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FOOD POLICY, FOOD ASSISTANCE AND FOOD FOR WORK -  
GUIDELINES FOR A FOOD FOR WORK ACTION PLAN 1985 - 1990

by

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## PRELIMINARY REPORT

### 1.0 SCOPE OF WORK

The scope of work of the consultancy is twofold. First, to review the recommendations contained in three previous analyses of food assistance programs in Lesotho, and the degree to which they have been implemented. Second, using the current state of the program as a starting point, and seeking to establish a consensus between all interested parties, to develop guidelines for an action plan for food for work for the period 1985-1990 which would be directed to realization of three goals over the period: (1) maximizing the development impact of food for work, (2) utilization of 50 percent of program resources in directly productive activities, and (3) creating the conditions whereby food for work could be reduced by 15 percent by 1990.

### 2.0 INTRODUCTION

Lesotho is uniquely placed to undertake an innovative food for work program designed to increase the development impact of activities and to support directly productive activities. It is a country with long experience of food assistance, a relatively well developed food aid management structure, and a requirement for food imports and transportation of food into the interior of the country whether or not food aid is involved. Over the last few years, substantial changes have taken place in the food for work programme which can serve as the foundation for a developmentally focused program.

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The program has been changing from an activity based upon voluntarism, welfare and drought relief to one in which greater attention is paid to development return in determining the location and types of projects. Work norms are being developed and the total volume of tasks involved in a particular project are identified as a basis for determining the quantity of labor needed on the project. This management system is most fully developed with respect to the rural roads program of the Ministry of Rural Development and the Woodlots Project.

Considerable training has taken place of individuals involved at various levels of management for the projects. All activities have been identified and described. Considerable progress has been made also in strengthening the Food Management Unit (FMU) as the central agency for the management of food assistance.

On the donor side, there is an interest in designing projects to achieve specific development results, and to support the process by providing the resources other than food which are required to achieve these ends. However, if the program is to make a significant measurable impact on increasing agricultural production and rural incomes in Lesotho, considerable additional effort by the government and the donors will be required as well as sustained inputs of personnel and resources.

The next section reviews the recommendations of three previous consultancies and their implementation status. The following sections contain guidelines for an action plan, essential preconditions to implementation of the guidelines, and illustrations of possible productive activities.

3.0 REVIEW OF RECOMMENDATIONS OF THE THREE PREVIOUS EVALUATIONS AND THEIR IMPLEMENTATION STATUS

3.1 The Three Evaluations

Three evaluations were carried out in 1980, 1981 and 1982 respectively on the various aspects of food assistance programs. The first report was "An Evaluation of Food Aid Programs in Lesotho with Emphasis on the CRS Program". It was followed by "The Lesotho Food for Work Program: Recommendations to Enhance the Management System and Development Impact of Food for Work Projects." The final report was "Food Management Unit Lesotho -- Proposals to Strengthen the Central Management of Food Aid." These evaluations were performed for different purposes ranging from general information collection to very specific analysis of management problems. However, common themes reappear in the recommendations of all three reports. For the purpose of this analysis, a summary of the recommendations was prepared and is detailed in Section 3.2 below.

3.2 Summary of Recommendations with Particular Reference to the Food for Work (FFW) Component of Food Assistance Programs

3.21 That an effective management framework for food assistance programs in general, and food for work in particular be established.

This recommendation has numerous components ranging from agreement on the respective roles of various organizations involved in food assistance and confirmation of the responsibilities of these organizations, through development of a coordinated planning and monitoring system, and finally to the specifics of implementation and the actions required to improve the quality of implementation. The principal features of this recommendation are:

- a. A food assistance system be created which could coordinate the activities of the government and private institutions concerned, and the donors. This system would also identify and execute changes required for program improvement.

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Although food assistance programs operate on the basis of broad agreement among all these groups, the Food Management Unit (FMU) should take the leadership role within the new agreed framework for the program. The FMU would be responsible for calling together all the interested parties on an annual basis to agree on the total scope of food aid programs and the specific activities to be supported with food and food generated resources (i.e. counterpart funds.) The FMU would assure that the necessary information required for decision making was available for use in the deliberations. Once decisions were taken, the FMU would have the responsibility for ensuring that the programs were carried through and for handling all aspects of food management up to the point when foods were turned over to the project holders (i.e. Government of Lesotho ministries in large part). The project holders would be responsible for the initial planning of projects, for project implementation, reporting to the FMU on the progress of projects, and would be held accountable for the food from the time it left the FMU warehouse. Specific recommendations were made concerning the personnel structure and facilities required by the FMU to fulfill its responsibilities in this system, the most important of which are:

- (1) To confirm and/or appoint (a) a permanent Manager of the FMU and (b) a Food Administrator immediately.
- (2) Reorganise/Restructure the FMU to better respond to food program management requirements. A specific revised organisation structure was proposed.

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- (3) FMU to be delegated responsibility for control/accounting of food generated counterpart funds. Priority to be given in the use of the funds to providing other resources needed in FFW projects.
- (4) New office space to be provided for FMU to replace current totally inadequate accommodation.
- (5) The information systems of the project holders should be improved so that data vital to project implementation were available on a timely basis.
- (6) Specific steps be taken to improve communications, warehousing, and transportation of both personnel and commodities.

b. A series of actions be taken to improve the management of food for work:

- (1) A baseline description be prepared of project activities. Documentation of food for work projects was very limited and it was recommended that a total description of all project activities be prepared. These descriptions would include technical information (e.g. in the case of a road, engineering plans based on a field survey), the current status of projects and time required for completion. The latter would be based on specifications of the quantities of work to be completed, and applying standard work norms to determine the number of man days required. Given the large number of existing projects, it was recommended that a task force be assembled to work district by district to accomplish the baseline description over a six month period

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(January-June 1982 was suggested).

- (2) Annual Cycle of Operations. To support the Management System described in a. above, a timetable was suggested for an annual cycle of operations which would incorporate pre-planning of projects, and a decision-making process on the total scope of the program in time to permit new activities to start at the beginning of a program year, and continuing projects to operate without disruption. The baseline description of the program would be an essential input into this process.
- (3) Village Level Agreement/Responsibility for Projects. It was recommended that the process of village participation in projects be formalized in an agreement which specified what was to be accomplished with FFW, the time period of implementation and arrangements for continuation of activities or maintenance of structure after project phase out.
- (4) Rural road maintenance. It was recommended that specific plans be developed for road maintenance given the importance of road construction in FFW and recognition that in some cases what amounted to maintenance activities were being accomplished with construction crews.

3.22 If actions were not taken to improve overall management of FFW, the program should be reduced in size. In particular, the number of World Food Program supported workers had exceeded the approved project level in 1980 and should be reduced to the agreed limits.

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- 3.23 That USAID and CRS improve their staffing arrangements to provide for effective monitoring of activities, and in the case of CRS to improve overall performance with respect to FFW.

USAID had limited staff available to support the food assistance programs in general, and while CRS had adequate staff to supervise Food and Nutrition Programs, there were no personnel other than an end-use checker responsible for FFW. As a minimum, it was recommended that (a) USAID employ a Mosotho who could spend at least half-time on the management/administrative aspects of Food for Peace, thus increasing the time the Agriculture Development Officer could commit to program matters, and (b) CRS create a position of Rural Works Supervisor to deal with program content questions.

- 3.24 That the FFW program be reorganized to include more directly productive and development activities rather than continuing with a project mix focused largely on infrastructure creation.

New types of projects and implementation actions were suggested by this recommendation:

- a. Designing projects which combined the construction of soil conservation structures with other activities which involved creation of productive resources, some of which could be used also for income generation. Examples given were soil conservation structures combined with water catchment schemes, fish production in the catchments, and tree and thatching grass planting. Also, designing projects which involved only one or more of the directly productive activities.
- b. The inclusion of support for fruit tree nurseries and fruit

planting as a supplement to the Woodlots project which was to receive continued support.

- c. Construction of storage facilities.
- d. Use of food for work labour to construct facilities needed in rural areas such as clinics and water supplies.
- e. Use of FFW to support educational programs and especially to utilize the workgangs as one means of reaching women with extension information.

### 3.3 Implementation Statu

#### 3.31 Completed Actions and Actions in Process

- a. The FMU. The report on the FMU was accepted by the government as a working paper and steps have been taken to implement a major portion of the proposals. In particular, the government accepted the proposed organizational structure of the FMU and has created the salaried positions required by the structure. The report recommended that salaried positions be increased from 48 to 75; the establishment list now specifies 105 salaried positions while daily paid positions have been increased also from 125 to 152 positions. This increase is justified given the expansion in FMU responsibilities since the report was prepared. Recruitment is under way to fill the positions, and some of the program staff but primarily the administrative staff at the level of stores assistants have been appointed. Appointment of the balance of staff is anticipated to be complete by December 31, 1984. A new office building has been acquired for the FMU and is being prepared for their occupation.

The FMU should move to the new offices by early December; the starting date for many of the new personnel are conditional on the availability of space to house them. The Commonwealth Fund for Technical Cooperation provided an expatriate Manager for the FMU, and he and the Food Administrator have taken steps to improve management of several aspects of the program. The FMU is responsible for accounting for counterpart funds; to date, the only monetization used to support FFW activities is the monetization which WFP provided as a specific component of their FFW project. Certain of the more comprehensive management changes suggested for FMU operations are awaiting the necessary personnel to carry them out.

- b • Development of Basic Information on FFW projects. Although the proposal to utilize a task force approach to develop baseline information on FFW was not implemented, the various agencies involved in FFW developed complete descriptions of their projects, and all projects have now been covered by these efforts. Application of work norms and measurement of quantities as a basis for project planning and monitoring of achievements is not so comprehensively applied. However, all project holders are considering the question of work norms and attempting to define tasks and quantities involved

in their projects. The use of work norms is most completely developed in the Woodlots Project and to a lesser extent in the Rural Roads program.

- c. Annual Cycle of Operations: The program has been evolving towards an annual cycle of operations as opposed to operations based on the quarterly allocation circulars which were used at the time of the first evaluation. A biannual circular is currently employed. The FMU requested that project holders submit plans for the whole of 1985 by October 15, 1984. The intention is to use the calendar year as the basis for program operations rather than the September through August year suggested in the evaluation report. The FMU intends to develop an annual plan but to continue the practise of biannual allocation circulars to permit greater flexibility. This is required due to the delays certain projects experience and changes in circumstances which result in a need for adjustments within the program. However, the annual plan will serve as the basis for operations and this will facilitate the preparation of the two allocation circulars.
- d. Formal village agreements. This technique is used on Conservation projects of the Ministry of Agriculture (MOA) but is not widely used in other FFW activities. It would be most useful in the context of directly productive activities as preparation of the agreement could serve as the basis for discussions with the village to fully define the scope of projects and create a contractual relationship between all

parties concerned. As such, it should receive more attention in future.

e . Management Improvements or a Reduction in Program Size.

- (1) Actions Taken. Substantial improvements have been made in the management of FFW projects as is apparent from the preceding discussions. In addition, although the recommendations did not specifically detail a requirement to establish a better supervisory structure and reduce the number of projects to facilitate supervision, that action has been taken. The Rural Roads program reduced the number of projects from around 230 activities in 1982 to 96 at present and is planning a further reduction. The number of conservation projects supported by the Ministry of Cooperatives and Rural Development (MCRD) conservation section were not specified at the time of the first evaluation (each district was authorised a certain number of workers which could be used anywhere in the district). When the projects were described, it was revealed that there were in excess of 120 activities; the decision was taken to reduce these to 61 and project actions to accomplish this reduction by December 31, 1984 have been taken.

The management/supervision structures have also developed extensively over the same period. This is most noticeable with respect to MCRD's Rural Roads program. At the time of the first evaluation, there was very limited headquarters staff for the roads program and no trained field staff. MCRD took concerted action to change the situation, and

received support from donors for the purpose. The division now has technical staff at both headquarters and field level supported by trained workgang supervisors at a number of sites. Much more training and staff development remains to be accomplished but the substantial progress made is recognized. Similiar actions have been taken by other project holders, but not as extensively as is found in the roads program.

(2) Program Levels.

WFP took steps to reduce the number of workers <sup>under its project 352</sup> back to the approved level. However, in view of the extensive improvements made by project holders and by the FMU, CRS and WFP continued to support the level of approved workers authorised in 1980. I.e. WFP is providing resources for 5600 workers and CRS is supporting 7200 workers through government programs and 1300 through private agencies (churches and voluntary organizations). The current phase of the WFP, FFW project authorizes an increase to 8000 workers. However, it was judged that supervision structures were not sufficient to manage the increase, and in fact, an increase might adversely effect the changes which had been made. Accordingly, no increase in numbers was made in the current project year which will run through March 1985. WFP will be conducting an evaluation in early 1985 which will determine the levels for the balance of this project phase.

f. USAID and CRS Management Capacities.

USAID implemented the suggestion in the report that a Mosotho be hired to provide extra in-house capacity to monitor food assistance programs. In addition, the Mission sought support from the Regional Food for Peace Officer and consultant assistance to further enhance its management capability and create the information required for effective evaluation and decision-making. All levels of Mission staff have paid close attention to food assistance issues and have been effective in fostering program improvements.

CRS significantly strengthened its management capacity with respect to FFW. A Rural Works Section was established and currently includes two clerical officers and a driver/end-use checker. In addition, CRS is utilizing also resources available under an Outreach Grant in support of FFW activities. These resources as well as increased attention to FFW issues on the part of CRS management have made a significant input into achievement of the improvements in FFW programs described above. CRS believe redirection of the program into more productive and developmental projects is essential, and is prepared to provide staff and consultant resources to assist in the planning effort for the redirection. In addition, CRS hopes to further expand its management capacity for FFW by the inclusion of technical personnel to support project activities in the context of program redirection.

3.32 Incomplete Actions and Problem Areas Requiring Further Attention.

With respect to the analysis of incomplete implementation of recommendations, it should be emphasized that the actions required by the evaluations represent very comprehensive changes in a large, long established program and full implementation will require a considerable period of time. In addition,

experience with attempts to implement the recommendations indicated further problem areas which were not recognized at the time the original reports were prepared.

a. Incomplete development of the food management system

Lesotho faces major challenges in developing overall food policy and approaches to the problems of national and individual food security. The current drought conditions in the country have further emphasized the urgent necessity to deal with these issues. A fully defined food assistance system is an essential component of overall food policy and food security, especially at the present stage of Lesotho's development. The food assistance system currently operates mainly along the lines suggested by the recommendation in 3.21 a. above but there is no fully articulated policy within the government or complete agreement between government departments that this should be the approach taken. As a result, the authority of a particular organization to take necessary implementation actions may be questioned, or the actions may not be taken at all. Another consequence is that there has been insufficient action taken to develop the information systems required for effective management of food supplies. This is a significant problem with respect to the school lunch program but also affects food for work projects. Sustained attention needs to be paid to these problems, and management attention can be most effectively channelled within a framework where all parties are fully aware of and in agreement as to their respective responsibilities.

b. Lack of a Defined Mandate with respect to the Road Network in Lesotho

This problem area has inhibited efforts to improve the planning and management system for the FFW roads program, and further creates

difficulties in planning the rational development of the entire road network. At present, the Ministry of Works assumes responsibility for maintenance of gazetted roads, and with only a few exceptions, FFW roads are not constructed to the standard required for gazetting. However, FFW has been used to construct portions of the network which are defined as primary, strategic roads, and a significant portion of the secondary road network, as well as most of the feeder roads. As a result, MCRD is left in the position of not having the resources to construct primary and secondary roads to a standard where they can be taken over by the Ministry of Works, but similarly, without sufficient technical or budgetary resources to complete and maintain these vital elements of the road network. This situation has contributed to the overall impression of low productivity on food for work roads as an attempt is being made to use this resource for purposes which it cannot discharge effectively. A further problem in developing a maintenance organization for FFW roads is the definition of standards for road construction. MCRD is currently attempting to build roads to a standard which would be considered extremely high for feeder roads. As it is not meeting that standard, the roads cannot be judged to be complete and in a condition to be turned over to a maintenance organization in MCRD. These problems must be faced and decisions taken as to the most appropriate organizations to assume responsibility for the various elements in the road network. When such decisions are taken, they will facilitate rational apportionment of government and donor resources, and in this regard between donor provided cash and food assistance resources. It is possible that these issues can be considered by the Round Table meeting which will be held early in 1985 with the organizational support of the International Labour

Organization. However, if decisions are taken earlier, the Round Table meeting can focus more specifically on planning projects and solving implementation issues.

c. Continued Concentration of FFW resources on Construction of Roads and Conservation Structures

- (1) To date, only a limited number of new types of projects have been implemented or planned for inclusion in the FFW program. The Ministry of Agriculture conservation projects do sometimes involve creation of productive resources such as seeding of fodder crops but the major element in both MOA and MCRD soil conservation activities is still construction of structures. CRS has supported a number of experimental activities through its private program e.g. building water catchments to provide water for communal gardens and school gardens in the Farming Systems Research pilot area at Siloe in Mafeteng district. In addition, CRS is supporting construction of water catchments for combined fish, duck and vegetable production activities at several locations.

However, much more needs to be done in focusing the program on more directly productive and developmental activities. A major initiative to achieve this objective is proposed in the Guidelines for the 1985-1990 action plan set forth in section 4.0 below.

- (2) Very limited use is currently being made of Food for Work for educational purposes and specific recommendations will be made in the Guidelines with respect to this aspect of the program.

#### 4.0 GUIDELINES FOR DEVELOPMENT OF A FOOD FOR WORK ACTION PLAN 1985-1990

This section of the paper sets out a recommended overall framework for an approach to the utilization of FFW over the period 1985 to 1990. Essential pre-conditions to the implementation of the guidelines are set out in Section 5.0 below, and illustrative directly productive activities are described in Section 6.0 .

##### 4.1 Food for Work Should be Viewed as a Component of Overall Food Policy Strategy

Lesotho needs to articulate an overall food policy strategy which would have as its ultimate goal achievement of food security for the country over the longer term. Food for Work should be utilized in the context of such a strategy to contribute to overall food availabilities in the country with targeting of supplies on areas of need but its primary function should be to promote a rural based development strategy involving increased agricultural production and increased rural incomes.

##### 4.2 Planning for Program Redirection

A substantial planning effort and a program of pre-project implementation activities will be required to achieve maximum development impact and redirection of 50% of FFW resources into directly productive activities. Catholic Relief Services and USAID have both indicated a willingness to provide consultants and funding to support this process. The scope of work of

the WFP evaluation team which will be in Lesotho in early 1985 should include involvement in the planning exercise. In addition, ILO support for efforts to improve the rural roads program will be continuing, and other donors could be involved in the actions required to prepare a development strategy for the roads network in Lesotho.

On the Lesotho side, personnel from a range of government ministries and possibly private agencies will have to be fully involved in the planning exercise. The individuals to be involved should be identified immediately. Preparation of preliminary information should be undertaken prior to the beginning of the formal planning exercise to facilitate the process, and there should be a sustained input from Basotho personnel throughout the planning effort. The planning exercise should also be organized in a manner which permits rural people to make an input thus clarifying project possibilities and implementation approaches.

4.3 Planning Should Begin with the Existing Program and Changes be Identified which can be Introduced with a Minimum of Disruption. Projects Supported Should be Efficient for Implementation with Food for Work Labor and Specifically Focused on Achieving Overall Program Goals

These principles suggests the following actions.

4.31 Planning and pre-implementation activities should take place in 1985. During that year the program should continue largely in its present form to permit rational phase-out of activities that will no longer be supported with food for work resources.

A major component of the new activities should begin in January 1986.

- 4.32 Given the complexity and experimental nature of the new program approach, the number of workers involved in food for work should not be increased from the current level over the period of the plan, i.e. 12,800 workers on government programs and 1,300 programmed directly by CRS.
- 4.33 The rural roads program should remain as a component of the FFW program during at least the first three years of the plan period. However, continuation of support is to be based on an articulated systems approach to rural roads construction and maintenance. As the plan period progresses, portions of the construction process should be phased over to cash wages e.g. contracting with local foreman trained under the program to construct culverts or supply gravel.
- FFW resources would phase-over to support construction of other facilities which play an important role in rural development. Examples are, classrooms (where reducing the present excessively high pupil/classroom ratio is highly significant to educational attainment and long term development), storage/kitchen facilities at schools, latrines, and clinics. It is noted that these facilities are village centered and their construction is relatively more efficient for utilization of the village based labor involved in food for work and the shorter working day. Road construction activities are often in process some

distance from villages, and scarce technical management resources are tied down for the longer period of construction which is inevitably involved in using FFW labor even though acceptable productivity may be achieved for the period worked.

4.34 The resources for the new directly productive activities will come from the resources currently committed to soil conservation activities carried out by both MOA and MCRD. Soil conservation efforts will not be neglected in the new framework, but will be carried out in support of production goals rather than serving as the central purpose of activities.

It is anticipated that most of the directly productive activities will be programmed through the MOA as it is the organization with the most extensive personnel and other resources available for agricultural development. However, other ministries will be involved in FFW activities given their association with developing rural employment opportunities. In particular, the Appropriate Technology Section of MCRD would be an essential component of an initiative to develop Lesotho-based production of tools, and rural expertise in the repair of tools which is described in Section 6.0 below.

4.35 It is emphasized that directly productive activities should be broadly defined in the context of rural income generation opportunities and not exclusively focused on increasing agricultural production, although the latter will be the principal emphasis of the FFW program.

4.4. Development Emphasis Will Require a Commitment to Provide Resources for a Sustained Period.

If FFW is to be used effectively in support of a rural development strategy there will be a requirement for assurance of sustained availability of resources needed for the projects. As CRS normally operates on the basis of annual estimates of requirements, a method of assuring continuity of resources to support the new projects will have to be identified. Similarly, the current phase of WFP food for work project 352 is scheduled to run to April 1987, i.e. just a little more than the initial year of the redirected program. This issue should be reviewed by the WFP evaluation team.

4.5 Pha:

4.51 Current attitude to the value of wage payments in food. For the present, it is the consensus of opinion of field workers and management personnel involved with the FFW program that food should continue to be used to pay the wages of workers. The reasons given for this attitude are:

- a. Lesotho is undertaking a redirection of its agriculture, and food will be a necessary input into the process. It will help rural households to face the risks involved, and cushion them against disruption of their basic food supplies.
- b. Payment in food is the only way of insuring that women retain significant access to this major source of off-farm rural employment. There are relatively restricted

employment opportunities for rural women and conversion to cash payment under FFW-type programs would reduce this source of employment. At the present time in Lesotho, female employment which transfers basic assets needed for family welfare directly to women is socially desirable. Over time this situation may change and it may be possible to introduce a larger element of cash payment without disruption of female employment opportunities, or such employment for women may not be so vital (i.e. women may be absorbed into new agri-businesses, leaving men to undertake a greater portion of public works). However, this is not the current situation.

4.52 Changed Character of FFW in the new program framework. It is emphasized that in the context of the redirected program, payment of individuals with food is not a "dole" or welfare activity. It is payment for development work in a form which has been judged to be most useful in Lesotho at present. The question of whether payment should or should not be continued in this form does not relate to dependency issues, but to internal social/economic issues and should be considered in that context.

4.6 Recommended Approach to the Issue of Phase-Down

4.61 Collection of Information on Phase-Down Considerations. As the redirected program progresses, continued attention should be given to collecting data relevant to the questions of whether or not to phase food for work down, possibly replacing it with cash wages supported from funds generated by monetized food

local level these questions should be reviewed in the context of analysis of social/economic issues. At the national level, the review should involve overall requirements for food supplies, economic development, and employment growth balanced against the relative efficiency of using food aid in meeting these ends.

4.62 A Mid-Term Evaluation Be Used to Determine Levels of Resources to be Committed by the End of the Plan Period. It is recommended that the data collected on phase out questions be considered by a mid-term evaluation of activities under the plan. This evaluation would be scheduled for 1988. Based upon the results of the analysis, decisions would be taken on program levels for the end of the plan period. Planning would also be carried out to define a strategy for reaching the agreed levels.

5.0 PRECONDITIONS TO IMPLEMENTATION OF THE GUIDELINES

5.1 Government Articulate Its Policy that Food for Work is a Development Resource and Will Not Be Used in Future to Meet Purely Welfare Needs.

This action is essential to creation of the environment required for effective implementation of the re-directed program. It is basic to fostering the right type of village participation in programs and to insuring that the labor force is young enough and fit enough to accomplish the tasks involved in the new projects. At the same time, the government will need to direct its attention to how village and government resources can be used to meet the needs of the aged and handicapped.

5.2 Government Create Broad-Based Support in Rural Areas for a Production/Development Oriented Food for Work Program

At present, field personnel may experience difficulties in introducing work norms or other management tools to promote productivity on food for work. This is due to the view of rural people that food for work resources are provided to them by the government and donors because it is recognized that the villagers are poor. Accordingly, they should not be required to work hard for the food, especially as those working are often the poorest and neediest villagers.

In the past, the villagers were advised that food assistance was available and they were asked what they wished to do with it. This approach is more participatory than that taken by many countries, but it has limitations. Villagers rightly conceive of using food resources in ways that make immediate sense to them, feeding the poorest and most hungry among them, and undertaking works with which they are familiar and which they can complete with the resources available to them.

A new more dynamic approach would be to start with the village articulated needs and enter into a dialogue with villagers concerning how food for work resources can be used to meet those needs. Needs analyses have been conducted in Lesotho and yield a list which starts with more and better food, and includes also jobs, higher incomes, clean water, fuel, and better health. The government should enter into a dialogue with villagers concerning approaches to meeting these needs as an input into the planning

process for new FFW activities. At the same time, the government must explain why FFW is being used for development purposes and the implications of that approach for village participation.

5.3 A Directive be Issued Providing a Clear Definition of the Food Management System and the Responsibilities of the Various Organizations Involved in the System.

As was noted above, the food management system is essentially operating along the lines described in Section 3.21 a. but confusion still exists concerning the responsibilities of various parties included in the system. It is recommended that an appropriate governmental method, such as issuance of a Cabinet Circular, be used to clearly establish the operational procedures of the food management system.

5.4 Finalization of the Actions Being Taken to Strengthen the FMU in a Manner Which Ensures the FMU is Capable of Undertaking the New Responsibilities Required by Implementation of the Action Plan.

There are various aspects to this requirement including assuring that the FMU has the budgetary resources and other facilities needed to effectively discharge its responsibilities. In this regard, several areas require attention, and especially that arrangements be made for the early completion of the FMU offices. However, the most important area of concern is insuring that the FMU is provided with capable, qualified personnel. There are two levels to this issue, that of the Manager's position, and the other staff.

a. Manager's position

At present, the manager's position is held by an

expatriate provided by the Commonwealth Fund for Technical Cooperation. Over the period under consideration, he will be replaced by a ~~M~~ Lesotho manager. Given the central position assigned to the FMU as a contact point between donors and the Government of Lesotho, it is essential that the person appointed be fully qualified for the position and capable of providing continuity in the operations of the organization.

b. Other Staff

The responsibilities of the FMU will increase substantially with implementation of the action plan. As such, it is essential that the current recruitment exercise result in appointment of individuals who will be able to discharge the future responsibilities of the FMU, not merely cope with the current situation. Close attention must be paid to the qualifications which individuals can bring to their jobs and this is especially essential for accounting personnel, the top levels of stores managers, and the senior positions in the organization.

## 6.0 ILLUSTRATIONS OF DIRECTLY PRODUCTIVE ACTIVITIES

It is anticipated that the planning exercise will define the types of directly productive activities to be undertaken by the FFW program, and the inputs of food and other resources required to implement them. Accordingly, the illustrations contained in this section of the paper, which have been developed based on a preliminary review of project possibilities, are intended to serve as a source of background information for the planning exercise. In addition, they provide an illustration of what is meant by the use of FFW in a directly productive manner.

### 6.1 Agricultural Production

Projects directly stimulating agriculture production will take a number of forms. In addition, the role of FFW in the project may vary. FFW may be used to pay labor to carry out certain structural works associated with a specific production activity (e.g. building a water catchment scheme, painting beacons to define grazing boundaries etc.) This represents a useful role for FFW in stimulating production and lists of such activities can be developed for use by project planners. However, in this context FFW projects would still be used mainly for infrastructure creation although in a form more useful in stimulating agriculture production.

FFW and food generated resources can also be used in integrated activities, and it is recommended that the redirected program contain a number of such projects. A description of how such activities might be organized are provided below.

### 6.11 Individual producers

Food for Work can be used directly to assist producers participating in new forms of production. For example, in an area where the MOA is working to stimulate fruit tree production, participating farmers will lose their normal production after they plant the trees, and it will be several years before they derive an income from fruit. Food for Work could be used in the area, to provide infrastructure necessary for the productive activity, thus protecting food supplies. However, it could also be given to the participating farmer on the condition that he carry out planting and maintenance tasks on the trees in accordance with the advice of the extension agent.

The value of food is obvious in the example given where the loss of production is apparent. However, it is also applicable to other crops where heavier labor inputs may be required than with previous practices, and the farmers have to be convinced that these additional inputs will result in increased production. In this regard, attention will have to be given to the food ration rates. It should be realized that there is a major difference between a ration which is to compensate an individual for work performed for the general good, and that which he performs for his own future income. In the latter case, he needs to be compensated only for the risk he is taking, and a much lower ration rate may also be essential to avoid production disincentives.

6.12 Village based production

FFW can also be used in the context of promoting village based production units. Such a project is already operating in Lesotho sponsored by Lesotho Workcamps Association and a German private voluntary organization. The experience of this project should provide vital information for planners working to develop similar activities. It is operating in a cluster of villages in the Mafeteng area each of which is located a short distance from a main gravelled road. FFW is used first to build a road to each village and then to construct a water catchment and prepare and fence a village vegetable garden. An integrated fish, duck and vegetable production effort is underway, and village labor on a rotation basis is paid to work on each of these production units. The pay is in food plus a small cash supplement; the ration of food provided is much lower than that used in other FFW activities in Lesotho. The production of each of these units is sold and the cash generated is being used to establish a revolving fund to support future operations.

This type of activity can be evaluated from two perspectives. The first is in terms of how successful it is in generating viable production units. The second is from the point of view of a successful extension activity. Attempts have been made to create communal gardens in Lesotho for many years, with limited success. Many of the gardens were set up with FFW

labor involved in the water catchment preparation and fencing. However, the plots are then turned over to individuals, and their reward for working on the plots will be in terms of what they succeed in producing. As new producers are generally inefficient, enthusiasm can wane quickly and the plot is abandoned. However, if a small FFW wage is provided on the condition that the individual is performing horticulture tasks correctly, there is an incentive to keep trying. Over time, certain individuals may become skilled in this type of production and may be successful in using the communal plots or in undertaking production on their own land. It is these types of production experimentations which should be attempted with FFW within a specific framework which limits the time period in which this resource will be provided.

#### 6.13 Livestock Associations

Creating workable strategies which can control livestock numbers, and promote their confinement, while increasing incomes and production of livestock products is vital to soil conservation, agriculture production and overall development in general. The Sehlabathebe grazing association is experimenting with a model to achieve these ends. Over the period of the Action Plan, the MOA will be using the experience with this association for activities in other parts of the country. Low cost methods of replication will have to be developed, and attention should be given to how FFW and food generated resources can be used in this process.

6.2 A Project for Tools Production and Repair in Lesotho

It is strongly recommended that a project along the lines of that outlined below be included in the new FFW program as availability of proper, well-maintained tools is essential to worker productivity whether on FFW projects or household production. It will also serve to create employment opportunities in Lesotho and a network of self-employed individuals who can provide services for tools maintenance and repair.

6.21 Opportunities Provided by Monetization for Stimulating Local Production of Tools. There are a small number of existing

rural workshops in Lesotho which have been created mainly by a variety of donor supported projects, primarily to produce appropriate agricultural tools. There is also an Appropriate Technology Section in MCRD with the capacity to design and test tools. WFP has already carried out one monetization to purchase tools for FFW projects and a second monetization is in process. CRS is also preparing proposals for a monetization. However, tools procured under the previous monetization came almost exclusively from the Republic of South Africa. It is recommended that a project activity be developed which would identify those tools which can be produced in the workshops and the additional technical and material inputs needed by the workshops for this purpose. The necessary resources would then be provided by monetization or sought from other governmental and donor sources. Utilizing FFW monetized resources to stimulate local production of tools has several advantages:

- a. permitting the workshops to expand their operations thus creating additional rural employment.
- b. saving on transportation costs as it will be possible to link tool procurement to the locations in which they will be used in certain cases.
- c. increasing the viability of workshops so their chances of survival are enhanced and their services remain available to provide appropriate tools and services needed by rural people.

6.22 Creation of a Network of Self-Employed Individuals for Tool Repair

There is an urgent requirement to increase the facilities available for tools repair for FFW projects, other government construction activities, and for farmers. The FFW program could increase the supply of such services substantially through the use of a project strategy involving food and monetized resources. The following approach is suggested.

- a. The MOA and MCRD could advertise for individuals to be trained to provide services of tool repair. The advertisement would make clear however, that subsequent employment would take the form of private business contracts, and not as a staff employee of the ministry.
- b. The successful candidates could be attached to the established workshops for training and supported through the provision in the Public Law 480 legislation that FFW can be used for education. Specifically, a "Food for Education" grant would be made available to the

individuals, probably in the form of both food and cash, to permit them to meet their various types of support requirements. The workshops would be partially compensated for their training services through the free labor of the individuals. Arrangements would also be made for training the individuals in management, bookkeeping and other skills needed to operate successful businesses. These types of non-formal education courses have already been developed by the Lesotho Distance Teaching Centre and the Institute of Extra Mural Studies of the University of Lesotho, and further support to these efforts will be provided by the new Basic and Non-Formal Education Project to be supported by USAID.

- c. Individuals who successfully completed the training programs would be given contracts by the ministries to perform repair services in specific locations. They would be assisted through appropriate commercial mechanisms to secure the necessary equipment for their enterprise.
- d. Thereafter, the individuals would be provided advisory services as required to help them get through the teething period of business establishment. They would maintain and develop their businesses through the revenues from ministry contract for tool repair and from services provided to private individuals.

