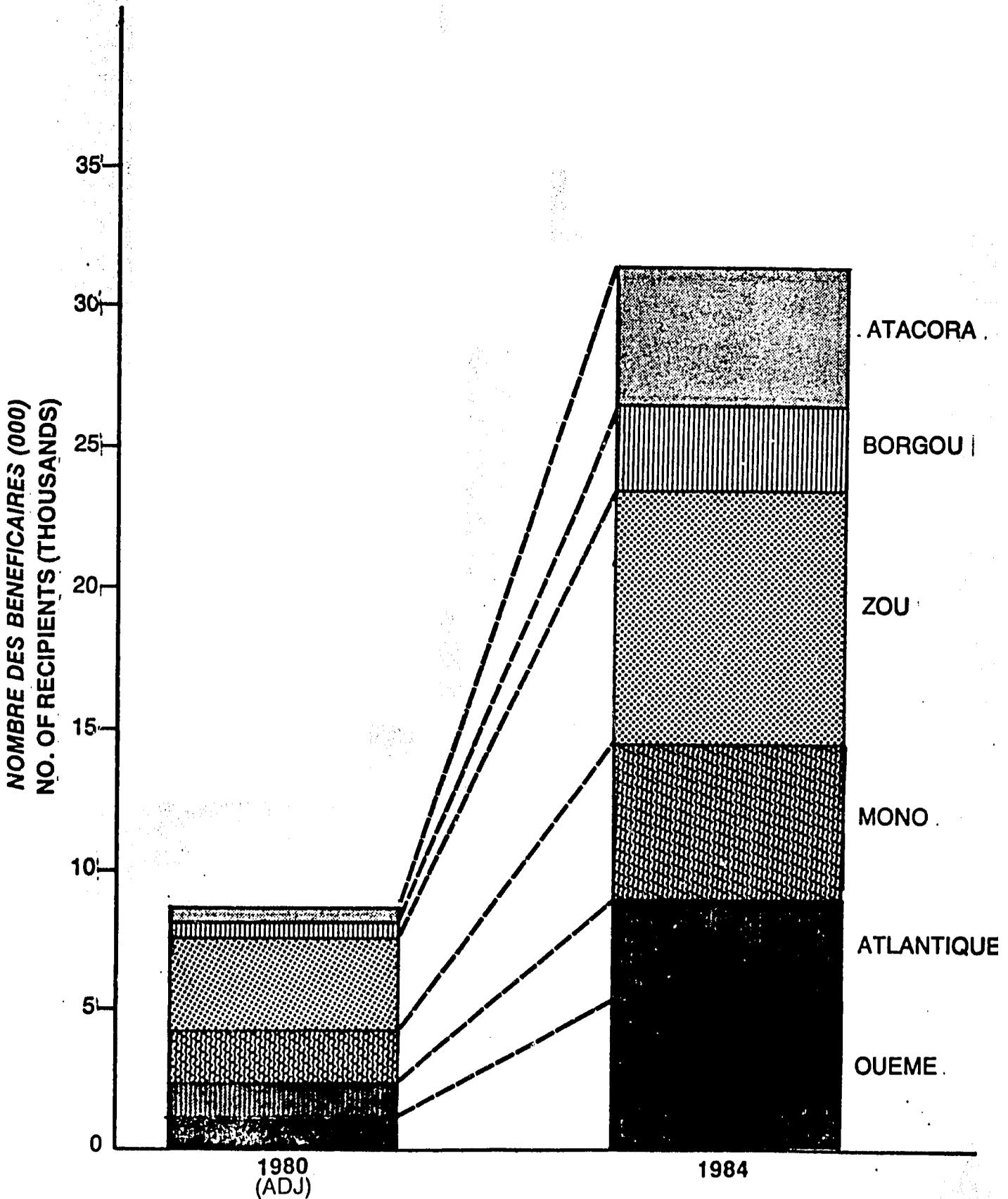
The Title II food package was upgraded at the time Outreach began to a uniform 5 kilogram ration.

3.6 Financial Analysis

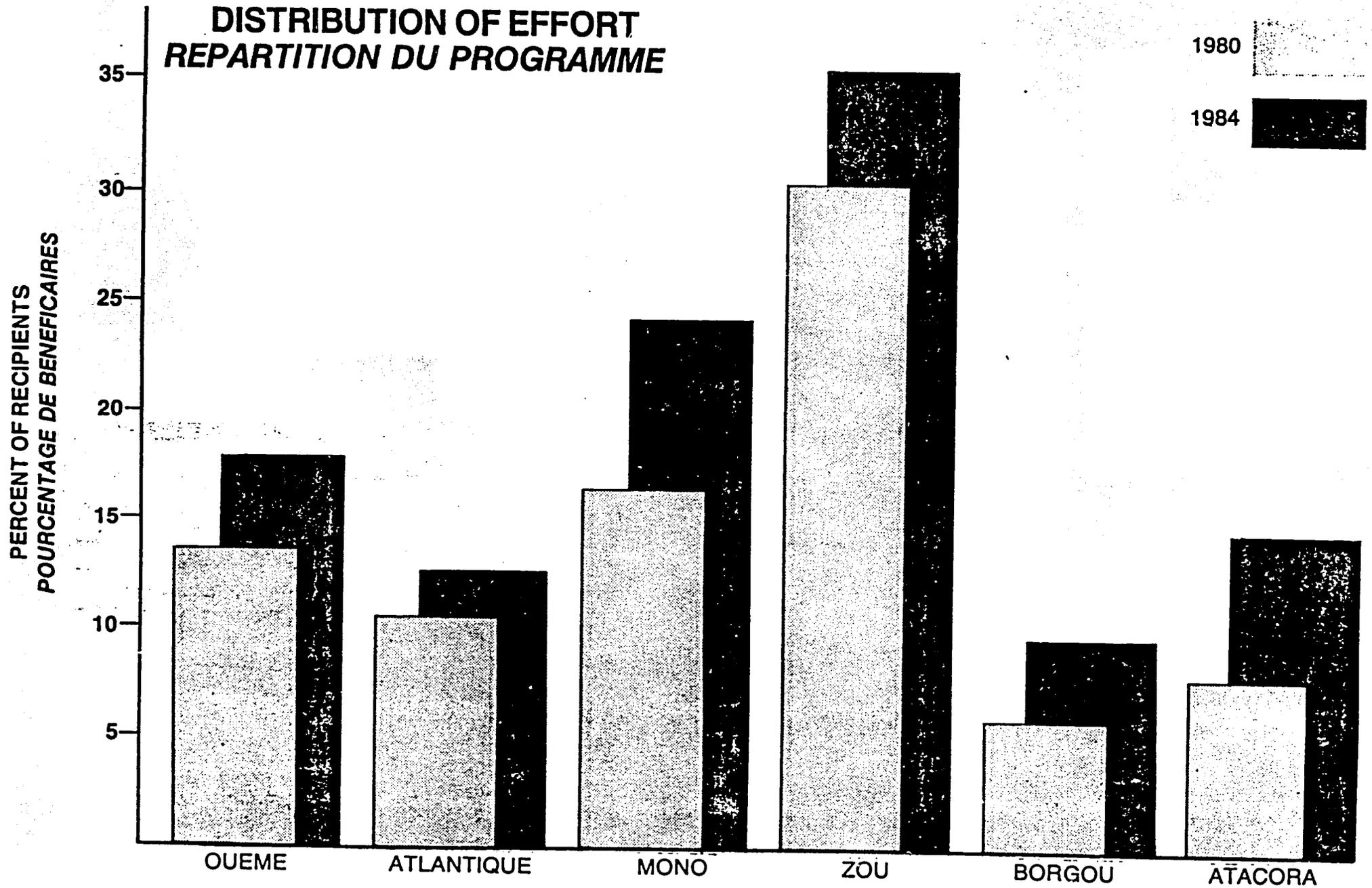
3.6.1 Distribution of the Program

In 1980 CRS's Benin program operated in 26 centers, serving an average of 8,561 children a month. The northern regions were relatively underserved: Atacora represented only 8% of the program's recipients, although it had 15.5% of the nation's population. However, Benin's major achievement with Outreach was not geographic redistribution, but program expansion. Authorized recipient levels for 1984 cover 31,550 children, nearly quadrupling the size of the MCH program. (See Chart 3.6.-1) Centers increased to 82, and the percentage of effort in the north increased slightly. (See Chart 3.6.-2 and Table A2.-1)

BENIN OUTREACH RECIPIENT LEVELS *EFFECTIF DES BENEFICAIRES*



BENIN OUTREACH



Although the geographic distribution of the program did not change markedly, nonetheless, Benin's centroid* increased by an impressive 37.1%. It moved from 159.3 kilometers in 1980 to 218.4 kilometers in 1984. (See Chart 3.6.-3)

3.6.2 Costs of the Program in 1980 and 1984

(a) Total Program Costs

Table 3.6.-1 and Chart 3.6.-4 show the total value of the program. However, the value of the in-kind inputs is not necessarily equal to the costs when considering budgetary alternatives. For instance, the value of commodities and ocean transport of 493 million CFA does not mean that reducing tonnage would free up USG funds for use elsewhere in the program budget. Similarly, the 28.7 million CFA value of the 82 agents' salaries provided by the GPRB does not mean using only 81 agents would leave 350,000 CFA to cover other costs. Therefore, as we examine the budgetary effect of Outreach, we have to remember that Outreach's contribution cannot be covered by shifting CFA from the value of other government contributions. In fact, the fixed distribution costs of storage and administration, and the variable distribution costs of inland transport, are the only relevant categories to consider.

(b) Distribution Costs

Under the agreements negotiated in 1958, the GPRB bore a significant portion of the program costs before Outreach. Specifically, the GPRB covered all port fees, inland transport and storage. CRS financed administrative costs of supervisors, travel and related office expenses, while the USG provided commodities and ocean transport.

* See Appendix 2 for an explanation of the centroid concept.

BENIN OUTREACH CENTROID DISTANCES

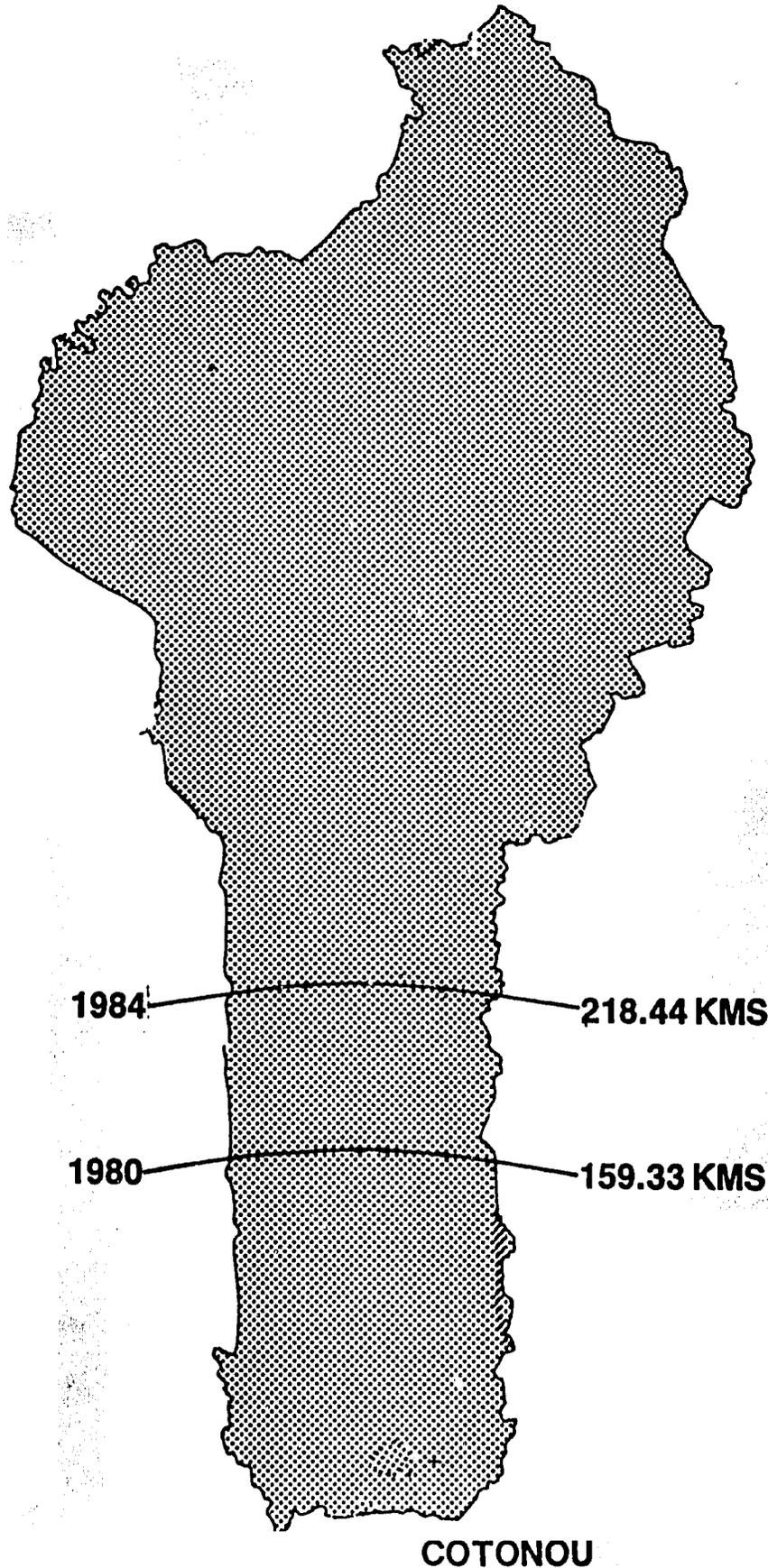


Table 3.6.-1

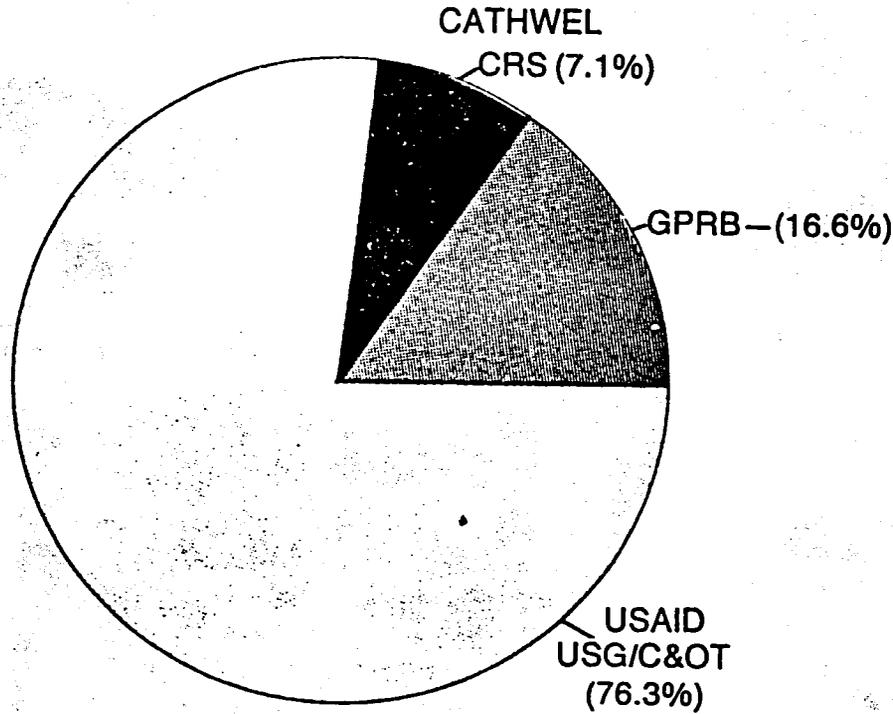
Benin: Pro Forma Program Comparisons, 1980 and 1984

	<u>1980 Program Levels</u>	<u>1984 Program Levels</u>
<u>I. PROGRAM STATISTICS</u>		
A. Recipients	8 561 Children	31 550 Children
B. Centers	26	82
C. Tonnage	513.7 MT	1 893 MT
<u>II. IN-KIND CONTRIBUTIONS*</u>		
A. Commodity Value	103 292 000 USG	379 590 400 USG
B. Ocean Transport	22 374 800 USG	82 385 200 USG
C. Port Costs	973 000 GPRB	3 368 100 GPRB
D. Local Storage	620 220 GPRB	2 119 800 GPRB
E. Local Administration	18 800 000 GPRB	38 540 000
		<u>28 700 000</u> GPRB
		9 840 000 RC
<u>III. DISTRIBUTION COSTS*</u>		
A. Inland Transport	5 546 740 GPRB	<u>22 320 600</u>
		17 856 480 USG/OG
		4 464 120 GPRB
B. Central Warehousing	1 469 692 GPRB	<u>3 393 825</u>
		2 193 825 USG/OG
		1 200 000 GPRB
C. Central Administration	11 661 375 CRS	<u>21 486 375</u>
		11 237 625 USG/OG
		10 248 750 CRS

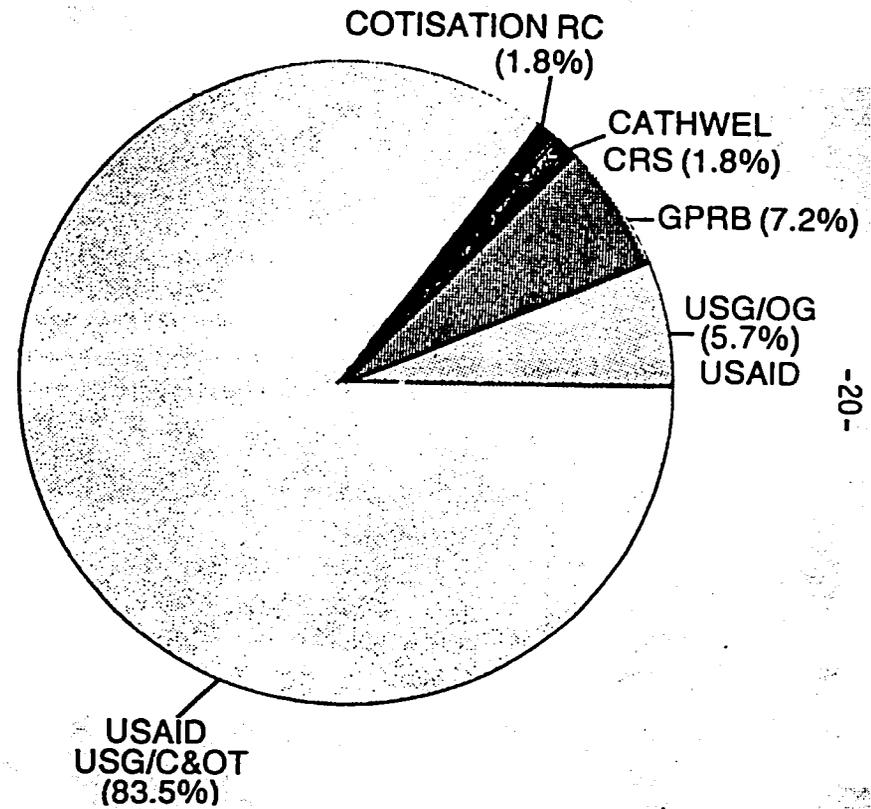
* In CFA; 1980 prices adjusted to 1984.

VALUE OF BENIN MCH PROGRAM POURCENTAGE FOURNI PAR DONATEUR

**PROGRAMME 1980
1980 PROGRAM LEVEL**



**PROGRAMME 1984
1984 Program LEVEL**



VALEUR DE PROGRAMME PRE-SCOLAIRE

By 1984, relative costs will quadruple with the increase in recipients. While some of the increased costs can be attributed to higher activity in the north, which is more expensive to serve, the majority of the increase results from dramatic change in the program's size. The combined effect of these factors will have increased transport costs from 5.5 million CFA in 1980 to 22.3 million CFA in 1984. (See Chart 3.6.-5 and Table A2.-5)

In 1984, the responsibility for covering the operating costs will have changed considerably as Outreach assumes half of the central warehouse rental, all associated warehousing costs (fumigation, pallets, etc.), 80% of the inland transport costs, and over half of the CRS administrative expenses for the MCH program. In all, Outreach will cover approximately two-thirds of the distribution costs in 1984. (See Chart 3.6.-6 and Table A2.-6)

3.6.3 Options after Outreach for a Self-financing Program

There are several options available that singly, or in combination would enable the program to become self-financing without Outreach funding: increased recipient contributions; increased GPRB support; reduction of the size and/or geographic distribution of the program; reduction of costs through more efficient storage, transport or administrative systems. The implications of these options for the Benin program are discussed below.

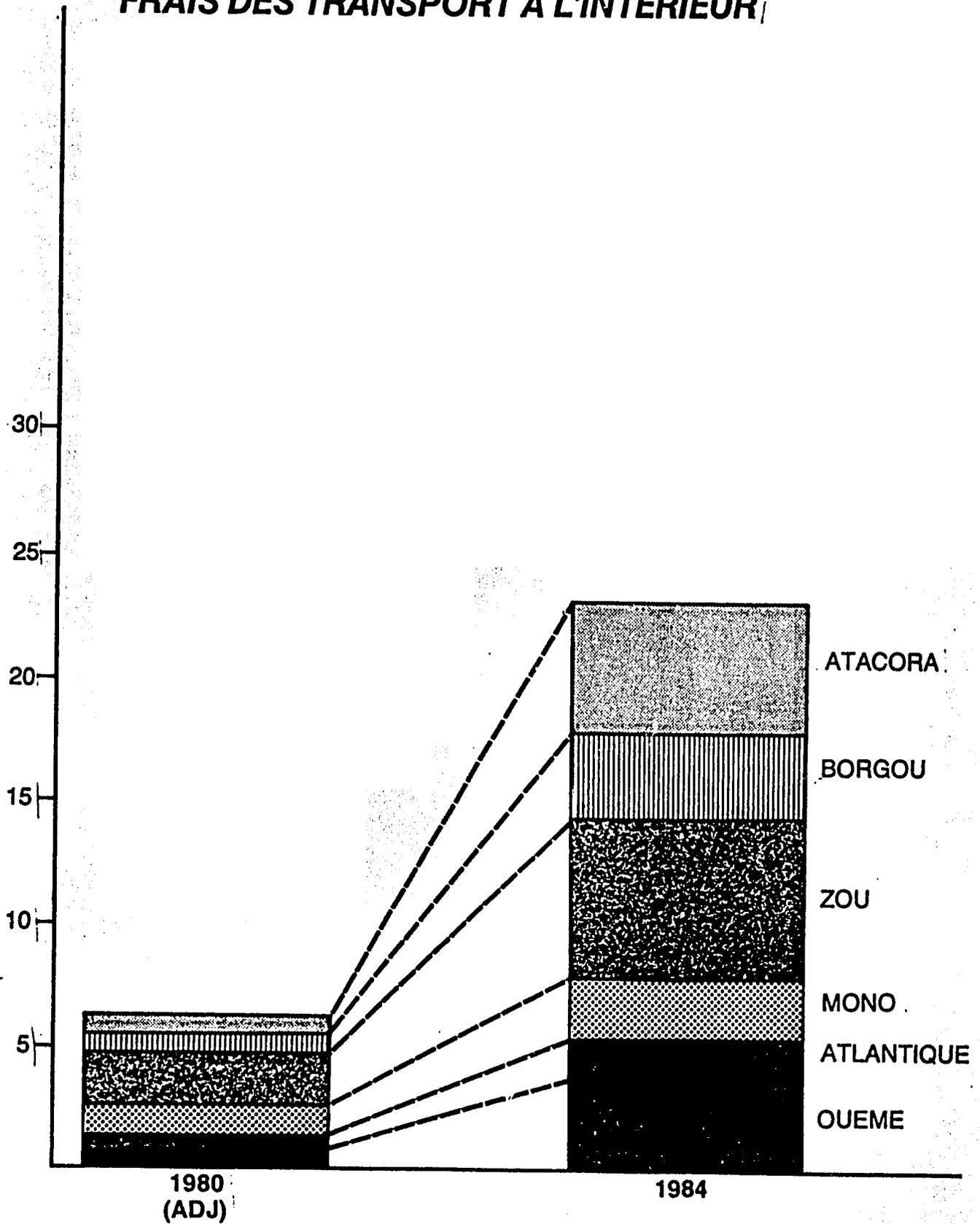
Considering the present budget, and subtracting the value of Outreach, we can calculate the adjustments necessary to operate the same program without Outreach but using recipient contributions. (See Table 3.6.-2)

If Outreach costs were to be entirely covered by recipient contributions, assuming a continuation of CRS and GPRB commitments at current levels, the total monthly contribution would have to be 110 CFA. Since 25% of all recipient

BENIN OUTREACH

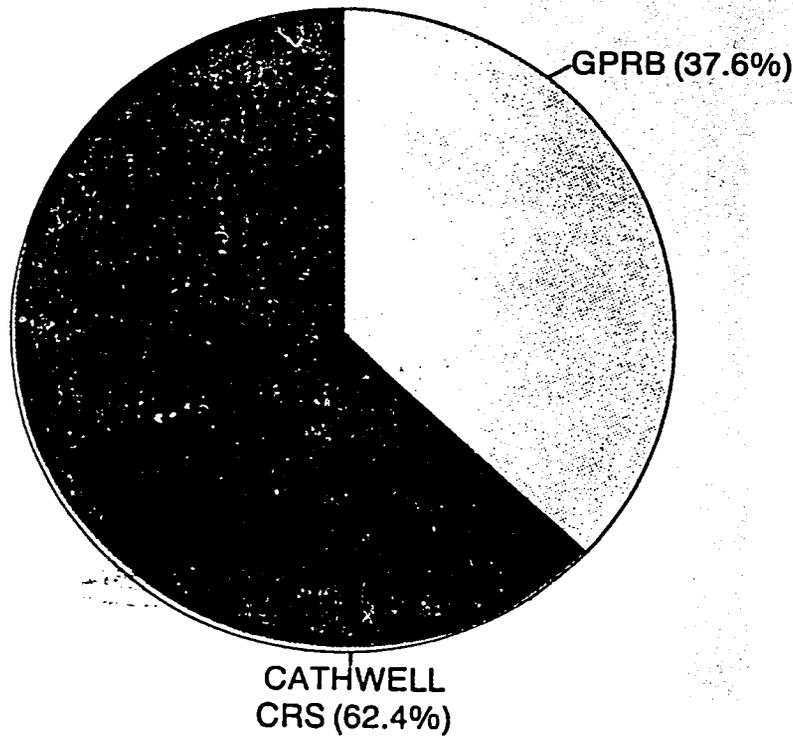
INLAND TRANSPORT COSTS

FRAIS DES TRANSPORT A L'INTERIEUR

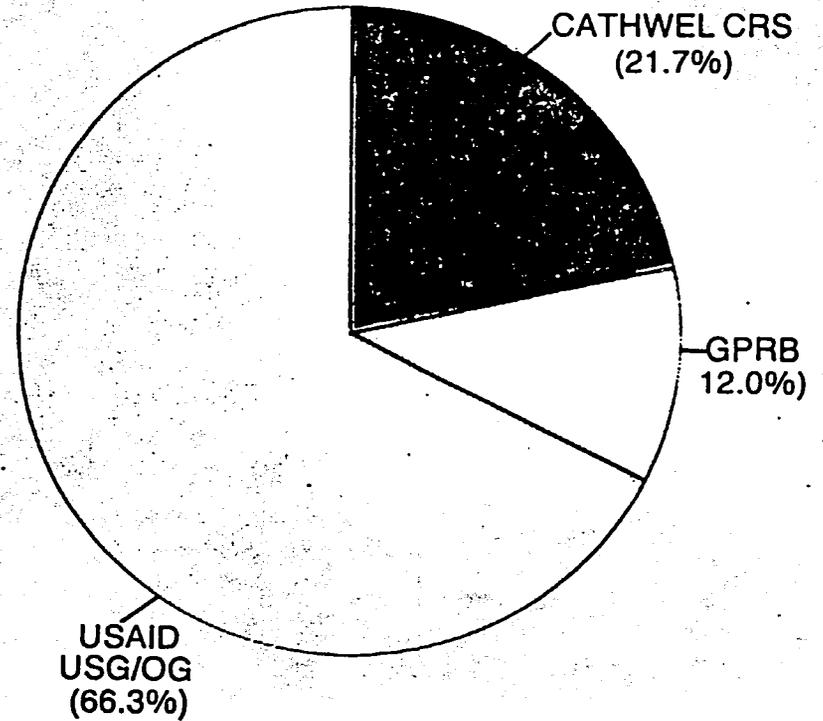


**BENIN DISTRIBUTION COSTS
PERCENTS BY DONOR
POURCENTAGE FOURNI PAR DONATEUR**

**PROGRAMME 1980
1980 PROGRAM LEVELS**



**PROGRAMME 1984
1984 PROGRAM LEVELS**



FRAIS DE DISTRIBUTION

Table 3.6.-2

Benin: 1984 Distribution Costs per Recipient

	<u>Outreach</u>	<u>CRS/GPRB</u>	<u>Total</u>
Storage	2,193,825	1,200,000	3,393,825
Transport	17,856,480	4,464,120	22,320,600
Administration	<u>11,237,625</u>	<u>10,284,750</u>	<u>21,522,375</u>
TOTAL	31,287,930	15,948,870	47,236,800
Annual Cost/Recipient	* 992 CFA	505 CFA	1,497 CFA
Monthly Cost/Recipient	82 CFA	42 CFA	124 CFA

monies stay in the centers for center operation costs a total contribution of 110 CFA would cover the 82 CFA needed to compensate for Outreach while providing the necessary money for the centers.*

Another alternative is reducing costs - in this case through the proposed warehouse contribution. This warehouse would save 1,200,000 CFA, reducing the monthly CFA deficit per recipient from 82 to 79, and the required recipient contribution from 110 to 107.

Reducing the size of the program is also an option, but determining by how much is difficult since there are few strictly variable costs. Transport, as described in Section 3.6.2, operates on a fixed charge per region, so cutting recipients in the south would not save as much as cutting recipients in the north.

* At present the recipient contribution is 50 CFA. The portion remitted to CRS is being held in a reserve pending the termination of Outreach.

Furthermore, the "fixed" costs of storage and administration are somewhat flexible. If entire regions were eliminated, fewer supervisors would be needed. If the cuts were spread throughout all centers, then the same supervisors personnel would still be needed despite a lower level of effort. In the worst case, only a one-region program could operate. With no increase in recipient contributions, CRS, or government involvement, the only food that could be moved would be equal to the capacity of the two Social Affairs trucks. The trucks presently move less than 400 MT a year, are three years old and provide erratic service at best. They are three years old and the Ministry is frequently short of funds for gas.

3.7 Major Outcomes

3.7.1 Relationship with the GPRB

Despite the uncertainty that has plagued this program, hampering planning and making negotiations with the government difficult, the Outreach project has been largely successful. The most important outcome of Outreach has been the development of a well-organized and effective food and nutrition program which has gained the respect and appreciation of the GPRB. Prior to Outreach, the Title II program was very small and concentrated in the regions close to Cotonou.

It was largely operated through missions as a food distribution effort rather than a nutrition program. As a result of Outreach support, the program is now established throughout the country, primarily in government centers, and has played an important role in reinforcing the network of maternal and child health services nationally.

The credibility of the CRS MCH program with the Government is manifested by the increasing cooperation and support which it has received from the Government over the last three years. Recognizing the importance of the program to the

beneficiaries, the Government has agreed to authorize a participant contribution toward operating costs which increased from 25 CFA during the first year of Outreach to 50 CFA in 1983. Government personnel, primarily from the MLSA, staff the nutrition centers and are responsible for the package of services that is integrated with the distribution of commodities. The Government pays port fees, provides half of the central warehousing and approximately 20% of the commodity transport, and has cooperated with CRS in rationalizing stock control and distribution procedures. All decisions on the opening of new centers are cleared through the Government.

3.7.2 Growth and Distribution

As a result of Outreach, the number of recipients in the program tripled. While the recipient level objectives of the project were not met, the actual growth was more realistic than that projected in the Outreach proposal, given the existing infrastructure, the need to introduce an entirely new, relatively complex package of services, and the limited supervisory capability of CRS and the GPRB.

The growth in the program level is related to the increase in centers from 26 to 82, additional inscriptions within centers, and more regular attendance. The growth within centers can be attributed to the improved reliability of commodity deliveries, as well as to the introduction of a standardized educational and nutrition surveillance program which is valued by the mothers.

The Benin program has been largely successful in achieving the global objective of the Outreach Grant Project to reach the poorest and most remote populations and the malnourished. Outreach enabled the program to open more centers in the northern regions of the country. Although statistics on the indicators of need are not available, the northern regions are certainly more remote, have been

relatively under-served, are generally poorer, and have suffered more serious food deficits. However, while the expansion supported by Outreach made it possible to open centers more distant from the major urban areas, the program operates primarily within the network of Social Affairs centers that are located in the towns and major villages and thus do not tend to serve the more rural, and often more disadvantaged populations.

3.7.3 Logistics

Outreach played a key role in improving the reliability of commodity distribution. Prior to Outreach, there were frequent stock ruptures at national and local level. There were even periods of stock surpluses at central level because of inefficient distribution. As a result of Outreach the central warehousing facilities and administrative procedures were improved so that incoming stocks can be received and distributed according to plan. (See Table 3.7.-1) Outreach financing of approximately 80% of the in-land transport enabled CRS to establish a reliable system of commodity movement. Because of the size of the program, CRS was able to negotiate an excellent rate with private trucking firms. Outreach support for end-use checking improved accountability considerably and helped to ensure better inventory control in the centers.

3.7.4 Programmatic Improvement

Outreach also played a role in programmatic improvement. By covering some of the operational costs, other funds were available for pre-service and in-service training of center personnel. More intensive supervision of the centers was made possible by Outreach as the supervisors also do the end-use checking which was financed by Outreach.

The qualitative objective of the project -- disseminating nutritional information and monitoring nutritional gains -- has not been completely realized but

excellent progress was made and good groundwork has been laid in a large proportion of centers. The prognosis for the future quality of the program is good, especially considering the calibre and dedication of the supervisory staff and the coordination with local MLSA directors.

Table 3.7.-1

Benin: MCH Commodity Status Report, 1981-1983

<u>Time Period</u>	<u>Commodities (in kilograms)</u>
Jan - Mar 81	110,164
Apr - Jun 81	96,638
July - Sept 81	147,932
	<hr/>
FY 81	354,734
Oct - Dec 81	425,861
Jan - Mar 82	144,972
Apr - Jun 82	317,424
July - Sept 82	293,957
	<hr/>
FY 82	1,182,214
Oct - Dec 82	410,079
Jan - Mar 83	395,628
Apr - Jun 83	182,196
July - Sept 83	285,728
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FY 83	1,273,631
Oct - Dec 83	438,628

3.7.5 Development of an Infrastructure

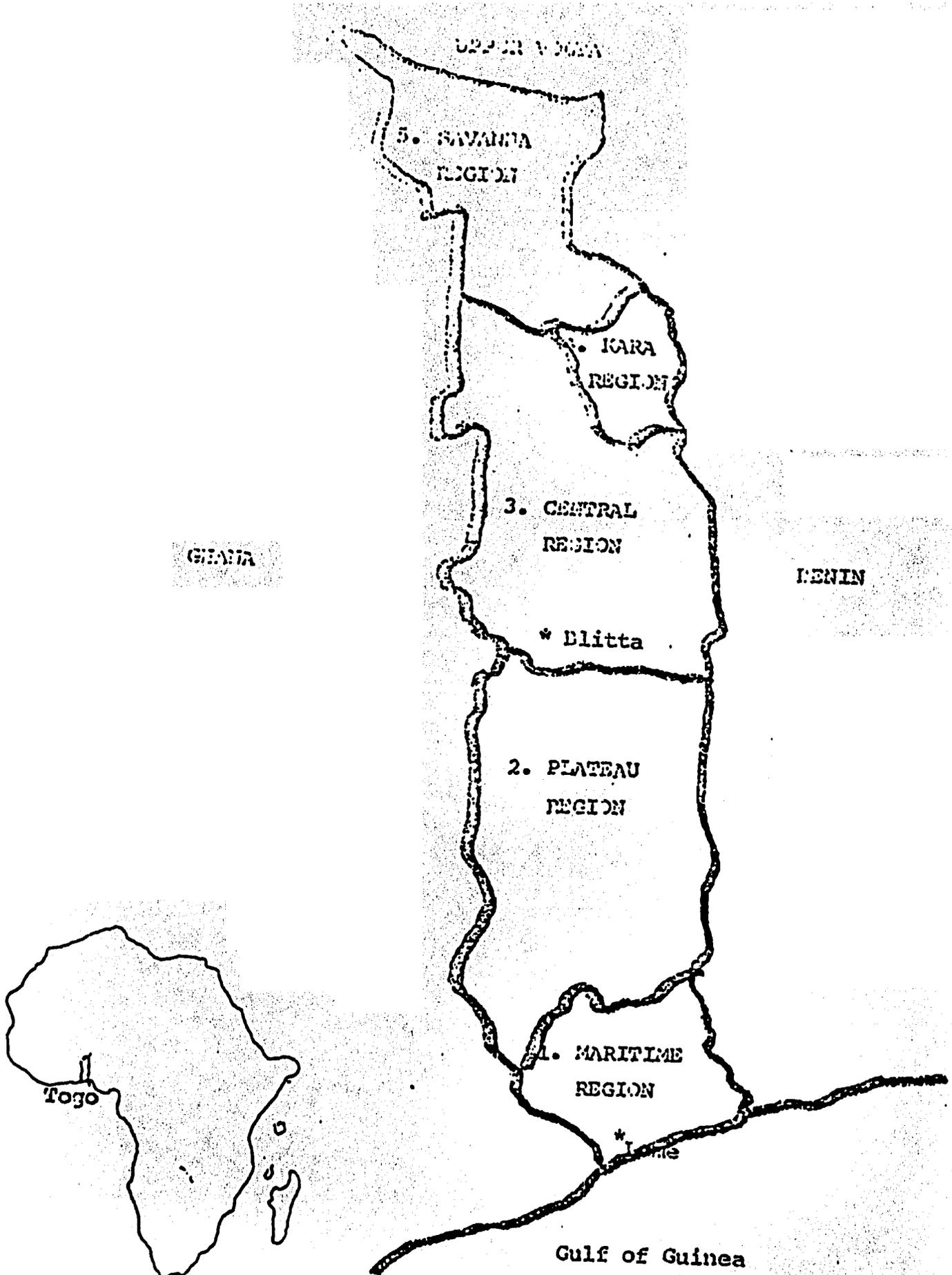
As a result of Outreach, there is now a network of active MCH centers throughout Benin. These centers provide an infrastructure for the introduction of associated development activities. For example, the CRS project for the production of soya as a nutritional supplement has been introduced into a number of the centers. Some centers distribute anti-malaria tablets, most encourage vaccinations, and some have begun small home gardening projects.

The network of centers is also an important infrastructure for the distribution of emergency relief commodities.

3.7.6 Costs

The total value of the Benin program more than tripled since the inception of Outreach, reflecting the growth of the program. Distribution costs also increased as a result of the greater number of recipients as well as the higher transport costs due to the northerly shift. However, there is a potential for the program at current levels be self-financing after Outreach ends if recipient contributions can be raised to 107 CFA.

MAPS OF THE REGIONS OF TOGO



4. TOGO

4.1 Project Background

In the late 1970's the need for nutritional assistance in Togo became increasingly apparent, especially the urgency to expand the existing program into the three northern and most deficit regions of the country which only had 20% of program recipients prior to Outreach. At the same time, escalating operating costs made it more difficult to finance the MCH program and, in particular, to plan to service the more distant and isolated areas in the north. Thus an Outreach Grant was designed to support the establishment of 95 new centers to serve 95,000 recipients in the three northern regions.

The project was initially scheduled to begin in October 1979. However, by early 1980, it became apparent that certain logistical and managerial problems, which stemmed from the limitations of an unworkable and outdated 1958 Country Agreement with the GOT, had to be rectified. Consequently, CRS suspended the Title II activities in mid 1980 until a revised agreement, acceptable to all parties, was agreed to and formally approved in July 1981.

The Outreach Grant was subsequently revised to cover the three year period from October 1, 1980 to September 30, 1983 which was further extended to December 31, 1983. Second year funding and additional amendments to extend the project to September 30, 1984 are now pending final approval and disbursement with AID/W.

4.2 Project Chronology

4.2.1 September 7, 1979: Original Grant agreement signed

Dates effective: October 11, 1979 - September 30, 1982

Approved Grant Budget: Year I \$256,909

Year II 322,472

Year III 529.625

- 4.2.1 September 1979: First year funding released - \$256,909
Dates effective: October 11, 1979 - September 30, 1980
- 4.2.2 August 1980: PL 480 Title II Program suspended in Togo pending renegotiation of country agreement with GOT.
- 4.2.4 September 22, 1980: Grant amendment obligated an additional sum of \$35,930 to Year I funding and extended Year I completion date to Sept. 30, 1981.
- 4.2.5 July 9, 1981: New country agreement signed by CRS and GOT.
- 4.2.6 October 22, 1981: Grant was amended to extend the Year I completion date to Sept. 30, 1983, with no increase in funding. The total cumulative obligation under the Grant remained \$292,839.
- 4.2.7 September 6, 1983: Grant was amended to extend the Year I completion date to December 31, 1983.
- 4.2.8 November 1983: Submission of Year II funding request and proposed amendment:
Total Amount Requested: \$338,068
The proposed amendment would extend the completion date to September 30, 1984 and broaden the scope of the Grant to support the program nationwide.
- 4.2.9 January 1984: Oral approval of Year II funding request and proposed amendments.
- 4.2.10 February 1984: Cutbacks in world wide Outreach funding may necessitate elimination of funds for warehouse construction in Togo.

4.3 Project Objectives

Specific objectives as outlined in the original Grant were:

- (1) to expand the Maternal Child Health Program northward in the
- (2) to enable the establishment of 95 CRS MCH Centers for 95,000 mothers and children in the Savanna, Kara, and Central regions over 3 year period.

4.4 Project Components

The original Grant was to fund the following commodity storage and distribution costs for the three northern regions (Central, Kara, Savanna):

- inland transport
- warehouse rental and reconditioning of commodities
- commodity administration and management

The proposed amendment presently under consideration, would extend Outreach support to cover all five regions and include training seminars for center personnel and the construction of a warehouse/office complex in the port zone.

4.5 Achievement of Objectives

Expansion and redistribution of the program into the three northern regions in Togo has been the main focus during the entire project period. Yet original project target levels of 95,000 mothers and children has not been attained due to major program reorganization during the first year of project funding.

The 1958 agreement between CRS and GOT, under which the program was operating at the time Outreach began, did not clearly delineate supervisory and financial responsibility resulting in serious transport and warehousing bottlenecks in

early 1980. Specifically, the problems stemmed from: (1) the lack of indoor storage space at the port, (2) insufficient central warehousing facilities allocated by the GOT, and (3) totally inadequate port to warehouse transportation. Due to these problems, calls forward for the 2nd, 3rd, and 4th quarters of FY 80 were cancelled and the entire Title II program was suspended in August 1980. Only 2% of Year I Outreach monies had been spent when the program was suspended.

During the next year, CRS concentrated efforts on government negotiations, logistical problem research, and planning a reorganization of the nutrition program. Finally, in July 1981, CRS signed a new Country Agreement with the GOT which provided a more feasible system of operating the Title II program.

Program operations began again in late 1981. Effectively, a new program was launched at that time which entailed opening centers throughout the country. Although the original Outreach project purpose was maintained by using Outreach resources to open and support centers in the three northern regions, recipient target levels for those regions were revised internally, by CRS to reflect a more realistic expansion plan. Revised objectives (which were never formally amended in the Outreach Grant) were the following:

- (1) to increase by 30 the number of new centers opened in the northern regions in each year of the Grant;
- (2) to overcome the chronic back-up problems experienced in the movement of PL 480 Title II commodities.

Over the next two years, 66 MCH centers were opened through the country, increasing the proportion of centers in the northern regions to 55% compared with 15.3% prior to Outreach funding.

Table 4.5.-1

Togo: New MCH Centers, 1982 - 1983

Month	South		North	
	No. Centers	Recipients	No. Centers	Recipients
January 1982	10	10,400	14	16,000
February 1982	6	6,400	1	1,000
March 1982	0	-	2	2,000
August 1982	3	3,000	7	7,000
September 1982	2	2,000	0	-
February 1983	5	5,000	0	-
March 1983	1	1,000	7	6,800
August 1983	3	3,000	5	5,200
TOTAL	30	30,800	36	38,200

Recipient levels nationwide never reached the targets or approved AER levels due to the slower than projected opening of new centers because of the long process of center selection, the insufficient number of Social Affairs agents, and inadequate local storage facilities. Individual centers have also had difficulty filling recipient quotas due to inadequate center staff. However, it is anticipated that the recipient level will reach 72,000 - 74,000 by the end of FY 84, with the opening of another 10 - 12 centers, and that it will reach 93,000 by FY 85, with an additional 16 - 20 centers opening in that year.

Table 4.5.-2

Togo: MCH Recipient Levels and Approved AERs, 1981-1983

<u>Time Period</u>	<u>AER Approved MCH Levels</u>	<u>MCH Recipients</u>	<u>% of AER</u>
FY 81			
Oct - Dec 80		- 0 -	
Jan - Mar 81		- 0 -	
Apr - Jun 81		- 0 -	
July - Sept 81		- 0 -	
FY 82			
	65,000		
Oct - Dec 81		- 0 -	0.0%
Jan - Mar 82		37,706	58.0%
Apr - Jun 82		?	?
July - Sept 8		30,681	47.0%
FY 83			
	72,500		
Oct - Dec 82		37,449	52.0%
Jan - Mar 83		27,837	38.4%
Apr - Jun 83		41,632	54.4%
July - Sept 83		47,900	66.0%
FY 84			
	93,000		
Oct - Dec 83		56,568	61.0%

4.6 Financial Analysis

4.6.1 Distribution of Program

(a) Recipients

In 1980 CRS operated the MCH program in 67 centers, serving 86,210 mothers and children. The bulk of these recipients (53.6%) lived in the Maritime region, with 16% of those residing within 20 kilometers of Lomé. By contrast, only one out of 40 recipients lived in the far northern region of Savanna. Since the major variable cost is transport, the 1980 program was relatively inexpensive.

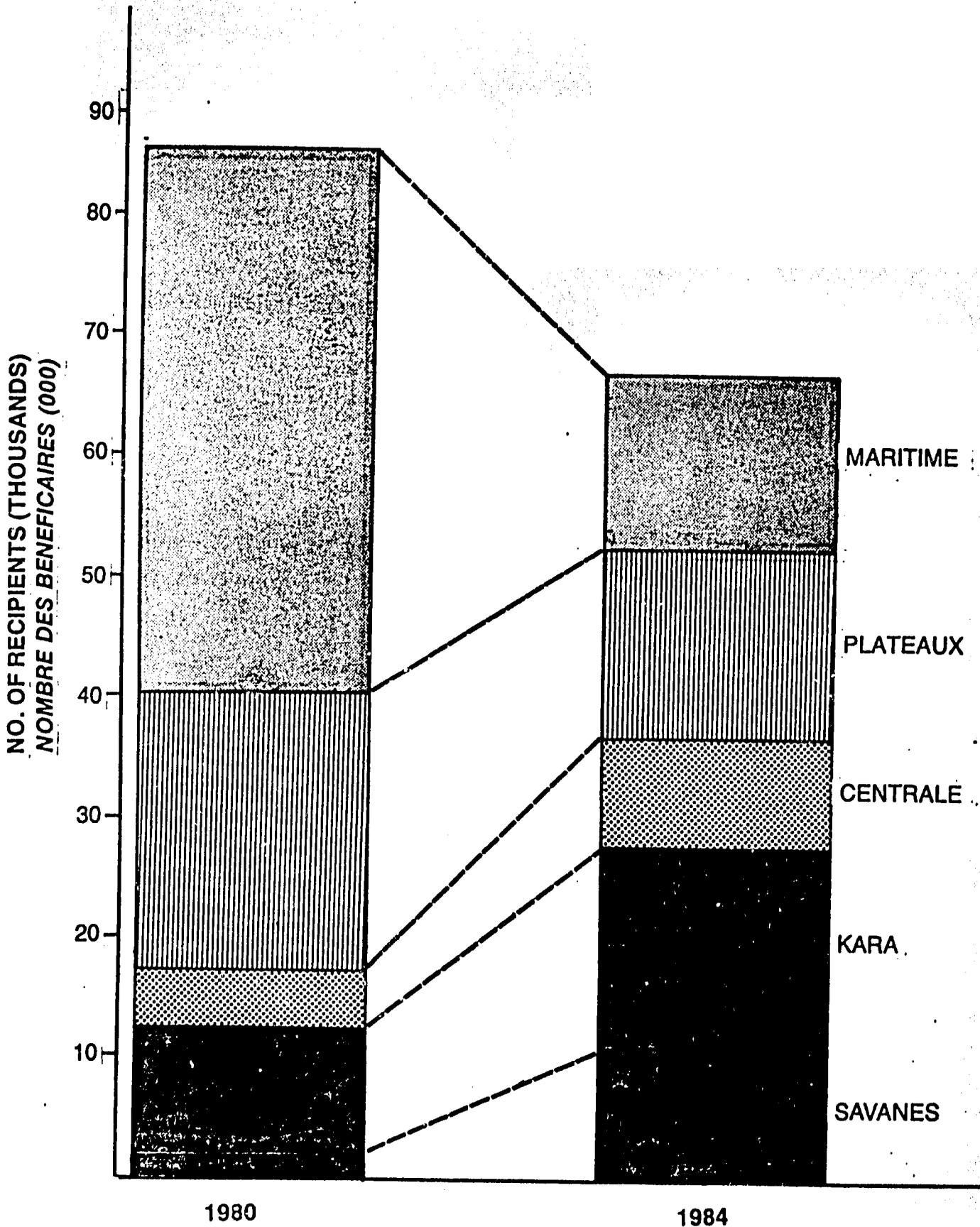
By 1984 the program had changed considerably. While the number of centers stayed nearly the same (66), the overall recipient level had decreased to 68,000. (See Chart 4.6.-1) However, costs rose significantly because the program shifted to higher participation in the north -- both in real terms and percentages. (See Chart 4.6.-2 and Table A2.-2) Less than a quarter of the 1984 recipients live in the Maritime while one out of six live in the Savanna. Although the northern regions are proportionately over-represented at the cost of the Maritime region, such an orientation mirrors the objective of the Outreach Grant.

(b) Centroid*

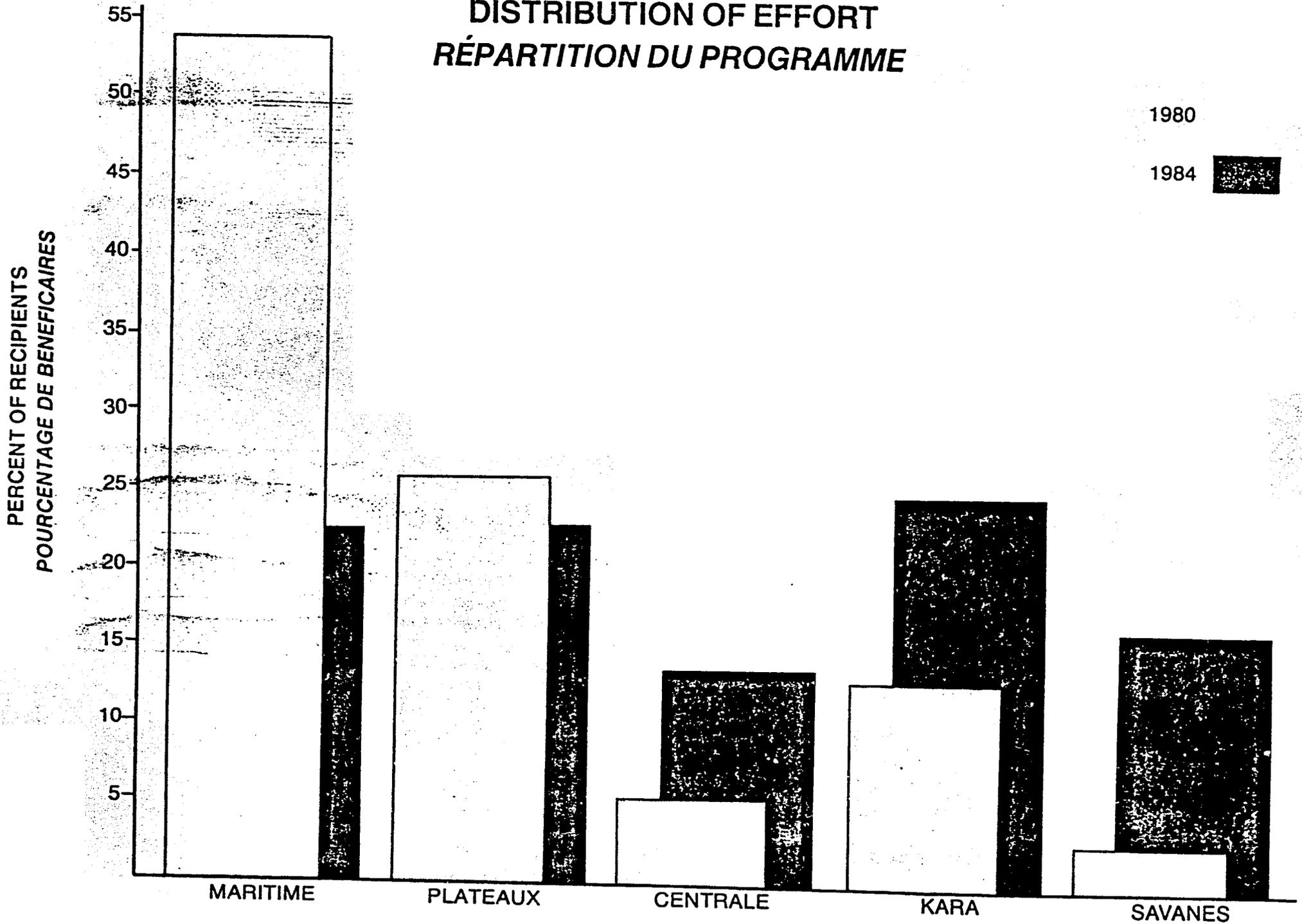
Calculating the centroid provides another way to visualize the program's geographic shift. The centroid represents the point where all distribution centers are concentrated, weighted by the recipient levels of each center. Since we know the distance to each center, the authorized recipient level and the standardized ration, we calculated the centroid for an MCH program operating at full capacity. In 1980 the centroid was 164.8 kilometers from the Lomé warehouse. (See Chart 4.6.-3) By 1984 it had moved north to 318.8 kilometers. This increase of 153.8 kilometers, or 93.4%, dramatizes the geographic difference before and after Outreach assisted with transport costs.

* See Appendix 2 for an explanation of the centroid concept.

TOGO OUTREACH RECIPIENT LEVELS *EFFECTIF DES BENEFICAIRES*



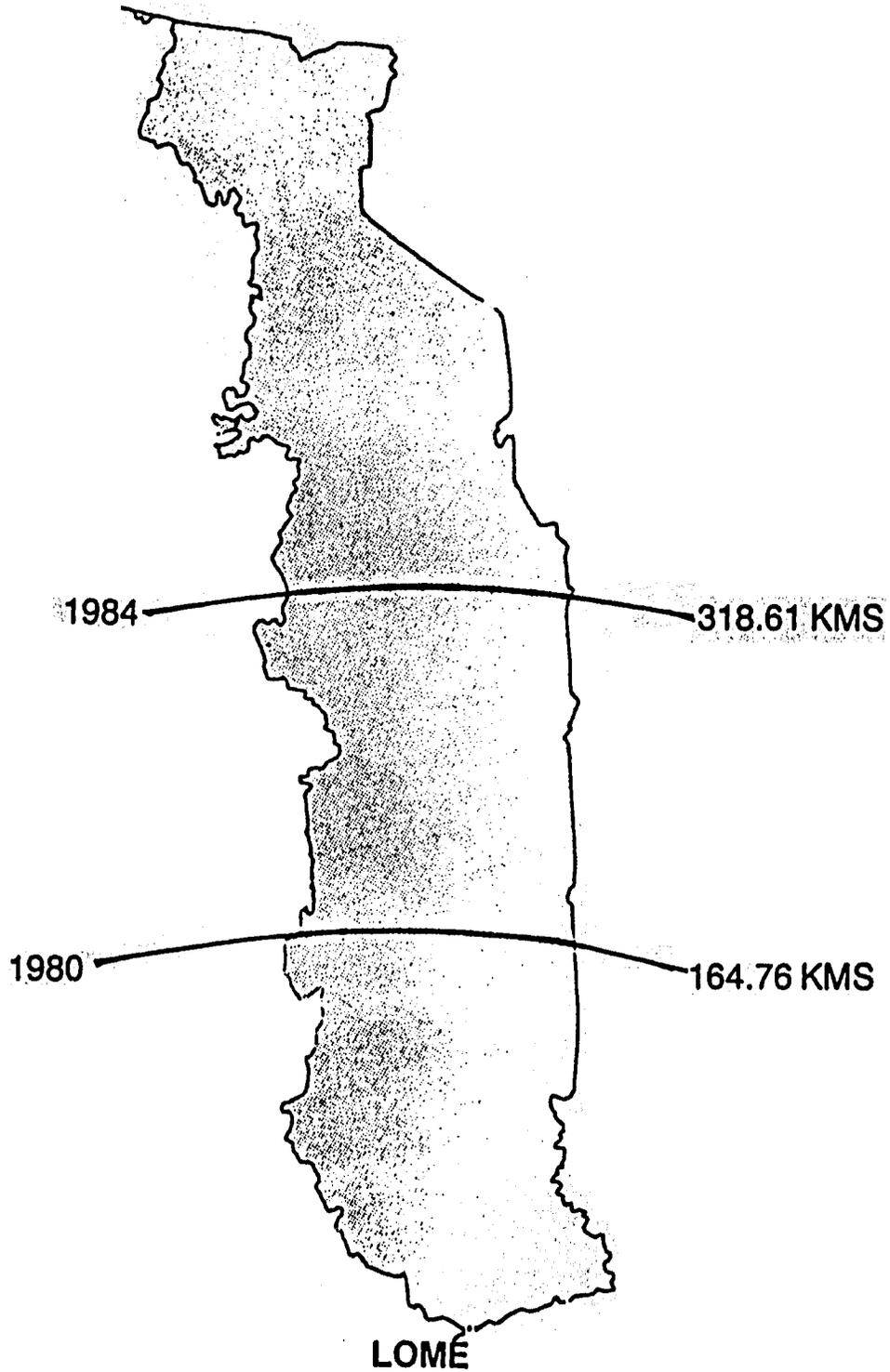
TOGO OUTREACH
DISTRIBUTION OF EFFORT
RÉPARTITION DU PROGRAMME



1980

1984

TOGO OUTREACH CENTROID DISTANCES



4.6.2 Costs of the Program in 1980 and 1984

(a) Total program value

Table 4.6.-1 shows the total value of the program in 1980 and 1984 based on all inputs, both in-kind and actual, including the commodities and the ocean transport. Chart 4.6.-4 indicates the relative contributions of each of the donors to the total value.

(b) Distribution Costs

Before Outreach, the GOT supported the programmatic costs of port fees, central warehousing, and agents' salaries. CRS, through project monies, covered one-half of the inland transport and all warehouse maintenance costs. CRS also provided all of the central administrative expenses related to the MCH program. Recipient contributions picked up the remaining half of inland transport, all auxiliaries' salaries, and the administrative costs at the distribution centers.

In 1984 the overall transport costs for the program will be 30.5% higher than in 1980, despite a 21.1% reduction in the recipient level. Current per ton transport cost averages six times greater for the Savanna than the Maritime; therefore the shift to the north resulted in increased costs. Chart 4.6.-5 shows the breakdown by region and year for the transport costs of a fully operational program in 1980 and 1984 (in constant CFA).

By 1984, several financial responsibilities have shifted. The GOT no longer provides warehousing -- Outreach, recipient contributions and increased CRS support make up the difference. The GOT does continue to be responsible for the payment of port fees. However, due to delays in these payments, CRS has had to advance money from the operating reserve. Inland transport costs, formerly covered by CRS project monies and recipient contributions, are entirely covered

Table 4.6.-1

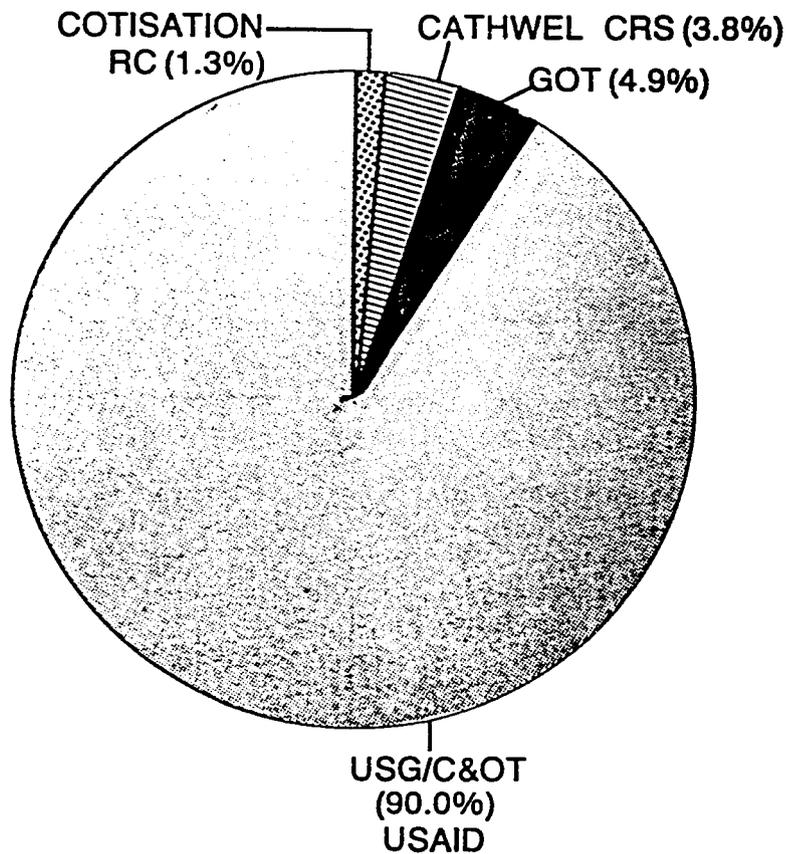
Togo: Pro Forma Program Comparisons, 1980 and 1984

	<u>1980 Program Levels</u>		<u>1984 Program Levels</u>	
<u>I. PROGRAM STATISTICS</u>				
A. Recipients	86 210	Mothers & Children	68 000	Mothers & Children
B. Centers	67		66	
C. Tonnage	5 172.6	MT	4 080	MT
<u>II. IN-KIND CONTRIBUTIONS*</u>				
A. Commodity Value	1 037 164 800	USG	817 958 400	USG
B. Ocean Transport	255 130 800	USG	177 561 600	USG
C. Port Costs	31 656 312	GOT	24 969 600	GOT
D. Local Storage	1 608 000	GOT	1 584 000	GOT
E. Local Administration	31 490 000		31 020 000	
	<u>23 450 000</u>	GOT	<u>23 100 000</u>	GOTR
	8 040 000	RC	7 920 000	RC
<u>III. DISTRIBUTION COSTS*</u>				
A. Inland Transport	21 170 187		27 339 238	USG/OG
	<u>10 585 093</u>	RC		
	10 585 094	CRS		
B. Central Warehousing	15 342 500		15 342 500	
	<u>13 195 500</u>	GOT	<u>11 827 500</u>	USG/OG
	2 147 000	CRS	2 546 000	CRS
			969 000	RC
C. Central Administration	41 649 900	CRS	41 649 000	
			<u>17 058 960</u>	USG/OG
			15 336 420	RC
			9 254 520	CRS

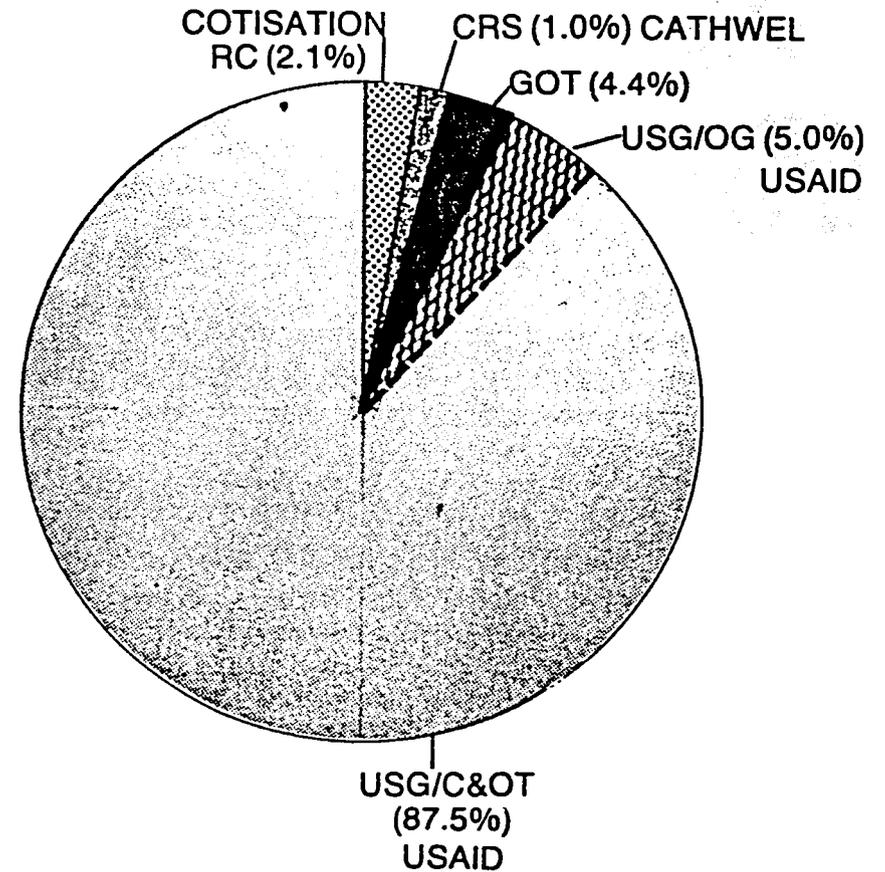
* In CFA; 1980 prices adjusted to 1984)

**VALUE OF TOGO MCH PROGRAM
PERCENT BY DONOR
POURCENTAGE FOURNI PAR DONATEUR**

**1980 PROGRAM LEVEL
PROGRAMME 1980**

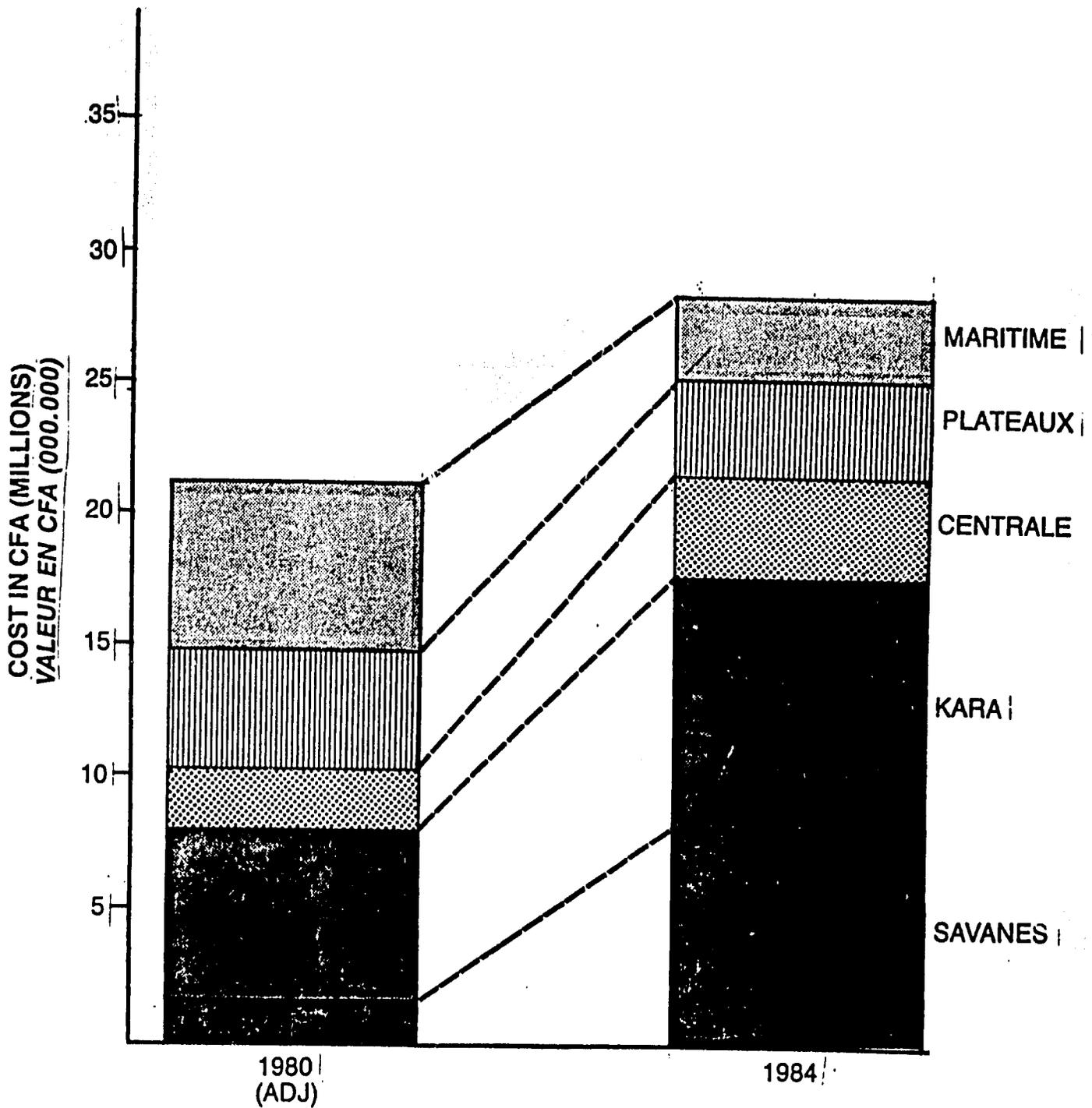


**1984 PROGRAM LEVEL
PROGRAMME 1984**



VALEUR DE PROGRAMME PRE-SCOLAIRE

TOGO OUTREACH INLAND TRANSPORT COSTS FRAIS DES TRANSPORT À L'INTÉRIEUR



by CRS Outreach.* Outreach has also assumed 60% of the central administrative costs (those covering the three northern regions) while CRS and recipient contributions cover the other 40%. (See Chart 4.6.-6) In all, Outreach has an anticipated value exceeding 56 million CFA in 1984.

4.6.3 Options After Outreach for a Self-financing Program

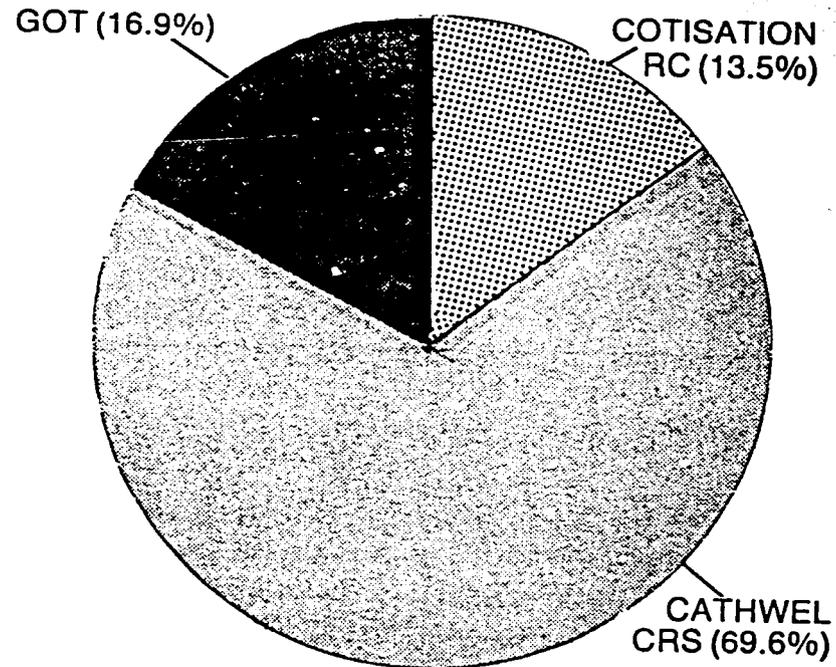
If Outreach ended and program costs remained the same, approximately 56 million CFA would have to be raised to cover the difference. Therefore, if the program were to be self-financing at the same level, i.e. 68,000 recipients with the current geographic distribution, an additional 69 CFA per recipient per month would have to be devoted toward distribution costs.

The MCH program currently receives a recipient contribution of 100 CFA, of which 80 CFA goes to CRS and 20 CFA stay in the center. From Table 4.6.-2, it can be seen that currently 20 CFA of the 80 CFA remitted to CRS are being used toward financing distribution costs. (The remaining 60 CFA go into the operating reserve.) If the program were to be totally self-financing then the recipient contribution would have to be raised to 150 CFA. Thus 30 CFA (20% of the contribution) would stay at the center and 120 would be remitted to CRS. The 120 would cover the 20 CFA currently being used toward distribution costs, the 69 CFA needed to compensate for Outreach, the 14 CFA to fill in for CRS project monies, and would leave 27 CFA for the operating reserve. The recipient contribution toward the operating reserve would then be 22.5% of the remittance (27/120) which is close to CRS' target of 25%.

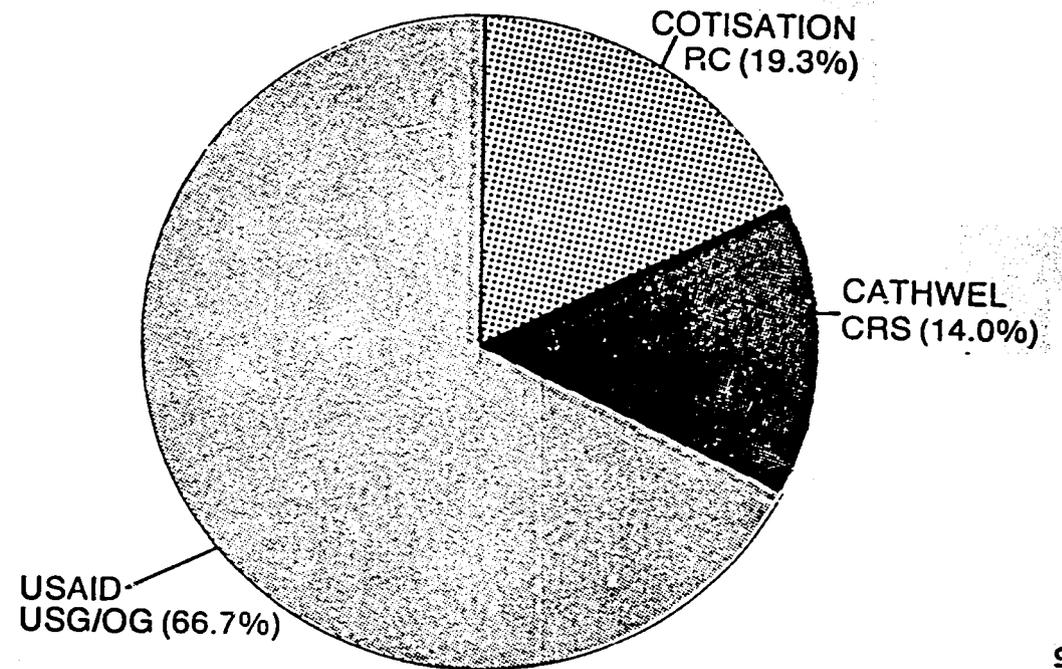
* In actuality, until Outreach amendments are approved in AID/W, Outreach only authorizes transport costs in the northern regions (60%)

TOGO DISTRIBUTION COSTS PERCENT BY DONOR POURCENTAGE FOURNI PAR DONATEUR

PROGRAMME 1980
1980 PROGRAM LEVEL



PROGRAMME 1984
1984 PROGRAM LEVEL



FRAIS DE DISTRIBUTION

Table 4.6.-2

Togo: 1984 Distribution Costs per Recipient

	<u>Outreach</u>	<u>CRS</u>	<u>Recipient Contributions</u>	<u>Total</u>
Storage	11,827,500	2,546,000	969,000	15,342,500
Transport	27,339,238	---	---	27,339,238
Administration	<u>17,058,960</u>	<u>9,254,520</u>	<u>15,336,520</u>	<u>41,649,900</u>
TOTAL	56,225,698	11,800,520	16,305,420	84,331,638
Annual Cost/Recipient	827 CFA	173 CFA	240 CFA	1,240 CFA
Monthly Cost/Recipient	69 CFA	14 CFA	20 CFA	103 CFA

If the CRS monies continued to be available, then the recipient contribution would only need to be 130 CFA. This would generate 26 CFA for the centers and 104 CFA to cover operating costs. Of this 104 CFA, 69 CFA would cover the Outreach contribution, 20 CFA would maintain the current recipient contribution, and 25 CFA would go to the operating reserve.

Without an increase in contributions, the program would have to be curtailed but not necessarily terminated. At present, 60 CFA of the 80 CFA remitted to CRS go into the operating reserve. If this were to be reduced to 20 CFA (or 25% of the remittance) the remaining 40 CFA could be used toward operating costs. While this is substantial, it would only cover about 60% of the Outreach contribution, with nothing to fill in for CRS project monies. Consequently, operating costs would have to be reduced. Since serving people in the north costs more per recipient than serving people in the south, it is safe to assume that a greater proportion of recipients in the north would have to be eliminated. The program might then revert to the geographic distribution which existed before Outreach.

4.7 Major Outcomes

4.7.1 Growth and Distribution

Outreach essentially began with the start-up of a new program. Therefore, Outreach monies were used as a catalyst for the development of a new, more equitably distributed program, rather than to expand an existing program, as planned when Outreach was approved. At present, approximately 57% of the recipients are in the three northern regions while less than 15% of the recipients were in the north prior to Outreach.

The Togo program was successful under Outreach in achieving its objective of re-distribution and in reaching the global objective of the Project to expand to the "poorest and most remote regions". However, program expansion is constrained by the location of Social Affairs centers that are primarily located in the towns and major villages and are generally less accessible to the more rural and, in some areas, neediest populations. Moreover, while the national nutrition survey of the late 1970's found the most serious malnutrition in the northern regions, it has recently become apparent that malnutrition is quite prevalent in the southern regions as well. Thus, it is planned that a proportion of the centers to be opened over the next few years, will be in the south.

Original Outreach recipient target levels were unrealistic in view of the existing situation at the time of inception, particularly considering the logistic problems and the inability of the GOT to fulfill its commitment for warehousing and inland transport. Revised recipient targets, based on the re-organization of the program, were more realistic but not fully reached due to the lack of sufficient GOT personnel and local storage facilities. At present there are 68,000 recipients -- mothers and children. Approximately 5.6% of the population under five years old is being reached.

4.7.2 Logistics

Under Outreach, CRS/Togo was able to solve the critical warehousing issue by leasing two warehouses in Lome with a total capacity of 1,800 MT. Warehouse leasing has eliminated bottlenecks at the port which occurred previously because there was inadequate storage at the central warehouse.

The construction of a warehouse in the port zone under Year II funding of Outreach would have reduced recurrent costs. Commodities could have been transported directly from the vessel to the warehouse, eliminating indirect costs to the central warehouse for the Government of Togo. Although the present decision not to build a warehouse will not hamper the efficiency of the present logistical system, costs will continue to escalate and may affect the feasibility of financial self-sufficiency of the program in the long term.

Commodity management and accountability have been greatly improved under Outreach with the hiring of additional supervisory and administrative staff and with the leasing of centralized warehouse space.

A revised transport system has overcome previous difficulties in the handling and delivery of Title II commodities from the port to recipients. After examining various options, CRS/Togo began leasing trucks instead of purchasing a truck as originally proposed in the Outreach grant. With government controlled transport costs, the delivery of commodities by trucks is a relatively inexpensive and reliable alternative. Table 4.7.1 shows the regularity of food deliveries attained on a quarterly basis over the project period.

4.7.3 Programmatic Improvement

Under Outreach, two vehicles were purchased for supervisory visits to MCH centers. There is presently a full team of five Food and Nutrition Supervisors

with one supervisor for each region. Every center is visited monthly to monitor program implementation and to provide on-site training of center personnel. Four seminars, sponsored by CRS, were held in 1983 to introduce new center personnel to the program. A portion of Outreach monies earmarked for Year II funding will cover in-service training seminars, if the amendment is approved.

4.7.4 Relationship with the GOT

Cooperation between CRS and the GOT has been strengthened as a result of Outreach. Outreach supports logistical program costs that the GOT had not been able to finance, resulting in a more realistic commitment from the GOT. The redistribution of the program in the northern part of the country is supportive of GOT objectives. All of the centers are GOT centers, thus the program is completely integrated with a governmental network of community-based services. There is shared responsibility for site determination, administration and supervision of centers, and active CRS support of government initiated development activities.

The GOT has further showed a strong commitment to the program by financing all port fees and indirect transport costs from the port to the central warehouse. These costs would have been significantly reduced if the planned warehouse were to be built in the port area, but as warehouse construction may no longer be a possibility under Outreach, they will still have to be borne by the GOT. As indirect transport costs escalate, the Government may have increasing difficulty in meeting its obligations which could threaten the financial stability of the program.

Table 4.7.-1

Togo: MCH Commodity Status Report, 1981 - 1983

<u>Time Period</u>	<u>Commodities (in Kilograms)</u>
Oct - Dec 80	- 0 -
Jan - Mar 81	- 0 -
Apr - Jun 81	- 0 -
July - Sept 81	- 0 -
FY 81	- 0 -
Oct - Dec 81	234,051
Jan - Mar 82	560,270
Apr - Jun 82	368,849
July - Sept 82	671,443
FY 82	1,834,613
Oct - Dec 82	353,677
Jan - Mar 83	562,113
Apr - Jun 83	622,004
July - Sept 83	735,069
FY 83	2,272,863
Oct - Dec 83	968,708

4.7.5 Relationship with USAID

There has been preliminary collaboration on coordinating the MCH program and the AID-funded Rural Water and Sanitation Project. As the responsibility of Social Affairs Agents in the project area is divided between CRS and AID-supported program activities, continued coordination is essential for the effective implementation of both programs and to avoid duplication or possible conflict for the available cadre of Social Affairs Agents. The introduction of Oral Rehydration Therapy training is another important area for future collaboration.

4.7.6 Costs

The average cost per recipient in the Togo program has increased significantly under Outreach due to the dramatic redistribution of the program. Nonetheless, the program could be self-financing after Outreach ends if the recipient contributions were raised to the level currently under negotiation between the CRS and the GOT. (100 CFA to 150 CFA)

5. GENERIC ISSUES

5.1 Phase-over: Options after Outreach

Outreach is only a temporary funding mechanism for Title II programs. Therefore, plans have to be made for transferring the burden of financing after an Outreach Grant ends. Clearly, one of the options is to reduce variable program costs, however, that is likely to affect most seriously recipients in remote areas that are more expensive to serve. The goal of phase-over is to maintain the program levels and distribution achieved under Outreach and to develop a self-sustaining mechanism for continuing the program. Each of the options has drawbacks. However, recipient contributions, if viable at the level necessary to finance distribution costs, have the most potential as a long-term solution.

5.1.1 Recipient Contribution

It is already accepted in Togo and Benin that recipient contributions will finance a substantial share of the operating costs. These contributions are an indication of the value to the participants of the program and the commodities. Nonetheless, there is a question in both countries as to whether the fees can be raised adequately to completely compensate for Outreach. There is a possibility that recipient contributions at present or higher levels, exclude or will eliminate the poorest beneficiaries. In fact, it is ironic that the Outreach Grant, by enabling the programs to expand to more needy areas, increased average operating costs which necessitated higher recipient fees that ultimately may become a barrier to participation among the most needy.

In some areas the ration has a very high value, and the mothers can pay the contribution. However, there is always a risk that the very poorest will have to sell at least part of the ration. In others in which the local substitutes for the ration have little or no monetary value, or where families are primarily outside of the money economy, the fee may be prohibitive.

It would be useful to study the effect of an increase in the contributions by having center staff follow up on participants who drop out, if there are any, and attempt to estimate the number of families in the community who are not inscribed for financial reasons. Perhaps these families could be invited to participate in center initiated micro-projects so they could earn enough to join the nutrition program.

5.1.2 Government Contributions

Prior to Outreach the GPRB in-kind and monetary contributions covered 70% of all in-country costs in Benin. In 1984, the proportionate contribution dropped to about 43%, although the absolute value of the contribution increased by about one-third. In Togo, the total contribution of the GOT to in-country costs was about 48% before Outreach and about 34% after Outreach. While Outreach replaced some of the distribution costs in both countries, these were costs the governments could no longer sustain.

At present, government contributions in both Togo and Benin are significant and are essential to the continuation of both the programs. Moreover, they are important indicators of the commitment of the government to the Title II program. However, in neither case will the government be able to increase their participation. In fact, their financial contributions at present levels could be in jeopardy over the long-term in view of the serious economic problems in both countries.

5.1.3 Associated Development Activities

Although micro-projects are a high priority of the GOT, and are considered by the GOT to have potential for supporting some operating costs, very few have actually been started and those are in a nascent stage. The soya project in Benin is fairly well developed although it has only been introduced in a small proportion of the nutrition centers.

The primary objectives of the associated development activities are to encourage communities to contribute toward self-sufficiency in food by improving agricultural practices, to produce food that has an important nutritional value, and to initiate income generating activities. It is hoped that these activities will increase the food supply and economic level of the community. The ultimate goal is to obviate the need for food aid. Over the near term any profits that result will be returned to participating families or reinvested into these or other community development activities. It is unlikely, that they will be able to contribute to Title II operations.

5.1.4 Monetization

Partial monetization is a potential source for providing complementary inputs to Title II regular feeding programs. This option should be investigated more fully as a possible supplement to or replacement for Outreach support for programs that cannot be self-financing. Nonetheless, from the point of view of Togo and Benin, there are certain issues that need to be considered.

It has taken a long time to convince these countries that the commodities are not to be sold. It has also taken a major effort to instill the concept that Title II will ultimately have to be self-financing and that the governments and the beneficiaries must take on that responsibility. In a year in which the prices of commodities were very high, a commitment to monetization could necessitate a reduction in the regular program. The management burden of monetization may be more than USAID and/or CRS could handle and the accountability could be difficult to control. Finally, monetization is only a temporary measure that would also have to be "phased-over" over the long term.

5.1.5 Outreach

It is hoped that the Outreach Grant mechanism will not have to be used for financing routine operating costs after the present Grants end. Succeeding Outreach Grants should only be used, if necessary, to facilitate subsequent phase-over, or discrete activities that would enhance the program but not increase recurrent costs. Future Outreach Grant requests for either Togo or Benin might be considered for cost-effective capital investments that would reduce operating expenditures, such as a new central warehouse for Togo or partial financing of local warehousing in either country.

Outreach, or another funding mechanism, such as Operational Program Grants, might be appropriate for "enrichment" activities. These might include, for example: training in nutrition, micro-projects, or oral rehydration therapy; the development of educational materials; or casefinding of non-participating needy families within the catchment areas of existing centers. Alternatively, block grants to CRS, and other implementing agencies, could be an effective mechanism for the development of generic "enrichment" activities, such as nutrition education improvement or associated development activities.

5.2 Coordination between CRS, USAID and AID/W

The relationship between CRS in Togo and Benin and USAID is mutually supportive. Outreach Grant objectives defined by CRS in both countries were agreed upon by USAID and USAID has strongly supported the Grant amendment requests to AID/W. CRS has collaborated with USAID on the wells project in Togo by trying to coordinate the location of centers with the villages in which the wells are being introduced and by participating in USAID-sponsored training programs.

The primary problems have occurred because of communications difficulties between AID/W and the field. There have been unavoidable delays on decisions for both programs. Second year funding of the Outreach Grant in Benin was held up because of uncertainty in the future of the entire program.

These problems are inevitable as long as Outreach continues to be administered entirely by AID/W. Communications are slow, especially as they must all pass through CRS/NY. There are bound to be misunderstandings and missing links in the documentation that cause further delays. Moreover, AID/W is understaffed which has inhibited the timely processing of Outreach Grant proposals, amendments and disbursements.

Consideration should be given to having Outreach Grants administered by USAID.* Thus the ceilings and individual proposals would be approved in Washington but the grant would be monitored in the field and annual disbursements made by USAID. Implementation of the grant would be more efficient because more timely and responsive decisions could be made. It would simplify reporting and improve the coordination between USAID and the cooperating sponsor.

A further issue is that there is not enough dialogue between AID/W and USAID on ABS planning levels. This limits the coordination between USAID and CRS in Togo and Benin on program planning although AID/W has been urging USAIDs to work more closely with volags in the field.

An overriding problem that affects the planning and implementation of all Outreach Grants is the uncertainty of commodity levels. As long as Title II is

* CRS believes that this responsibility should remain with AID/W.

on an annual cycle, planning for a related multi-year. Outreach Grant will be problematic. If Outreach is synchronized with the AER, as planned, it will simplify annual planning. However, approval of the AER is often delayed beyond the beginning of the calendar year. Moreover, with the introduction of basing the AER on a dollar amount instead of commodity levels, Title II and Outreach programming in the field have become considerably more uncertain. Unanticipated changes in commodity levels could have an extremely deleterious effect on the credibility of these field programs.

Appendix 1

LIST OF INTERVIEWS

January 1 - 31, 1984

AID/W

Nancy McKay, Program Analyst, Program Operation Staff, PPE/FVA

Hope Sukin, Nutrition Advisor, Program Operations and Evaluation Staff, PPE/FVA

Martin Hewitt, Consultant, FFP/FVA

Ronald Ullrich, Branch Chief, Near East/Africa, Title II, FFP/FVA

Louis Stamberg, Deputy Director, PPE/FVA

Lowell Lynch, Chief, Policy Analysis Division, FFP/FVA

Catherine Gordon, Program Officer, Africa, Title II, FFP/FVA

CRS/NY

Kenneth Hackett, Senior Director for Africa

Ann Duggan, Projects Coordinator, Africa Region

John Donnelly, Deputy Director, Grants Administration

Grace Hauck, Contracts Officer, Grants Administration

February 6 - March 2, 1984

USAID/Togo and Benin

Paul Guild, Program Officer

Myron Golden, Mission Director

U.S. Department of State/Benin

George Moose, Ambassador

U.S. Department of State/Togo

Howard Walker, Ambassador

CRS/Togo

Jack Connolly, Director

Paulene Wilson, Program Assistant

Government of Togo

Mme Cheffi MEATCHI, Secretary of State for Social and Women's Affairs

Kokou ABOLO-SEWOVI, Director of the Cabinet, MSA

Do'Koffi DOGBEAVOU, National Delegate, MSA

Yao KETOGLLO, Regional Director of Social Affairs, Plateau Region

Todjalla M'BAO, Regional Director of Social Affairs, Central Region

Tchalo KOTA-MAMAH, Deputy Prefect, Dapaong

Bioua Soumi PENNARECH, Prefect, Tchaoudio

M. AYASOU, Prefect, Tchamba

Atakpame Social Center

Gadjagan School

Pya Social Center

Kande Social Center

Biankouri Mission

Bougou Social Center

Tchamba Social Center

Kambole Social Center

Wassarabo Social Center

CRS/Benin

William McLaurin, Director

Theodore Rectenwald, Program Assistant

Hyacinthe DEGLA, Food and Nutrition Supervisor

Government of Benin

George TIMANTY, Director, American Section, Ministry of Foreign Affairs & Cooperation

Theophile AHOYO, Director General MFA

Veronique AHOYO, Directrice, Ministry of Labor and Social Affairs

Virgile COURLAN, Director of Financial Affairs & Administration, MLSA

Leandre LOKO, Deputy Director General, MLSA

Eugene OUOBA, Director of Planning, MLSA

Francois SAMPANGOU, Chief, Office of Coordination of Aid, MLSA

Celine AKELE, Chief, Office of Social Assistance, MLSA

Bertin DANVIDE, Chief, Social Affairs Services, Atacora

Seidou ADAMOU, Provincial Director, MLSA, Atacora

Quenum SABBAS, Secretary General, Atacora Province

Toucountouna Social Center

Natitingou Social Center

Djougou Social Center

Djougou Mission

Appendix 2

FINANCIAL ANALYSIS METHODOLOGY

The quantitative analysis relies on several calculations comparing program levels in 1980 (before Outreach) and in 1984 (current year, with Outreach). These comparisons show the changes in recipient levels and geographic redistribution of the program, and the concurrent cost increases from serving more people and/or costlier regions. The analysis also looks at the costs of the current programs with and without Outreach in order to develop options for the programs after Outreach ends.

Given the nature of the available data, certain assumptions had to be made to carry out the analysis. In reviewing Sections 3.6 and 4.6 -- the financial analysis of the Benin and Togo programs -- it is important to note the following methodology caveats:

(a) Comparative costs before and with Outreach

Pro-forma program comparisons were devised based on the best available information. The "1984 program levels" use 1984 authorized levels, projected prices, and an exchange rate of 400 CFA to the dollar. The "1980 program levels" use the 1980 recipient levels, adjusted to 1984 prices. Therefore, we can compare what it would cost to operate a program of 1980 levels at 1984 prices with what it costs to run the 1984 program. The differences that appear are due to (1) Outreach or (2) the redistribution of program costs between the program's sponsors (USG, CRS, host governments, and recipient contributions). Consequently, we see that without Outreach, the program was significantly different. These differences are reflected in the different number and geographic distribution of the recipients. (See Tables A2.-1 and A2.-2)

Table A2.-1

Benin: Proportion of Population Compared to Participation in MCH Program in 1980 and 1984, by Region

<u>Region</u>	<u>% Pop</u>	<u>% MCH '80</u>	<u>diff.from Pop</u>	<u>% MCH '84</u>	<u>diff.from Pop</u>
Oueme	20.3	13.7	- 6.6	17.9	- 2.4
Atlantique	22.2	12.8	- 9.4	10.4	-11.8
Mono	15.5	24.3	+ 8.8	16.2	+ 0.7
Zou	18.5	35.2	+16.7	31.4	+12.9
Borgou	8.0	6.0	- 2.0	9.7	+ 1.7
Atacora	<u>15.5</u>	<u>8.0</u>	- 7.5	<u>14.4</u>	- 1.1
TOTAL	100.0	100.0		100.0	

Table A2.-2

Togo: Proportion of the Population Compared to Participation in MCH Program in 1980 and 1984, by Region

<u>Region</u>	<u>% Pop</u>	<u>% MCH '80</u>	<u>diff.from Pop</u>	<u>% MCH '84</u>	<u>diff.from Pop</u>
Maritime	39.7	53.6	+ 13.9	22.4	- 17.3
Plateaux	23.0	25.9	+ 2.9	22.9	- 0.1
Central	14.3	5.2	- 9.1	13.8	- 0.5
Kara	10.9	12.9	+ 2.0	24.7	+ 13.8
Savanna	<u>12.1</u>	<u>2.4</u>	- 9.7	<u>16.2</u>	+ 4.1
TOTAL	100.0	100.0		100.0	

(b) Program years and warehouses

1980 was chosen as the "before Outreach" year because program suspensions and project extensions made it the last operational year before Outreach. 1984 was chosen not only because it is the current year of Outreach funding but also because it was to be the year of major capital expenditure in both Togo and Benin. CRS, in each country, had planned to build central warehouses with Outreach monies. However, the unavailability of funds will postpone the construction,

a decision which was made while the team was in the field. Consequently, the warehouses are not dealt with extensively in this assessment. Mention is made, however, of their impact on program costs and recipient contributions.

(c) Recipient Levels

Insuring a reasonable level of comparability requires using consistent figures - either actual attendance levels for all years, or programmed levels for all years. Since we cannot project what actual attendance will be for 1984, using authorized recipient levels is appropriate. As we are concerned primarily with increases in capacity provided by Outreach, authorized levels are most valid.

Using the authorized levels in the Benin program poses a problems, however. Disruptions in 1980 left attendance far short of projections. Several centers were suspended, stock disruptions meant erratic commodity movements and record keeping was limited. Consequently, the most reliable data available is the average monthly attendance figure of 8,561 recipients in 26 functioning centers. This is used in lieu of the 1980 authorized level for Benin.

(d) Transport

Transport costs pose a particularly difficult problem in the Togo and Benin programs as neither country operates on a flat per ton-kilometer transport rate. Togo relies instead on a varying per ton-kilometer rate depending on the region or the center. CRS/Benin has negotiated a cost per ton per region, regardless of the kilometers travelled. Consequently, we had to calculate the cost of transport to each center, based on the actual kilometer distance from the warehouse, and the specific transport rate for that center. Adding all centers' costs together provides an accurate total transport cost for the country. Worksheets A2.-1, A2.-2, A2.-3 and A2.-4 indicate how the calculations were completed.

Calculations like these, while very accurate, do have their shortcomings. Since transport costs are no longer represented by a nice, continuous function, the analysis is limited. Concepts like the "break-even distance" become difficult to deal with if the transport cost is not directly related to the distance travelled. We would like to be able to say that for every X kilometers travelled, it costs Y amount. Then, if you have less than Y amount of money (i.e., if Outreach did not exist), you could only go so far (a distance obviously less than X).

However, given the transport pricing systems in Togo and Benin, we cannot say this, since a greater distance does not necessarily cost more. For instance, moving a ton from Cotonou to Porto-Novo (31 kilometers) costs 8,200 CFA as does moving a tone from Cotonou to Ketou (140 kilometers), since both are in the third transport zone. At the same time, moving a ton just 106 kilometers from Cotonou to Ounhi costs 11,200 CFA, because Ounhi falls in the second transport zone.

While this situation does not allow us to use any calculations like the "break-even distance" and the "self-sustaining distance" that were employed in the worldwide Outreach Grant Project Evaluation (January 1983), we can still calculate those items which depend only on totals: total tons, total ton-kilometers, and total costs.

The most relevant of these analytical concepts is the centroid. Calculated by dividing the total ton-kilometers of food transported by the total tonnage transported, the centroid represents the point where all distribution efforts are concentrated. It is measured in kilometers. In evaluations where the major emphasis is on geographic redistribution of the program, it is a very valuable analytic concept. A discussion of the centroid is found in Section 3.6.1 for the Benin program and Section 4.6.1 for Togo.

Table A2.-3

Benin: Total Value of MCH Program in 1980 and 1984, by Donor

	<u>1980 Program Levels</u>		<u>1984 Program Levels</u>	
US Government	<u>125 666 800</u>	CFA: 76.3%	<u>493 263 530</u>	CFA: 89.2%
Commodities and OT	125 666 800		461 975 600	(83.5)
Outreach			31 287 930	(5.7)
Government of Benin	27 409 652	16.6%	39 852 020	7.2%
Catholic Relief Services	11 661 375	7.1%	10 248 750	1.8%
Recipient Contributions (excluding reserve)	---	---	9 840 000	1.8%
TOTAL	<u>164 737 827</u>	100.0%	<u>553 204 300</u>	100.0%

Table A2.-4

Togo: Total Value of MCH Program in 1980 and 1984, by Donor

	<u>1980 Program Levels</u>		<u>1984 Program Levels</u>	
US Government	<u>1 292 295 600</u>	CFA 90.0%	<u>1 051 745 698</u>	CFA 92.5%
Commodities & Overseas Transport	1 292 295 600		995 520 000	(87.5)
Outreach			56 225 698	(5.0)
Government of Togo	69 909 812	4.9%	49 653 600	4.4%
Catholic Relief Services	54 381 994	3.8%	11 800 520	1.0%
Recipient Contributions (excluding reserve)	18 625 09	1.3%	24 225 420	2.1%
TOTAL	<u>1 435 212 499</u>	<u>100.0%</u>	<u>1 137 407 238</u>	<u>100.0%</u>

Table A2.-5

Benin: Transport Costs in 1980 and 1984

REGION	1980 Program Levels (prices adjusted to 1984)				1984 Program Levels			
	Recipients	Tons	Ton-kms	CFA Cost	Recipients	Tons	Ton-kms	CFA Cost
OUEME	1,171	70.3	4,009.3	576,460	5,650	339	16,831.2	2,779,800
ATLANTIQUE	1,099	66.0	2,164.1	541,200	3,300	198	4,734	1,623,600
MONO	2,077	124.6	11,059.4	1,021,720	5,100	306	31,650	2,509,200
ZOU	3,014	180.8	27,474.3	2,024,960	9,900	594	107,934	6,652,800
BORGOU	510	30.6	15,897.3	587,520	3,050	183	103,749	3,513,600
ATACORA	690	41.4	21,245.5	794,880	4,550	273	143,602	5,241,600
TOTAL	8,561	513.7	81,849.9	5,546,740	31,550	1,893	413,500.2	22,320,600
	CENTROID DISTANCE: 159.33 Kms				CENTROID DISTANCE: 218.44 Kms			

Table A2.-6

Benin: Distribution Costs in 1980 and 1984 (CFA), by Donor

<u>1980 PROGRAM LEVEL*</u>	<u>Inland Transport</u>		<u>Warehousing</u>		<u>Administration</u>		<u>TOTAL</u>	
US Government/Outreach	---		---		---			(0.0%)
Government of Benin	5 546 740	100.0%	1 469 692	100.0%	---		7 016 432	(37.6%)
Catholic Relief Services	---		---		11 661 375	100.0%	11 661 375	(62.4%)
Recipient Contributions	---		---		---			(0.0%)
TOTAL	5 546 740	100.0%	1 469 692	100.0%	11 661 375	100.0%	18 667 807	(100%)
<u>1984 PROGRAM LEVEL</u>								
US Government/Outreach	17 480 480	80.0%	2 193 825	64.6%	11 237 625	52.3%	31 287 930	(66.3%)
Government of Benin	4 464 120	20.0%	1 200 000	35.4%	---		5 644 120	(12.0%)
Catholic Relief Services	---		---		10 248 750	47.7%	10 248 750	(21.7%)
Recipient Contributions	---		---		---			(0.0%)
TOTAL	22 320 600	100.0%	3 393 825	100.0%	21 486 375	100.0%	47 236 800	(100%)

* Prices adjusted to 1984

Table A2.-7

Togo: Transport Costs in 1980 and 1984

REGION	1980 Program Levels (prices adjusted to 1984)				1984 Program Levels			
	Recipients	Tons	Ton-kms	CFA Cost	Recipients	Tons	Ton-kms	CFA Cost
MARITIME	46,210	2,772.6	147,888.6	6,461,052	15,200	912	53,616	1,924,138
PLATEAUX	22,350	1,341	207,525	4,773,075	15,600	936	162,900	3,746,700
CENTRALE	4,450	267	104,613	2,092,260	9,400	564	195,432	3,908,640
KARA	11,100	600	313,440	6,268,800	16,800	1,008	458,940	9,178,800
SAVANNA	2,100	126	78,750	1,575,000	11,000	660	429,048	8,580,960
TOTAL	86,210	5,172.6	852,216.6	21,170,187	68,000	4,080	1,299,936	27,339,238
	CENTROID DISTANCE: 164.76 Kms				CENTROID DISTANCE: 318.61 Kms			

Table A2.-8

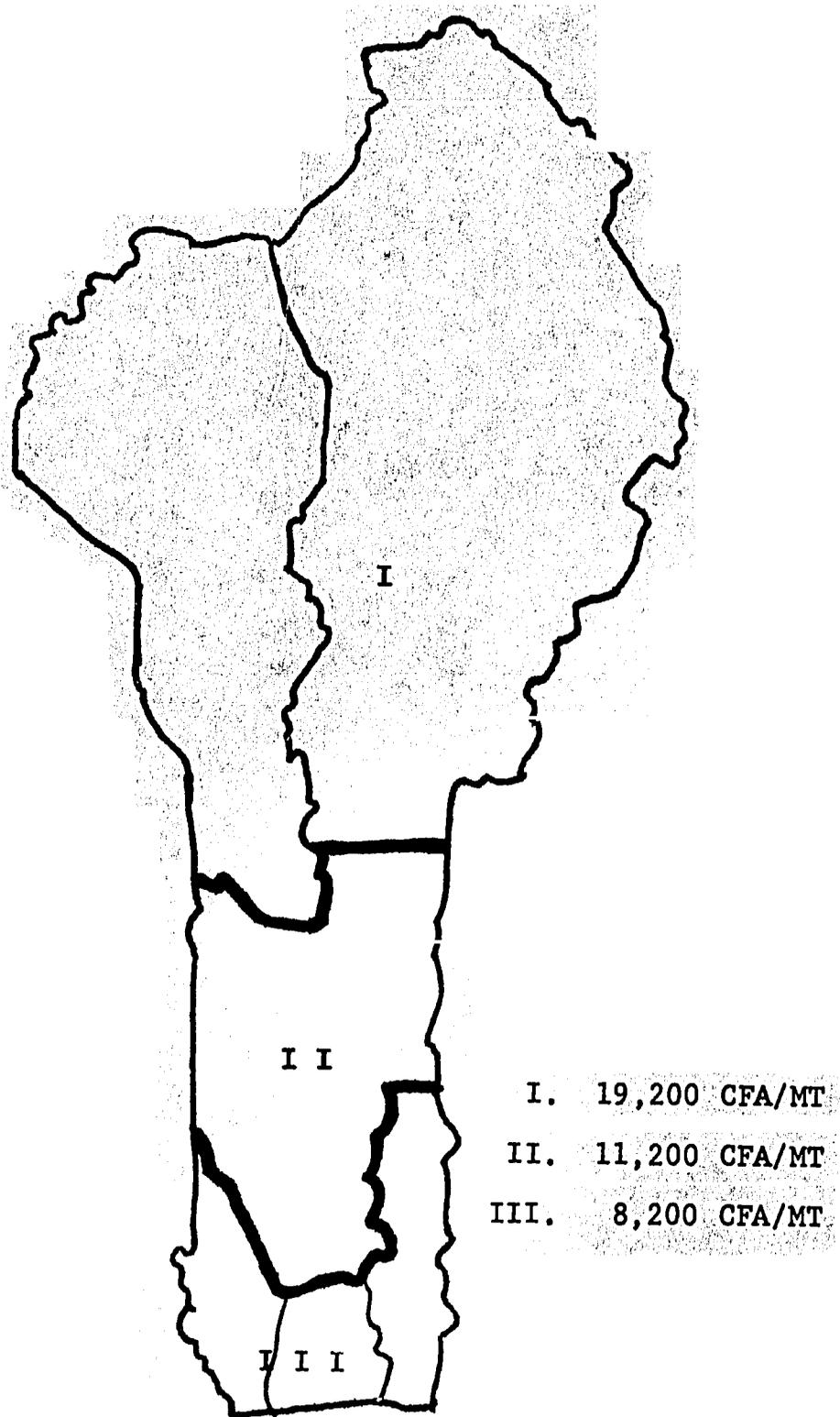
Togo: Distribution Costs in 1980 and 1984 (CFA), by Donor

<u>1980 PROGRAM LEVEL*</u>	<u>Inland Transport</u>		<u>Warehousing</u>		<u>Administration</u>		<u>TOTAL</u>	
US Government/Outreach	---		---		---			(0.0%)
Government of Togo	---		13 195 500	86.0%	---		13 195 500	(16.9%)
Catholic Relief Services	10 585 094	50.0%	2 147 000	14.0%	41 649 900	100.0%	54 381 994	(69.6%)
Recipient Contributions	10 585 093	50.0%	---		---		10 585 093	(13.5%)
TOTAL	21 170 187	100.0%	15 342 500	100.0%	41 649 900	100.0%	78 162 587	(100%)
 <u>1984 PROGRAM LEVEL</u>								
US Government/Outreach	27 339 238	100.0%	11 827 500	77.1%	17 058 960	41.0%	56 225 698	(66.7%)
Government of Togo	---		---		---			(0.0%)
Catholic Relief Services	---		2 546 000	16.6%	9 254 520	22.2%	11 800 520	(14.0%)
Recipient Contributions	---		969 000	6.3%	15 336 000	36.8%	16 305 420	(19.3%)
TOTAL	27 339 238	100.0%	15 342 500	100.0%	41 649 000	100.0%	84 330 748	(100%)

* Prices adjusted to 1984

B E N I N

TRANSPORTATION ZONES



BENIN OUTREACH
Transport Figures
1980 Recipient Levels

<u>REGION</u> <u>Center</u>	<u>RECIPIENTS</u> <u>(Avg. Monthly)</u>	<u>TONS</u>	<u>KMS.</u> <u>(to Warehouse)</u>	<u>TON-</u> <u>KILOMETERS</u>
OUEME				
Adjarra	228	13.7	39	534.3
Azowlisse	266	16.0	65	1040.0
Adjohoun	576	34.6	65	2249.0
Porto Novo I	101	6.0	31	186.0
TOTAL	<u>1171</u>	<u>70.3</u>		<u>4009.3</u>
ATLANTIQUE				
Piacondji	300	18.0	40	720.0
Ouidah	103	6.2	41	254.2
Kpe	303	18.2	33	600.6
Toffo	118	7.1	83	589.3
Cotonou	275	16.5	-	-
TOTAL	<u>1099</u>	<u>66.0</u>		<u>2164.1</u>
MONO				
Lekossa	731	43.9	80	3512.0
Adohoun	356	21.4	90	1926.0
Come	327	19.6	64	1254.4
Athieme I	504	30.2	110	3322.0
Athieme II	159	9.5	110	1045.0
TOTAL	<u>2077</u>	<u>124.6</u>		<u>11059.4</u>
ZOU				
Abomey	209	12.4	142	1760.8
Bohicon	1295	77.7	132	10256.4
Abomey	815	48.9	142	6943.8
Abomey	409	24.5	142	3479.0
Bante	288	17.3	291	5034.3
TOTAL	<u>3014</u>	<u>180.8</u>		<u>27474.3</u>
BORGOU				
Parakou	234	14.0	425	5950.0
Nikki	112	6.7	539	3611.3
Kandi	164	9.9	640	6336.0
TOTAL	<u>510</u>	<u>30.9</u>		<u>15897.3</u>
ATACORA				
Natitingou	311	18.7	552	10322.4
Djougou	172	10.3	473	4871.9
Pabegou	142	8.5	488	4148.0
Alfakfara	66	3.9	488	1903.2
TOTAL	<u>690</u>	<u>41.4</u>		<u>21245.5</u>

BENIN OUTREACH
Transport Figures
1984 Recipient Levels

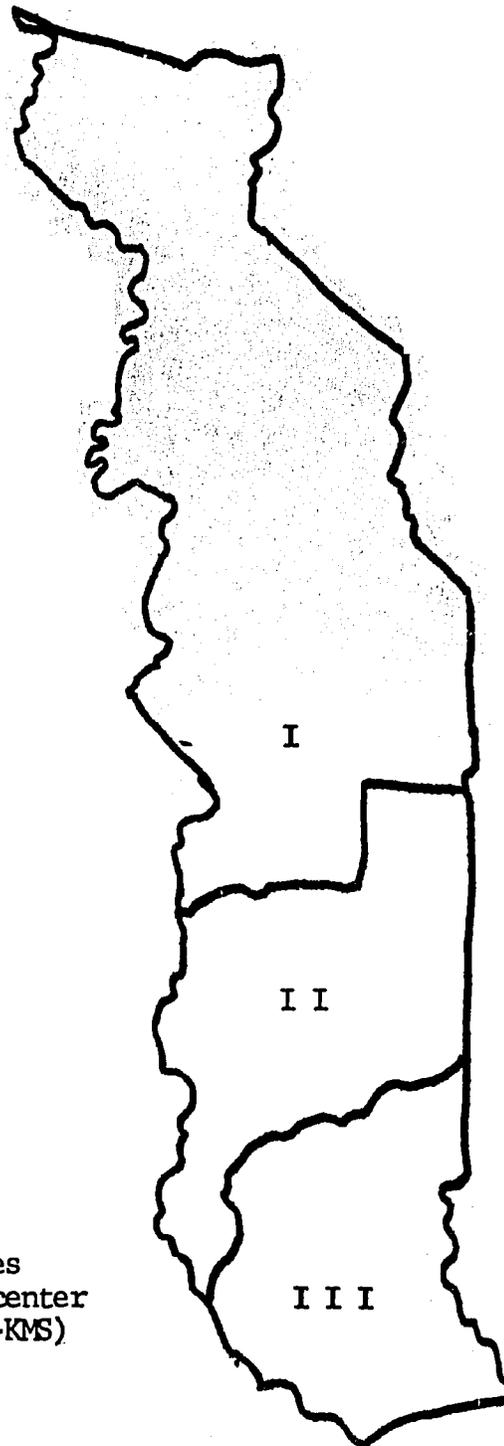
<u>REGION</u> <u>Center</u>	<u>RECIPIENTS</u> <u>(Auth. Level)</u>	<u>TONS</u>	<u>KMS.</u> <u>(to Warehouse)</u>	<u>TON-</u> <u>KILOMETERS</u>
<u>OUEME</u>				
Porto Novo II	500	30	31	930.0
Pobe	600	36	102	367.2
Adjarra	400	24	39	936.0
Azowlisse	400	24	65	1560.0
Adjohoun	650	39	65	2535.0
Ouando	500	30	31	930.0
Avrankou	300	18	42	756.0
Porto-Novo I	300	18	31	558.0
Porto-Novo II	300	18	31	558.0
Adjohoun	400	24	65	1560.0
Ketou	200	12	140	1680.0
Bonou	350	21	86	1806.0
Dangbou	150	9	51	459.0
Dangbou	200	12	51	612.0
Sakete	200	12	66	792.0
Sakete	200	12	66	792.0
TOTAL	<u>5650</u>	<u>339</u>		<u>16831.2</u>
<u>ATLANTIQUE</u>				
Ouidan	200	12	41	492
Toffo	400	24	83	1992
Cotonou V	400	24	-	-
Cotonou II	300	18	-	-
Cotonou VI	600	36	-	-
Zinvie	300	18	53	954
Cotonou IV	200	12	-	-
Allada	300	18	56	1008
Cotonou III	300	18	-	-
Abomey-Calavi	300	18	16	288
TOTAL	<u>3300</u>	<u>198</u>		<u>4734</u>

<u>REGION</u> <u>Center</u>	<u>RECIPIENTS</u> <u>(Avg. Monthly)</u>	<u>TONS</u>	<u>KMS.</u> <u>(to Warehouse)</u>	<u>TON-</u> <u>KILOMETERS</u>
MONO				
Lokossa	1200	72	8	5760
Kpinnou-Kondji	200	12	8	1068
Come	450	27	6	1728
Athieme	550	33	11	3630
Aplahoue	200	12	11	1404
Agoue	150	9	28	2529
Lalo	250	15	12	1815
Bopa	200	12	8	1068
Dogbo	300	18	10	1800
Dogbo	200	12	10	1200
Come	200	12	6	768
Kondo	400	24	9	2184
Lonkly	400	24	16	3888
Djakotome	400	24	11	2808
TOTAL	5100	306		31650
ZOU				
Abomey	400	24	142	3408
Dassa-Zoume	300	18	209	3762
Bohicon	2000	120	132	15840
Abomey	2000	120	142	17040
Abomey	1300	78	142	11076
Pira	500	30	313	9390
Bohicon	400	24	132	3168
Bante	400	24	291	6984
Ouesse	400	24	342	8208
Savalou	300	18	239	4302
Ouinhi	200	12	106	1272
Cove	150	9	168	1512
Save	700	42	265	11130
Akpassi	300	18	295	5310
Gbaffo	150	9	220	1980
Afbangninzou	200	12	154	1848
Abomey	200	12	142	1704
TOTAL	9900	594		107934

<u>REGION</u> <u>Center</u>	<u>RECIPIENTS</u> <u>(Avg. Monthly)</u>	<u>TONS</u>	<u>KMS.</u> <u>(to Warehouse)</u>	<u>TON-</u> <u>KILOMETERS</u>
BORGOU				
Parakou I	300	18	425	7650
N'Dali	400	24	484	11616
Nikki	250	15	539	8085
Kandi	300	18	640	11520
Bembereke	250	15	530	7950
Parakou II	300	18	425	7650
Segbana	200	12	735	8820
Tchaourou	250	15	370	5550
Banikoara	300	18	706	12708
Malanville	500	30	740	22200
TOTAL	3050	183		103749
ATACORA				
Natitingou	600	36	552	19872
Djougou	500	30	473	14190
Pabegou	150	9	488	4392
Alfakpara	200	12	488	5856
Ouake	300	18	508	9144
Tanquieta	300	18	601	10818
Kerou	300	18	619	11142
Kouande	300	18	555	9990
Bassila	200	12	388	4656
Maferi	300	18	632	11376
Boukoumbe	350	21	560	11760
Toukountouna	300	18	580	10440
Cobli	400	24	603	14472
Foyo	150	9	502	4518
Paratago	200	12	498	5976
TOTAL	4550	273		148602

T O G O

TRANSPORTATION ZONES



- I. 20 CFA/TN-KM
- II. 23 CFA/TN-KM
- III. Varies-different rates negotiated for each center (range 26-120 CFA/TN-KMS)

TOGO OUTREACH

Transport Figures

1984 Recipient Levels

<u>Region/Center</u>	<u>Recipients (Auth Level)</u>	<u>Tons</u>	<u>Kms</u>	<u>Ton- Kilometers</u>
A	B	C	D	E

TOGO OUTREACH

Transport Figures

1980 Recipient Levels

<u>Region/Center</u>	<u>Recipients (Auth Level)</u>	<u>Tons</u>	<u>Kms</u>	<u>Ton- Kilometers</u>
A	B	C	D	E

2 km 10 km 20 km / km

1 - BATA	1200	43 Km	72	3096	30F	92880
2 - KELEGOUAN	1000	10 Km	60	600	120F	72000
3 - KEVE	1000	53 Km	60	3180	26F	52680
4 - KINI-KONOTI	1000	80 Km	60	4800	43,5F	208500
5 - HAHOTSE	1000	105 Km	60	6300	33,333F	209999,9
6 - AFLAO-TOTSI	1000	12 Km	60	720	100F	72000
7 - VO-KOUTIASE	1000	70 Km	60	4200	42,8F	179700
8 - AGOME-SEVA	1000	85 Km	60	4980	43F	214140
9 - AGBELOUVE	1000	65 Km	60	3900	26F	101400
10 - ANEHO	1000	45 Km	60	2700	40F	108000
11 - AHERE	1000	75 Km	60	4500	40F	180000
12 - VODJAGLIN	1000	75 Km	60	4500	26F	117000
13 - KOUNE	1000	85 Km	60	5100	26F	132600
14 - MISSION-TONE	1000	26 Km	60	1560	40F	62400
15 - MELLY-DJIGBE	1000	58 Km	60	3480	26F	90480
A	15200	multiples	60	91200	5304	71400
B	D	C	e			1924 138

REGION DES PLATEAUX

6 - NOTSE	1000	99 Km	60	5940		
7 - GLEI	1000	143 Km	60	8580		
13 - AVEJTE	1200	162 Km	72	11664		
14 - ATAKPAME	1200	168 Km	72	12096		
10 - ANLAME	1000	125 Km	60	6000		
1 - BASSO	1000	256 Km	60	15360		
2 - ADETA	1000	149 Km	60	8940		
3 - KPALIME	1200	120 Km	72	8640		
4 - YIKPA	1000	170 Km	60	10200		
5 - ANIE	1000	123 Km	60	7380		
6 - TOHOUN	1000	154 Km	60	9240		
7 - BENALI	1000	240 Km	60	14400		
8 - KOUNGHOUD	1000	230 Km	60	13800		
9 - ELAVAGNON	1000	238 Km	60	14280		
11 - ABOU-GAREL	1000	108 Km	60	6480		
B	15600	D	60	936	MT	116900 T/ms
				1007		23 F
				C		3746700

REGION CENTRALE

1 - PAGALA-GARE	1000	268 Km	60	16080		
2 - BLITTA	1200	279 Km	72	20088		
3 - BOTOURBOUA	1000	307 Km	60	18420		
4 - TCHAMBA	1000	399 Km	60	23940		
5 - KOULOUNDE	1200	362 Km	72	25944		
6 - KAMBOLI	1000	425 Km	60	25500		
7 - WASSARABO	1000	380 Km	60	22800		
8 - ALEHERIDE	1000	390 Km	60	23400		
9 - AYENGRE	1000	319 Km	60	19140		
A	9400	D	60	504	MT	115432
				C		29

MISSION DE LA KARA

Uppercase 0

Line No	Location	Distance (Km)	Rate	Value	Value
40	BASSAR	424	72	30,312	1700
41	GUERIN-KOUKA	482	72	34,704	1200
42	LAMA-KARA	440	72	31,680	1200
43	PYA	454	60	27,240	1000
44	KOUMEA	460	72	33,120	1200
45	NIAMTOUGOU	468	60	28,080	1000
46	KANTE	495	72	35,640	1400
47	BAFILO	414	60	24,840	1000
48	SIYOU	453	72	32,616	1200
49	KETAO	461	60	27,660	1000
50	KABOU	443	72	31,896	1200
51	GANDE	425	60	25,500	1000
52	HELOTA	532	60	31,920	1000
53	KPAGOUA	476	60	28,560	1000
54	KOUMONDE	408	72	29,372	1200

2120 F / T / Km 11,500

1000 MT 455940
 20
 9.175.500

REGION DES SAVANES

Line No	Location	Distance (Km)	Rate	Value	Value
55	GANDO	575	60	34,500	1000
56	BARKOISSI	642	60	38,520	1000
57	BOMBOUKA	645	-	-	Suspended
58	NANEROU	685	60	41,100	1000
59	BIAMKOURI	680	60	40,800	1400
60	CINKASSE	696	60	41,760	1000
61	MANDOURI	750	60	45,000	1000
62	TIMBOU	681	60	40,860	1000
63	MANGO-VILLE	584	60	35,040	1000
64	JFARE	608	36	21,888	600
65	NAGBENI	619	60	37,140	1000
66	BOBOU	652	60	39,120	1000

6000 F / T / Km 41900

600 MT 429098
 20
 8.580.960

CANTINES SCOLAIRES - 4.5

2 kilo lait / jour
 2 kilo lait / mo
 1 kilo maïs / mo

REGION DES PLATEAUX

Line No	Location	Distance (Km)	Rate	Value	Value
67	11 LANYIE AGOVIÈRE	140	8.1	1134	150
68	31 AKATA MAGALI	120	13.5	1620	250
69	37 BLIFU	144	18.9	2721.6	350
70	49 ATTIGBE-DZOBEBEME	110	10.8	1188	200
71	57 GADJAGAN	94	10.8	1015.2	200
72	67 AMOUSSOU-KOPE	85	12.3	1045.5	300
73	79 AGOTIME-KUMASSI	134	7.074	947.916	131
74	87 JOKELE A+B	124	8.9	2393.6	350
75	99 YIKRA	170	6.966	1184.22	129
76	109 AGOTIME-ADZAKA	90	10.8	972	200
77	119 KATSAVE	125	7.020	1299.7	130
78	127 PATATOUKOU A	80	13.122	1049.76	243
79	139 PATATOUKOU B	180	10.364	1865.52	192

150.85 18245.436
 223

TOTAL RECIP 70 825 (1000 MCH, 2825 SF)
 TOTAL TONS 4.8 12.55 (1050 MCH, 15235 SF)
 TOTAL TON/KMS 38 401.230
 AVG KMS (CENTRAD) 311.5

43519

* OPERATING AT FULL EFFECTIVE LEVEL
 * NO GENERAL RELIEF IN WILDERNESS

TOTAL TRANSPORT 28 356 063 CFA

£70,840.13

-01- -81-
TOGO OUTREACH

TRANSPORT FIGURES

1980 RECIPIENT LEVELS

REGION
(Center)

RECIPIENTS
(Auth. level)

TONS

KMS
(to Wise)

TON-
KILOMETERS

A

B

C

D

E

RECIPIENT

TONS

EMS

TON/EMS

Maritime

	(B)	(A)	(C)	(D)	(E)		
1	1500	Afagnan	60	50	4800	40	192 000
2	1500	Aflao Tts	90	12	1060	100	106 000
3	1000	Agbatspe	60	40	2400	60	120 000
4	900	Agome Sava	54	83	4482	40	179 280
5	1500	Ahepe	90	75	6750	70	270 000
6	1200	Atokoeqbe	72	52	3794	80	187 200
7	2000	Amegnan	120	74	8680	40	355 200
8	100	Anko Hosi	6	46	236	50	13 800
9	60	Anko Mat.	3.6	46	115.6	50	5280
10	1500	Assahoun	90	36	5040	50	252 000
11	2000	Badja	120	43	5160	50	258 000
12	2000	Daliko	120	17	2040	100	204 000
13	2000	Kelegagan	120	10	1200	100	120 000
14	1200	Gah	72	58	4176	50	208 800
15	1500	Keta Akoda	90	60	5400	40	216 000
16	1500	Kave Circuit	90	58	5220	50	261 000
17	2000	Kloloop	120	35	9000	40	360 000
18	1000	Sevagan	60	65	3900	40	156 000
19	1500	Tchekpa	90	65	5850	40	234 000
20	1800	Togblekope	108	23	2700	50	135 000
21	1400	Togoville	84	70	5680	40	227 200
22	2000	Tsviepe	120	58	6960	50	348 000
23	1000	Vagan	60	65	3900	40	156 000
24	1500	Assankodji	90	63	5670	40	226 800
25	2000	Kossidane	120	75	9000	40	360 000
26	2000	No Kartime	120	70	8400	40	336 000
27	1000	Kave	60	53	3180	50	159 000
28	1000	Tsevie Kpali	60	36	2160	50	108 000
29	600	Tsevie Mat	36	25	1260	50	63 000
30	1500	Tsevie	90	36	3240	50	162 000
31	1000	Haye	60	48	2880	50	144 000
32	500	CS Zongo	30	-	-	-	-
33	450	CS Be	27	5	135	100	13 500
34	1000	CC Tokom	60	2	120	100	12 000
35	1200	Hahote	72	105	7560	30	226 800
36	800	Dabowkope	48	110	5280	30	264 000
TOTAL	46210		2772.6		147888.6	6461052	

PLATAUNT

	(C)	(D)	(E)	(A)
1	1000	104	64180	Agou-Gare
2	850	193	9543	Anie
3	1200	198	14040	Amlane
4	2000	85	10260	Amoussou-Kope
5	1500	168	15120	Atakpame CS
6	2000	143	17160	Glei
7	1400	164	13776	Kayi
8	1500	145	13080	Kouma-Adame
9	2000	139	16680	Kpadape
10	2000	120	14400	Kpalime
11	1200	145	10440	Tutu
12	700	164	6888	Agbonou
13	1200	274	19728	Tomegbe
14	1800	165	17820	Apeyeme
15	500	170	5100	Vikpa
16	1000	160	9600	Ndighbe
17	500	240	7200	Benali
<u>27350</u>	<u>1341</u>		<u>207528</u> x23	4 773 075

Centrale

1	2000	421	50520	Bussar
2	1500	399	35910	Tchamba
3	950	319	18183	Adjengre
<u>4450</u>	<u>267</u>		<u>104613</u> x20	2 092 260

Kara

1	1000	503	30180	Atalole
2	1800	470	51408	Kpagouda
3	1800	440	216400	Lama-Kara
4	2000	468	56160	Niantagou
5	2000	482	87840	Siou
6	500	512	15360	Wartema
7	1500	448	40320	Yade
8	300	454	8172	Pya
9	1000	460	27600	Kamea
<u>11100</u>	<u>666</u>		<u>313440</u> x20	6 268 800

SARINES

1	1500	645	58080	Bombuste
2	600	575	20700	Gando
<u>2100</u>	<u>126</u>		<u>78780</u> x20	1 575 000