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PRINCIPAL FINDINGS AND  
RECOMMENDATIONS OF THE  
CONSULTANCY

FOOD MANAGEMENT UNIT

by

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**Best Available Document**

## EXECUTIVE SUMMARY

Over the past few years, but more particularly in recent months, considerable attention has been directed to food operations in Lesotho. To a large extent, this heightened interest has resulted from a number of donor commissioned audits and evaluations which have called for improved food program efficiency and developmental impact. These recommendations have not fallen on deaf ears and a consensus has been reached that improvements are needed and will be essential in ensuring continued donor support.

The Government of Lesotho (GOL) has responded favorably to these recommendations and in cooperation with the donor and sponsoring organizations has introduced a number of modifications. This consultancy which is directed to the strengthening of the Food Management Unit (FMU), the GOL agency responsible for the handling and coordination of all donated foods is evidence of this commitment. Among the other improvements currently being introduced:

- the development of "work norms" for all Food for Work (FFW) activities.
- the initiation of an "inventory" of FFW activities and the development of a records system for all FFW projects which will lead to improved food utilization and developmental impact.
- the acceptance of an "Annual Cycle of Operations." In cooperation with all donors, this will improve planning, food handling and management, and program efficiency.

In addition to the above, the donor agencies have undertaken internal modifications to improve their claims procedures and program efficiency. The Government of Lesotho has increased its support at the ministerial level to

improve FFW project implementation and has accepted the concept of responsibility for food handling losses. Most importantly, there is a growing acceptance that the food program of the future will not be viewed as a "relief" or "feeding activity" but one that will be expected to produce a developmental return for Lesotho. Much remains to be done and, in some cases, the improvements being introduced need formal ratification and strong governmental and donor support - at all levels.

The Lesotho program has many of the ingredients needed to become an excellent program and those ingredients that are missing can be developed if there is a proper commitment and strong support -- from all parties. The recommendations identified below assume this commitment and, if accepted, should help to institutionalize the changes already introduced and provide the basis for accelerating the momentum of change leading to an improved food program. The focus is on a strengthened and improved FMU which is critical to improved food program efficiency, outreach and developmental impact.

#### RECOMMENDATIONS

1. That the FMU take a leadership role within a new framework for food aid programs. All interested parties to be called together on an annual basis or as necessary 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). Once agreement is reached, the FMU to have executive responsibility for seeing that the programs are carried through.
2. Confirm and/or appoint (a) permanent manager of the FMU and (b) Food Administrator immediately.
3. Reorganize/Restructure FMU to better respond to food program management requirements. Proposed organization structure is diagrammed on P. 7 below.

3. (cont)

a. Establish Plans and Programmes Division, Finance and Stores Division, Personnel and Administration Division within FMU.

b. Staff same with competent and seasoned personnel.

c. The number of salaried employees should be increased to 75 and the daily wage employees decreased to 125 (no net gain in numbers). In particular, all personnel in the regional warehouses and stores who are accountable for the stocks held therein should be placed on the salaried list, and their grades determined on the basis of the annual turnover value of the stocks they are responsible for.

4. Establish FMU transport revolving fund to cover food transfer/transport costs in-country.

a. Deposit all donor transport subsidies to account of FMU.

b. GOL to "top up" from budget as required.

5. Delegate responsibility for control/accounting of food generated counterpart funds to FMU.

a. As first priority for use such funds insure that monies are available to cover other costs of FFW activities, e.g. construction materials.

b. FMU to allocate funds to implementing agencies as required.

c. Implementing agencies/ministries to report to FMU on utilization.

6. The vehicles for transportation of staff should be increased from one to four with two vehicles capable of carrying commodities as well as staff.

7. Annual transportation plan for commodities to be worked out with Mechanical Branch, Ministry of Works once program details are provided by end-users of food. See recommendation 11 below.

8. New office space to be sought for FMU to accommodate increased headquarters staff and bring FMU headquarters and Food Accounts together in one place.

9. Warehouse space requirements to be reviewed once program details available from end-users to determine size and location requirements. If European Economic Community (EEC) Counterpart funds currently allocated to storage not all required as a result of assessment exercise, these to be reprogrammed in support other appropriate activities with concurrence EEC.

10. New switchboard with minimum 3 lines to be installed at FMU headquarters. Five radio-phones available from Catholic Relief Services (CRS), to be installed at Thaba-Tseke, Semonkong, Mokhotlong, Qachas Nek and Food Accounts immediately. Warehousemens pitso to discuss ways improved communications can be used to cut program costs.

11. Donor and end-user groups to prepare program information giving projected requirements for food on a warehouse by warehouse, quarter by quarter basis as well as improving reporting on utilization.

a. Data available from Save the Children Fund (SCF) to be included in Ministry of Education (MOE) computer data on primary schools and computer used to prepare management information and reports.

b. CRS to communicate information from its Operational Program Plan in a form useful to FMU.

c. Efforts to develop "work norms", "project inventory" and an "annual cycle of operations" incorporating forward planning of FFW to continue to develop information necessary for planning, operations and evaluation.

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PRINCIPAL FINDINGS AND RECOMMENDATIONS OF THE CONSULTANCY

FOOD MANAGEMENT UNIT

I. BACKGROUND

The food aid program in Lesotho is one of the largest in the world on a per capita basis, and the project activities supported by food aid have been in operation for more than a decade. Several ministries of the Government of Lesotho (GOL), donors and voluntary agencies are involved in the program. The following table summarizes the types and size of programs supported with food aid.

Summary of Project Types and Numbers of Recipients  
Catholic Relief Services (CRS) and World Food Program (WFP)  
Planned 1982 programs

Project Type	Number of Recipients		
	CRS	WFP	TOTAL
1. Food for Work	57,000	28,000	85,000
Workers	(11,400)	( 5,600)	(17,000)
Dependents	(45,600)	(22,400)	(68,000)
2. Pre-School Clinics	144,000	--	144,000
Mothers	(66,000)	--	(66,000)
Children	(78,000)	--	(78,000)
3. Primary Schools	--	267,000	267,000
4. Other Educational Institutions and Hospitals	--	31,900	31,900
TOTAL	201,000	326,900	527,900

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Other donors, including the European Economic Community (EEC), Unitarian Service Committee of Canada (USCC), and the Federal Republic of Germany are providing foods which are used to support the above categories of recipients. Their contributions are supporting essentially the same recipients outlined above, and accordingly, they have not been shown separately. In addition, the EEC has been providing bulk food transfers which are sold to Lesotho Flour Mills to generate counterpart funds for use in food production and storage projects, and the WFP has also contributed wheat for sale to the flour mills to generate counterpart funds in support of the Food for Work (FFW) program. Data on the volume and value of foods provided by all these donors are summarized in Appendix A to the paper.

As can be seen, food aid programs are highly important to the people of Lesotho and have a profound effect on the GOL budget. Reductions in the program would have far reaching implications, particularly if large scale reductions were to take place before the GOL had created its own resources to supply the needs met currently with food aid. However, all the donors contacted in the course of the consultancy indicated that their programs had been criticized by auditors and evaluators for management deficiencies and that it would be difficult to continue the current program levels without substantial improvements in program management.

Over the years, both the GOL and the donors have attempted to improve the management and the development impact of food aid programs, and these efforts have increased substantially in recent years. The Food Management Unit (FMU), Office of the Prime Minister, was created in 1978 and given the responsibility of coordinating food aid programs as well as receiving, storing, transporting (in-country), and issuing all donated food supplies. To date, the FMU has not been able to discharge its responsibilities as effectively as is desired due to both a lack of the necessary personnel and resources within its own organization

and deficiencies in information on program details and forward plans which must be provided by the end-users and donors of the food.

The present consultancy is focused on the correction of these deficiencies, and the principal findings and recommendations are set out below. It is emphasized that the ideas have been developed in discussions with all the interested parties and rely heavily on the information and proposals set out in the Preliminary Organisation Scan of the FMU which was carried out by the GOL Office of Management Services (Cabinet/Personnel). The consultant has attempted to systematise the ideas of the interested parties into a coherent whole which can be used as the basis for a program of work to be carried out over the coming months. As such, it is most important that the final outcome of the consultancy be the development of a consensus of all interested parties. The discussion of these findings and recommendations is an important step in that direction, and any decisions/corrections will be embodied in the final report.

## II. PRINCIPAL FINDINGS AND RECOMMENDATIONS

### A. The Role of the FMU in the Management of Food Aid Programs

Cabinet Circular No. 17 of 1978 (dated May 5, 1978) which established the FMU, assigned it very broad responsibilities with respect to Food Aid Programs. If interpreted widely, the FMU is responsible for the direction of food aid activities carried out by the Ministries of the GOL and the voluntary agencies as well as for managing food resources. In practice, the role of directing programs would impinge on the responsibilities of other sections of the government, and the FMU has not had the personnel necessary to discharge the function in any case.

It should be accepted that food aid programs operate on the basis of broad agreement among a variety of groups and that no one of the groups has the final decision making authority over the others. However, the programs must operate

effectively unless the total program is more structured than presently, and it is recommended that the FMU take the leadership role within a new framework for the program. The FMU will be responsible for calling together all the interested parties on an annual basis (or more often if necessary) 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 will insure that position papers are prepared on the various projects so decisions can be taken with all the necessary information at hand.

Once decisions are taken, the FMU will have the executive responsibility for seeing that the programs are carried through and will support the efforts of end-users by arranging for the call forwards, receipt, storage and initial handling of food supplies for all the programs. However, the end-users of food resources will be responsible for the initial planning of their programs and will be held accountable for the food and the results of the activities supported with the food from the time it leaves FMU warehouses. It is also the responsibility of these users to report to the FMU on a regular basis on the progress of their projects.

The following recommendations concerning the personnel structure and facilities required by the FMU are based on the interpretation of the role of the FMU set forth above. This is also the case with the recommendations concerning the information which the FMU requires from the donors and end-users of food. It is important to recognize that the role and responsibilities to be met by the FMU will be required by the GOL on a continuing basis whether food aid is maintained at the same level or not. Primary schools, hospitals, clinics and other institutions will have to be supplied with food, and emergency reserves of food will have to be maintained whether these are supplied by aid, local production or commercial imports. A well-organized and efficient structure

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is essential to minimize costs no matter how the food is financed.

B. Senior Management of the FMU

At present, the only person in the FMU available to deal with program responsibilities is the Food Administrator who is the acting Manager of the Unit. As such, he is responsible also for the total organization. Given the size of food aid programs, this situation should not continue any longer than absolutely necessary, and a Manager should be appointed as soon as possible. If the present Manager is confirmed in that position, the position of Food Administrator should be filled on a priority basis.

C. Organizational Structure

The organizational structure suggested by the Preliminary Organisation Scan carried out by the Office of Management Services (Cabinet/Personnel) should be used as the basis for establishing a new structure for the FMU (the present and proposed organization charts are shown on pages 6 and 7). Specifically, it is recommended that:

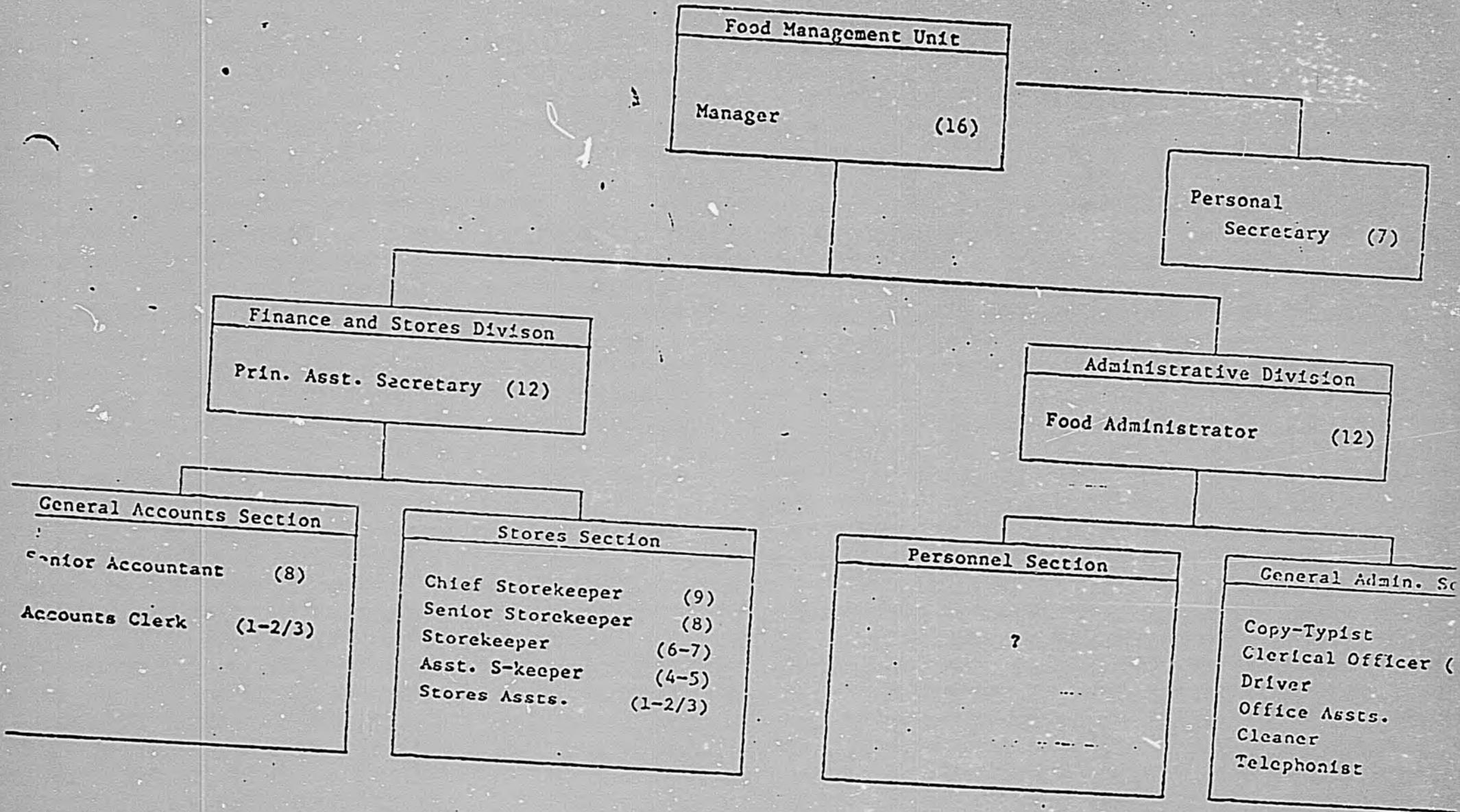
1. The Manager be supported by three divisions: A Plans and Programmes Division headed by the Food Administrator, a Finances and Stores Division headed by a Financial Controller; and a Personnel and Administrative Division headed by a Senior Personnel Officer.

2. The Plans and Programmes Division should include two Project Officers and two assistant Project Officers supported by 2 clerical officers. One of the Project Officers should be responsible for FFW activities and his assistant to be responsible for bulk food transfers (e.g. Mountain Emergency Food Reserves, EEC Food for Cash, etc.). The second Project Officer to be responsible for Primary School Feeding and his assistant for Maternal/Child Health (MCH), Secondary School, and Institutional Feeding Programs. This recommended division of responsibilities is based on the volume of work required in each case. Although the

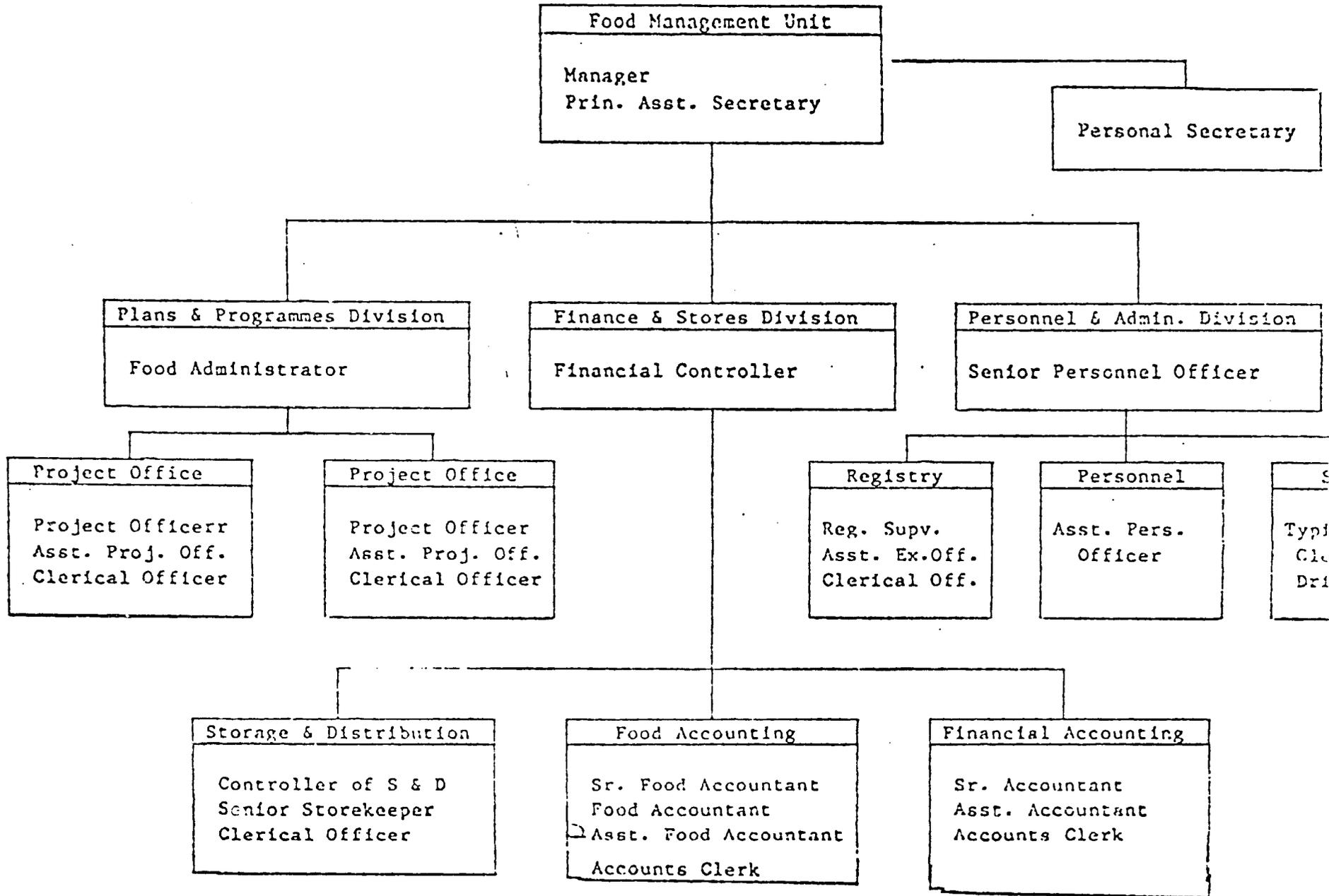
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ORGANISATION CHART

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ORGANISATION CHART (proposed)



(Cont. from page 5)

MCH program involves a large number of recipients, overview of this program has been assigned to a project assistant as the program is run principally by private and voluntary groups. At a later date it may be appropriate to assign a Project Officer to this program as well.

The Project Officers would be responsible for liaison with the GOL ministries, donors, and voluntary agencies involved in each activity area. The end users and donors would develop specific plans for the operation of projects in consultation with the Project Officer to insure that the resources of the FMU, warehousing, transportation, etc. would be available to support the activities. The Plans and Programme Division as a whole would develop annual operational plans for the FMU to provide a basis for calling forward commodities, allocating warehouse space, organizing transportation, etc. It would also be responsible for drafting such documents as the Annual Circular on FFW projects, and requests for donor assistance.

The Plans and Programme Division would be responsible for monitoring the overall progress of activities based upon reports from the end-users and the FMU Accounts Office and for calling on the executing agencies to resolve any problems which are identified. It would compile overall reports and evaluations of activities for use at the annual plan and programme review sessions.

As the FMU does not have such persons on its staff currently (although it may be able to deploy certain of its staff into the project assistants positions particularly if arrangements can be made for retraining), the program officers will have to be sought in other parts of the GOL. If the GOL does not have personnel available currently, USAID/Lesotho should be prepared to provide technical personnel and training under the Southern Africa Manpower Development Project (SAMDP).

3. The Finance and Stores Division should have three sections,  
Food Accounting, Financial Accounting, and Stores and Distribution.

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a. Food Accounting -- The Food Accounting Office should consist of a senior Food Accountant, a Food Accountant and two Assistant Food Accountants, supported by an accounts clerk. The Senior Food Accountant should be responsible for the accounts of the Primary School Feeding Program, the Food Accountant for FFW projects, and the two assistant food accountants for MCH/Secondary School/Institutional Feeding and Bulk Food Transfers respectively. This division of responsibility is again based on the volume of work, and is designed to parallel that of the Program Office. As such, the personnel of the Food Accounts Section will relate to their counterparts in the program office, providing the management information necessary to highlight problem areas (under or over-utilization of resources, need for inter or intra project transfers of resources, etc.) and the Program Office will in turn provide the Food Accounts Office with information necessary for forward planning. Personnel already in the Food Accounts section of the FMU may be able to fill some of these jobs, and WFP has requested a United Nations Volunteer for this office.

b. Financial Accounting -- This office should consist of a Senior Accountant, and Assistant Accountant, and a Accounts Clerk. Its responsibilities include keeping the fiscal accounts of the FMU and managing the counterpart account as directed by the Manager and the Program Office.

(1) Transportation Revolving Account. Responsibility for both the transportation of foods in-country and for budgeting/accounting for transportation costs is highly decentralized. This is a complicated issue which needs to be considered in detail to determine how costs and time can be saved in delivering food to end-users as well as regional and sub-regional warehouses and stores. However, it is recommended that as a first step the FMU establish a revolving transportation fund to cover at least those costs incurred by the FMU in moving foods from border warehouses to stores in country and transfers

of food between warehouses.

At present, although the GOL receives a transportation subsidy for movements of foods provided by WFP, the FMU has to seek a budget for all its transportation costs while the WFP reimbursements go into central finances. Establishing a revolving fund with WFP reimbursements which would be topped up from the GOL budget to cover the balance of costs (the WFP transport subsidy covers approximately 6% of costs while the FMU has to cover all costs for any movements of CRS commodities between its storehouses) would clearly establish the real costs and contributions of both the WFP and the GOL. The Financial Accounts section would be responsible for payments to be made from the fund and for the accounts of the fund.

(2) Counterpart Funds. At present, Counterpart funds are generated primarily by the EEC donations of wheat for sale to Lesotho Flour Mills although the WFP provided a donation of wheat which was sold to generate funds for support of the FFW activities of the Rural Roads Section of the Ministry of Cooperatives and Rural Development (MCRD). The EEC counterpart funds are being used to build storage for the FMU, however, in future they are to be used for food production projects broadly defined. It is recommended that the FMU have responsibility for insuring that counterpart funds are deposited in a special account and for transferring them to ministeries or agencies executing the projects as directed by the Manager, FMU. The executing agencies would be responsible for accounting for expenditures and reporting to the FMU.

(3) Empty Bags and Containers Fund. All the warehouses and stores of the FMU accumulate empty bags and containers in the process of distributing food and destroying spoiled commodities. It is recommended that empty bags and containers be sold and the funds deposited with the Financial Accounts Section for use within the program. Appropriate uses would be minor

repairs or improvements to stores, etc. This account should be administered in consultation with the Stores and Distribution section.

c. Stores and Distribution-- The headquarters office should consist of a Controller of S and D and a senior Storekeeper supported by a clerical officer. These officers will be responsible for supervising personnel in the Regional and Sub-Regional Warehouses and stores, and for insuring that the reports necessary for the Food Accounts Section are prepared correctly and returned on a timely basis. All personnel in the regional warehouses and stores who are accountable for the stocks held therein should be placed on the salaried list, and their grades determined on the basis of the annual turnover value of stocks they are responsible for. This is a highly important recommendation, and is crucial to improving the operations of the FMU.

4. The Personnel and Administrative Division should consist of three Sections: Registry, Personnel, and Support. The functions of these sections are self-explanatory. However the current absence of either a registry or a personnel section has hindered the operations of the FMU.

D. Financial and Physical Resources Required by the FMU

1. Salaried and Wage Staff Requirements

The outline of the proposed structure of the FMU set forth in C. above suggests the need for basic changes in the Salaried and Wage Staff Structure. At present, the establishment list consists of 48 Salaried Positions of which only 23 are filled, and 152 Wage Positions. It is recommended that the Salaried Positions should be increased to 75 and the Wage Positions decreased to 125.

Accordingly while the overall numbers of personnel will not increase, their terms of employment and grades (and hence salaries) will be improved substantially. This has budgetary implications as salaries and wage costs will be increased above the present budget of FY 1982/83 for M335,850. Although this will create difficulties especially in light of Lesotho's current budget stringencies, the increase is justified when compared with the value of the food aid provided (\$20,000,000 in 1982).

The staff of the FMU has suffered from poor personnel policies for a considerable period. Certain of the warehousemen who are responsible for large stocks of food have been daily rate wage employees for many years, and others who are on the establishment list are at grades which are not in line with their responsibilities. Many of these employees are capable of better performances if they had better working conditions. It is strongly recommended that should the suggested format for the reorganization of the FMU be accepted, a careful assessment be made of the performance and POTENTIAL of all the current employees of the FMU and that where ever possible, the new or upgraded positions be filled from within that organization.

## 2. Transportation

a. Staff vehicles -- At present the FMU has only one vehicle which can be used for transporting personnel. This is clearly inadequate given that the Food Aid Program is operating in all the districts of Lesotho and regular field visits should be made to review operations at the warehouses and stores, and to check stocks and records. It is recommended that four vehicles be authorized for the FMU -- two to be shared between the Managers Office and the Plans/Programme and Personnel/Administration Divisions and two

for the Finance and Stores Division. All four should be capable of use in the countryside, and consideration should be given to vehicles capable of carrying both personnel and commodities at least with respect to the two vehicles to be assigned to the Finance and Stores Division.

b. Transportation of Food Commodities -- The FMU has three 7-ton Bedford Trucks which are second hand and experience spare parts problems. These are used mainly for meeting immediate requirements for food transfers between warehouses but the trucks are not capable of transporting food into the mountains given their condition. All requirements for the movement of food between warehouses and in-country which cannot be met by the three trucks have to be referred to the Mechanical Branch, Ministry of Works (MOW). If their trucks are fully occupied, they will arrange for private transporters to move the food or arrange a waiver giving FMU the authority to make its own arrangements with private transporters. This system is somewhat cumbersome and has led to delays in the transfer of food.

FMU does not wish to seek a solution to the problem through building up its own fleet and does not intend to replace the three trucks it has presently when they are written off. However, it has studied the possibility of securing a blanket waiver to permit it to arrange its own transport.

It is the consultant's opinion that the solution to the problem could best be sought through developing much better information on the actual requirements for the movement of commodities. If much more specific information was available on the food requirements warehouse by warehouse, project by project, quarter by quarter throughout the year (this information is also essential to improvements in other aspects of managing the program as will be

seen in the subsequent discussion) the requirements for transportation could be mapped out in advance. The FMU in consultation with the end users of the food could identify delivery requirements to border warehouses in a manner which minimizes the need for inter-warehouse transfers of food (a much better system of food accounting which would allow for inter-project transfers of food would also help to cut down inter-warehouse transfers). As Lesotho is a land-locked country, the donors deliver food to border warehouses on all sides of the country, so minimizing the need to transport food from warehouse to warehouse would represent a savings to the GOL budget.

Secondly, it should be possible to map out the requirements for transportation of foods in-country (e.g., Maseru warehouse to Thaba-Tseka warehouse) and for transportation to sub-regional stores on an annual basis thus providing the Mechanical Branch MOW with advance notice of the need for scheduling trucks. This process would minimize the need for emergency transfers but in these cases the Mechanical Branch should act promptly to authorize FMU to make its own arrangements when they are unable to provide this service.

### 3. Premises

a. Office Space -- Three present offices of the FMU are inadequate, and are located in two different parts of Maseru. A review of space available in government buildings should be made with a view to bringing the organization together in one place. It would be most helpful administratively if the FMU could share the same compound as CRS and WFP--possibly by extending the small office building currently occupied by the Food Accounts Section of the FMU.

b. Warehouses and Stores -- Current warehouse space of the FMU amounts to 107,229 square feet and has a metric ton (MT) capacity of 11,912 MT. This amounts to approximately fifty percent of the annual volume of food donations. In addition, FMU has underway a construction program (financed mainly with EEC counterpart funds) which will increase its storage capacity by approximately 30%. Catholic Relief Services (CRS) calls forward its PL480 foods on a quarterly basis while the system used by WFP requires call forwards be made approximately eight months in advance. Despite this fact, given the regular off-takes of food by the various projects, it appears that the storage space available to the FMU is essentially adequate at present, and that portions of the major expansion planned in warehousing may not be required.

It is possible that additional storage space is needed in certain remote areas to increase the outreach of the food programs to areas whose needs are relatively greater than other areas. In addition, it is possible that warehousing in certain regions of the country are also inadequate and that this is leading to a requirement that foods come initially into Leribe Warehouse, for example, and are later moved to Butha-Buthe thus incurring additional transportation costs. The consultant was not able to make a determination concerning these questions in the absence of specific information on program requirements warehouse by warehouse, project by project, quarter by quarter, as mentioned above. It is recommended that the question of warehousing be addressed as soon as such information is available. The requirements for additional space could be specifically identified and budgets developed for the construction of the warehouses. Any remaining counterpart funds could then be programmed for other development activities (with the concurrence of the EEC).

#### 4. Communications.

The FMU has ten telephones, three of which are in Maseru (FMU headquarters, Food Accounts and Maseru Warehouse). The other seven telephones are at the regional warehouses; all regions are covered except Thaba-Tseke. The headquarters office has only one line and an old switchboard. At present, the warehousemen in the districts often experience difficulties in getting through and are forced to call other organizations and ask them to relay messages to the FMU. This creates considerable management difficulties. It is recommended that a new switchboard be provided to the FMU with a minimum of three lines (this should be increased to four as soon as the headquarter unit and the food accounts are together in the same office).

Five radios are available from CRS and are awaiting installation at Thaba-Tseka and Semonkong which presently have no telephones; in addition, sets will be installed at Mokhotlong and Qacha's Nek which are often difficult to reach by telephone and one set will be retained at the Food Accounts office. These radios have been available for some months but are awaiting the installation at each site of the two pole and the wiring which serve as the antennae for the radio-phones before they can be connected. Considering the value of improved communications to the program (not to mention the waste of failing to use a resource which is badly needed by other programs in Lesotho), it is recommended that the steps necessary to install the radios be taken on a priority basis. Five sub-stores in remote locations are also unserved by either telephones or radios and should be added to the radio net as soon as funds are available.

Improved communications would assist in controlling the entire program as stock figures could be checked on a weekly basis, thus leading to the

early identification problem areas. In addition, arrangements could be made to give warehouses advance warning of the arrival of trucks from South Africa when they pass through border customs posts so crews can be standing by for unloading and demurrage charges avoided. Communications between warehouses would also permit, for example, sharing of labor when large arrivals are expected, sharing of empty bags when rebagging is required as a result of damaged shipments, etc. The speed of communications in these circumstances would be reflected in a reduction in program costs. When the radio phones are in place, a warehouseman's conference should be called to review the increased efficiencies which communications will facilitate and to establish these networks and working relationships.

#### E. Program Information and Reporting

As was stressed several times in the preceding sections, many of the management problems of the FMU cannot be resolved without much more precise information on the timing and volumes of food required at various locations around the country by the several activities supported with food aid. One of the first tasks of the program office of the FMU will be to work with the GOL Ministries, donors, and voluntary agencies to develop this information. This section briefly reviews the problems and makes recommendations concerning ways in which the donor and user groups can begin to develop the information required by the FMU before the reorganization takes place.

#### 1. School Feeding and Institutional Feeding Program

a. Primary School Feeding -- The primary school feeding program which receives its food supplies primarily from the World Food Program is the largest single food aid activity in Lesotho. Approximately 1,100 schools are

involved and in excess of 250,000 children. The program has expanded rapidly over the last few years with the large increase in primary school enrollment. Pupils attending all schools registered by the Ministry of Education are to be covered by the program.

The Ministry of Education has recently established a School Feeding Unit which is taking responsibility for oversight of the activity. However Save the Children Fund organizes, and in part, pays for transportation of food from the Food Management Unit warehouses to schools (the balance of transport costs are covered by a transport subsidy provided by WFP and by a parents' contribution of 70 cents per year for each child receiving school lunches). As a result, information on the amounts of food transported to individual schools, amounts utilized, and stocks held are currently available only from the reports issued by the SCF which are based on end use information submitted by the schools to SCF. The most recent report available is for the quarter up to June 30, 1981.

However, even this report does not provide the information required by the FMU. It is most important that the information recorded on each school include the warehouse from which it receives its supplies and the pattern of deliveries (quarterly or biannually, if biannually in which 2 quarters the deliveries are made). This will permit estimates to be developed of the total food requirements at each warehouse quarter by quarter to feed the primary school program. Such information can also be used for forward projections based upon trends in enrollment, etc. In addition, efforts should be made to assess the impact of the average daily attendances at different times in the year on stocks at the schools, as deliveries on the basis of original enrollments may well result in an oversupply at certain schools with consequent spoilage or misuse of commodities.

At present, SCF records the information and prepares its reports by hand. Thereafter, the report is printed at high cost, especially in light of the limited number of copies required. Preparing projections on requirements and analyzing the implications of changes in stocks or utilization patterns are difficult given that all manipulations of the information must be carried out by hand and there is a very limited staff available to do this work.

A major improvement could be achieved by putting the information on a computer and using the computer to prepare the quarterly reports thus saving both time and money. The Ministry of Education (MOE) has staff of the Bureau of Statistics assigned to the MOE to collect data and update information on the primary schools; this will be a continuing activity. The consultant was advised that there is sufficient machine time available to include the SCF data in their program of work; personnel are a constraint but this can be resolved if the additional trainee who was to be employed this month is assigned to the MOE. Given the importance of the program it is recommended that the MOE, SCF and WFP take the steps necessary to computerize the information on the primary school feeding program on a priority basis, and produce the information required by the FMU.

b. Secondary and Institutional School Feeding -- These feeding programs create fewer difficulties from a management point of view than the primary school feeding program. Approximately 100 secondary schools, eight agricultural training schools, and 30 hospitals receive food aid. All these institutions make their own arrangements to collect food from the FMU warehouses and reporting is more up to date. However, the FMU requires informa-

tion on this program of the same type as that outlined for the Primary School program, i.e., feeding requirements warehouse by warehouse and quarter by quarter, and this information should be prepared by the participants in the program.

## 2. Maternal Child Health

The MCH program is administered by Catholic Relief Services in cooperation with approximately 70 clinics and covers all districts of Lesotho. Arrangements are made by the clinics to collect the food from FMU warehouses and reporting is up-to-date.

CRS regularly advises the FMU of the volumes of food which are being called forward for the program and requests the FMU to move commodities from border warehouses to warehouses and stores in-country (the GOL has agreed to pay the costs for these in-country movements of CRS food in the cooperation agreement between the two parties). CRS prepares an operational program plan on a September - August fiscal year basis and has the information necessary for FMU management purposes, e.g., volumes of food to be handled at each warehouse, timing of drawdown on supplies, volumes of food to be moved in-country. This information should be communicated to the FMU.

## 3. Food for Work

A number of GOL ministries, development projects and donors are involved in FFW. The FMU already takes a leading role in FFW and compiles a quarterly circular to its warehouses specifying project by project allocations for FFW activities which serves as the basic implementation document for the program.

A number of consultants and intra-government groups have made suggestions on ways of improving the FFW program: the present consultant worked with the interested parties to prepare a report in December 1981 which made a number of recommendations on ways of enhancing the management system and development impact of FFW. These included an annual cycle of operations incorporating a forward planning exercise, the use of work norms as a planning/management tool, and the preparation of an inventory of all Food for Work projects. These recommendations essentially have been accepted by the participants in the program and efforts are underway to have the new system fully operational by September 1983. These improvements will provide the FMU with the information necessary to prepare its operational plan, and the recommended reporting system will provide the necessary information on progress towards meeting the targets of activities as well as utilization of the food.

## Appendix A

Organisation Scan  
Food Management Unit

Food Aid Donor: World Food Programme

Commodity	Year	Amount in Metric Tons	CIF plus US \$ value
Maize Meal	1980	5,565	\$2,226,000
	1981	15,313	6,125,200
	1982	4,717	1,886,800
Canned Fish	1980	448	1,489,600
	1981	396	1,316,700
	1982	84	279,300
Vegetable Oil	1980	505	673,165
	1981	1,095	1,459,635
	1982	490	653,170
Pulses	1980	616	410,256
	1981	2,046	1,362,636
	1982	762	507,492
Blended Food	1980	816	445,536
	1981	2,139	1,167,894
	1982	1,000	546,000
Dried Eggs	1980	250	1,832,750
	1981	40	293,240
	1982	-0-	-0-
Wheat Flour	1980	624	215,904
	1981	800	276,800
	1982	760	262,960
Dried Skim Milk	1980	30	36,000
	1981	107	128,400
	1982	-0-	-0-
Cheese	1980	36	144,000
	1981	76	304,000
	1982	-0-	-0-
Wheat	1980	4,200	1,062,600
	1981	4,364	1,104,092
	1982	-0-	-0-
Maize	1980	490	136,670
	1981	-0-	-0-
	1982	-0-	-0-
Cocoa	1980	-0-	-0-
	1981	16	64,000
	1982	-0-	-0-
Coffee	1980	-0-	-0-
	1981	13	172,900
	1982	-0-	-0-
Fruit	1980	-0-	-0-
	1981	-0-	-0-
	1982	140	373,240
TOTALS	1980	13,880	8,672,481
	1981	26,405	13,775,497
	1982	7,953	4,508,962

Note: 1982/82 program not yet complete. Current estimates

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Organisation Scan  
Food Management Unit

Food Aid Donor: CRS/Lesotho

Commodity	Year	Amount in Metric Tons	CIF plus US \$ value in Maloti
Non-Fat Dried Milk	1980	3,408	M 783,133
	1981	3,456	811,310
	1982	3,456	1,007,671
	1983	3,456	(a)
Bulgur Wheat	1980	3,920	623,201
	1981	3,975	645,623
	1982	3,975	801,885
	1983	3,456	(a)
Soybean Oil	1980	2,046	1,101,567
	1981	2,070	1,141,202
	1982	2,070	1,417,407
	1983	2,070	(a)
Cornmeal S. F.	1980	3,105	577,458
	1981	3,105	598,235
	1982	3,105	743,026
	1983	3,105	(a)
All-Purpose Flour	1980	3,105	650,657
	1981	3,105	674,068
	1982	3,105	837,213
	1983	3,105	(a)
TOTALS	1980	15,584	3,736,016
	1981	15,711	3,870,438
	1982	15,711	4,807,202
	1983	15,192	(a)

Note: (a) 1983 program not yet approved.

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Commodity	Year	Amount in Metric Tons	CIF plus US \$ value in Maloti
Wheat	1980	3,000	M 945,000
	1981	4,000	1,260,000
	1982	6,000	1,980,000
	1983	(a)	(a)
Butter Oil	1980	56.94	372,982
	1981	100	654,353
	1982	200	1,370,000
	1983	(a)	(a)
Milk Powder	1980	300	240,000
	1981	300	291,200
	1982	300	340,000
	1983	(a)	(a)
Sugar	1980	-o-	-o-
	1981	-o-	-o-
	1982	475	230,000
	1983	(a)	(a)
TOTALS	1980	3,356.94	1,557,982
	1981	4,400	2,205,553
	1982	6,975	3,920,000
	1983	(a)	(a)

Note: (a) 1983 program not yet approved. Request is to be submitted in August 1982.

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Organisation Scan  
Food Management Unit

Food Aid Donor: Unitarian Service  
Committee of Canada

Commodity	Year	Amount in Metric Tons	CIF plus US \$ value in Maloti
Evaporated Milk	1980	350	M 366,279
	1981	62.461	40,653
	1982	-o-	-o-
	1983	(a)	(a)
Milk Powder	1980	300	240,000
	1981	300	291,200
	1982	(Pending)	(Pending)
	1983	(a)	(a)
Egg Powder	1980	25	30,664
	1981	-o-	-o-
	1982	-o-	-o-
	1983	(a)	(a)
TOTALS	1980	675	636,943
	1981	362.461	331,853
	1982	(pending)	(pending)
	1983	(a)	(a)

Note: (a) 1983 program not yet approved. Request is to be submitted near end of Calendar Year 1982.

Organisation Scan  
Food Management Unit

Food Aid Donor: Federal Republic  
of Germany

Commodity	Year	Amount in Metric Tons	CIF plus US \$ value in Maloti
Rolled Oats	1981	580	M 300,000

Note: Request has been submitted for 9,000 tons of  
wheat and wheat flour for 1982/83.

