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SUBJECT - FOOD FOR FREEDOM (Food for Development) PROP

REFERENCE -

NONCAPITAL PROJECT PAPER (PROP)

Country: ECUADOR

Project No. 518-69-[illegible]0-091.1

Submission date: Sept. 5, 1969

Original: X

Project Title: FOOD FOR FREEDOM (Food for Development)

U.S. Obligation Span: FY 1956 through FY 1975

Physical Implementation Span: FY 1956 through FY 1975

Cross life-of-project financial requirements:

U.S. dollars	8,077,000
U.S.-owned local currency	0
Cooperating country cash contribution	320,000
Other donor	260,000
Totals:	8,657,000

Food total tons: 49,492.

OTHER AGENCY
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Agr
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HEW
BB
TRSY

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A. Summary description, including Tabulation of Planned Inputs

The incidence of malnutrition and undernutrition in Ecuador is among the highest in the Western Hemisphere. Local capital and social inputs have been insufficient and there is little promise of sufficient mobilization of resources to adequately relieve the seriousness of this problem in the near future. Low inputs are reflected in perfunctory planning and implementation of programs devised by the National Government to tackle the problem of malnutrition. The Catholic Relief Services, - United States Catholic Conference (USCC), proposed project under Public Law 480, Title II would attempt to use US-donated foodstuffs as a catalyst and incentive for community and economic development.

The project is justified for the following reasons:

(1) The low level of agricultural production in Ecuador, and the recent decline in per-capita food production.

(2) Disequilibria and bottlenecks in marketing, storage, land use, etc., which further limit the amount of food available.

(3) Low calorie and protein intake, often one-half of the minimum daily requirement, impede effective organization and implementation of community efforts of development or self-improvement.

US-food assistance, as proposed here, would increase the energy level of participants in community development and economic activities in order that projects proposed could be undertaken and completed often at increased productivity levels. This would naturally both facilitate and accelerate national development with a concomitant desire on the part of the community to mobilize its resources.

At this time, it is difficult to ascertain with precision what changes or results in the existing situation would occur, and targets obviously cannot be accurately established. However, results could be measured by number and kilometers of roads built, number of successful colonizations undertaken and so forth. Initially, at least, targets should be established only for one or two years into the future. In FY 1970 and FY 1971 the project would establish as targets the construction and improvement of 350 kilometers of roads, the implementation of 10 potable water systems, and an increase of 5 colonization projects aided. These numbers could be doubled by FY 1975. With regard to other kinds of food-for-development projects,

no projection or targets can be described at this time since these projects would be undertaken on an ad-hoc basis. One of the major objectives of this food project would be its catalytic effect on stimulating community effort and building strong local orecommunity institutions.

Because of the extent of the need for food, the high (3.4 percent) annual population growth rate, and present production and distribution problems, it is felt that food assistance will continue to be necessary after the projected life of this project, though probably only on a regional rather than countrywide basis. Therefore, although the attached time projection for the project shows FY 1975 to be the last and the peak year in inputs of food, it is highly suggested that a study be made in FY 1972 to ascertain to what extent food needs can be met by local sources and a revision upward or downward of inputs for this project be made at that time.

Although the project would be countrywide, emphasis would be placed on development activities in the Indian areas of the Sierra and the eastern lowlands, areas where Catholic Relief Services has begun to formalize social and economic plans for development and has already invested money for such activities.

The first three years (1956, 1957 and 1958) of project life would indicate structural and operational difficulties that would demand revision. Revisions should not be based solely upon overall country economic viability indicators, but rather in conjunction with the extent of the need for food by the individuals being served by the program as related to their ability to acquire foods in any other way.

B. Environment of Projects

Ecuador's mid-1969 population is approximately 5,900,000 inhabitants, living in three clearly defined zones: The Litoral or coastal region, a strip fifty to one hundred miles wide containing 47 percent of the population; the Sierra of highland region, which contains 51 percent of the Ecuadoreans; and the Oriente or lowland area, which is a vast sparsely inhabited jungle, forming part of the upper Amazon Basin. The Galapagos Islands, in the Pacific Ocean, are inhabited by 2,500 Ecuadoreans.

From the economic point of view, the country is one of the most underdeveloped in Latin America, and economic growth (4.5 percent annually from 1960 to 1968) is not keeping much ahead of the population increase, which is about 3.4 percent annually. Approximately 45 per-

cent of the population under fifteen years of age, with pre-school age children comprising 20 per cent of the population. In 1967, the Finance Ministry estimated that the two per cent of the population in the highest economic or income bracket had a per capita income of US$ 1,167. A recent national wage law gave farm workers a daily minimum wage of US$ 1.14, a substantial increase from the previous US$.38, but most employers are ignoring the law. Moreover, farm work is highly seasonal so that this labor group contibutes to the high percentage of disguised unemployment.

The economy of Ecuador is based on agriculture, which employs about 55 per cent of the labor force, accounts for one-third of GNP, and provides more than 90 per cent of the country's exports. Land distribution, though, is very unequal. The last census (1954) showed that 64 per cent of the land was held by only 2 per cent of the farmers. At the other extreme, 73 per cent of the farmers held plots of less than 5 hectares, which comprised only 7 per cent of agricultural land. No significant changes in the structure of land ownership have occurred since the 1954 census.

In spite of the fact that few disciplined nutrition studies have been made in Ecuador, it is most evident that large groups of the population do not enjoy either a qualitatively or quantitatively minimal diet. The infant mortality rate is extremely high, approximately 93 per 1,000 live births, one of the highest in Latin America. The overall mortality rate is also among the highest in the Western Hemisphere, 11.2 per 1,000, and life expectancy is around 52 years. Malnutrition is a contributing factor to the high mortality rate and short life span.

In the fifties, the Ministry of Economic Affairs informed the Congress that about 95 per cent of the population was undernourished because it could not afford more than 1,500 calories per day, instead of the normal intake of 2,200. The diet of the vast majority is extremely deficient in proteins and fats, and to a slightly lesser degree in vitamins and minerals. Small farmers sell whatever milk and eggs they produce rather than consume them, since they are luxury foods providing realtively high rates of return. Only a few vegetables are cheap and abundant enough for general consumption, the onion occupying first place, followed by the cabbage. Other foodstuffs may be available in great quantities in one region, but for lack of roads or cheap transportation are left to rot instead of being widely distributed. This is the case, for instance, with bananas. Frequently valuable foodstuffs which could easily be

produced are either unknown or are gradually disappearing, like quinoa, a very nutritious grain native to the Andes. Ecuadorians know little of food values. As in other parts of the world, people nearly always seem to prefer the least nutritious foods, such as polished rice, bleached flour, refined sugar, etc. In some ways the Indians who cannot afford these relative luxuries are therefore better fed than the town mestizos and the whites. Their diet, however, is deficient in other ways. For thousands of Ecuadorians, daily food consists of little more than one meal a day. This is especially true in the Sierra, where breakfast is often just a cup of hot water sweetened by raw sugar, with a little cinnamon added for spice.

Food for development activities would be expanded annually with emphasis on resettlement schemes, the construction of roads and schools, and the installation of potable water systems. This would be one of the most effective means of using US-donated foods and very often would be responsible for creating the environment necessary for other community development projects; these subsequent projects might not use or require US-foods.

The project would create an environment for community and economic development by acting as a catalyst and supplying additional energy inputs for productivity. Economic studies show that the amount of work a laborer can expect to perform depends on his energy level, his health, his vitality, etc., which in turn depends on his consumption level and, most directly, on the nutritive value of his food intake.

In brief, the project would raise the energy level of the worker in order to participate in food-for-development tasks. And probably as a result of undertaking and completing a community project, the worker would improve his standard of living and increase possibilities for earning higher income through projects such as roads which will lower marketing costs.

With regard to food-for-development projects, economic and social benefits or results are envisioned in proportion to the number of recipients or workers participating in such projects.

An "input-output" matrix could be drawn to illustrate this. Output would be measured in number of miles of roads built, houses constructed, etc., or in time taken to complete an activity.

Output increases will be determined both by the level of food inputs and by the number of recipients.

Increased food inputs raise potential energy capacity and could increase productivity substantially on construction activities where high energy expenditures are needed. Moreover, the food becomes a kind of social overhead capital which in the case of development projects could encourage the undertaking directly productive activities which would not have been attempted without social overhead investment. For example, the construction of a feeder road with US-food donations not only could increase marketing possibilities for the community, but could attract capital for agricultural improvements and even food processing.

In addition to the economic benefits described above, the proposed food project would also complement government funds now allocated to community development. In addition, food-for-development activities would often eliminate idle or disguised unemployment in rural communities and create efficient cooperating work units responding to desire and pride in community improvement. This feeling probably would develop a civic attitude for participating in government development plans.

In project implementation, no serious legislative or administrative problems are expected to arise. Generally speaking, the government has declared itself in accord with the desired results of this proposal. However, future administrations could view the project differently.

The importation and use of US-donated foodstuffs would not adversely affect Ecuador's agricultural production, nor would it cause imbalances in present marketing systems. Of the commodities which would be used, wheat flour, rolled oats, cornmeal and milk are produced locally, but in very limited quantities, and wheat and oil are the country's two largest food imports.

Generally speaking, high cost limits their availability to the participants of this project. Rather than as a detriment to increased domestic production of these commodities, the US-donated foodstuffs could create a local demand and encourage the establishment of these and other food industries, either through government action or profit incentive. On the basis of new demand, coupled with effective government agricultural policies, the industries now producing the foods mentioned above could feasibly increase production and lower prices in order to make their products available to larger segments of the population.

C. STRATEGY

All food for development activities fall into the following categories:

1. Economic Development Work Projects - Desirable economic development includes construction of water production and control projects (wells, dams, reservoirs, ponds, drainage ditches); construction of roads, small bridges, wharves or piers, and fences; improvement of land through clearance, drainage, reforestation, leveling andcultivation; and sustenance of farm families and their foundation livestock during resettlement and while engaged in land reform activities.

2. Community development - Desirable projects include construction of, or renovation of buildings for schools, community centers, bath or health centers, privies or sanitation facilities, emergency shelters, child feeding centers and recreation areas; clearance of debris in disaster or slum areas; and construction of streets in villages or towns. Construction and renovation of distribution centers or commodity warehouses are considered as community development activities.

The ultimate objective for all projects in categories 1 and 2 is to undertake and complete, singly and collectively, essential economic and community improvements by utilizing needy and otherwise idle or underemployed people to develop pride of accomplishment in doing things for themselves, their community and their country.

3. Educational Development Projects - Educational development includes those projects which, through education and training, improve the self-help capabilities of individual participants and result in needed community improvements. These activities include but are not limited to literacy classes; vocational training and re-training, particularly in agriculture, fishing and handicrafts designed to meet local needs; and training of the handicapped. The primary objective for support of educational activities is to provide needy individuals an opportunity to improve their capabilities and thereby enable them to produce more for themselves, their community and their country.

4. Health and Sanitation Development Projects - Health and sanitation development activities may include, but are not limited to,

instruction and training in nutrition, child care, personal hygiene, home sanitation, family health, food handling, environmental sanitation, control of rodents and insects and control or eradication of disease.

5. Livestock Feeding projects - livestock and poultry feeding projects are designed to assist in increasing the production of animal protein foods in areas that are adapted to production of poultry and livestock and where production of animal products is insufficient to meet the effective local demand. Title II Feedgrain may be authorized for livestock or poultry production if (a) the project will lead to a needed improvement in supply and quality of animal protein foods; and (b) livestock feed is not otherwise available (i.e. the farmer is unable to produce or purchase sufficient feed at existing market prices, or the country cannot reasonably be expected to import it through commercial channels).

6. Land Reform Settlement Projects - Title II commodities may be provided for the sustenance of settlers and their families and/or their essential foundation livestock while they are in the process of either bringing new land into production or of changing existing land use and livestock operations into more productive and desirable enterprises. Work projects may be directed toward land reform or community development for the common benefit of the settlement.

The above projects would be implemented through Caritas del Ecuador, the local counterpart agency of Catholic Relief Services - USCC. Presently, about 30 full-time paid employees and 400 volunteers and part-time employees, including warehousemen, customsman, etc: are employed in one or another phase of the food program. The National Caritas Office includes a Director, port dispatchers, a customs broker, a supervisor of food for development activities, a secretary, and two persons involved in program control. An agreement with Caritas, signed in 1965, allows Catholic Relief Services - USCC to retain freedom of action to carry out full supervisory responsibilities and to take any unilateral action deemed necessary, if conditions so warrant. For this purpose, Catholic Relief Services presently maintains an office in Ecuador, by three American citizens, with three local employees as end-use checkers, and two secretaries.

During the life of the project, as expansions are made and qualified technicians are needed, Caritas de Ecuador would employ additional personnel. The development of responsibility by the local counterpart is deemed one of the most feasible ways of establishing a strong private sector institution, which can help develop a stronger private sector group of institutions when communications are established among the various organizations, as is now taking place.

The Ecuadorian government would cooperate with the project by providing duty-free entry for commodities and by paying port costs and interior transportations expenses to regional warehouses. Of the amount of money allocated to Caritas by the Ministries of Public Health and of Education, it is estimated that US $25,000 would be used in this program during FY 1970. Furthermore, the government would lend technical and material services to the program from time to time.

Provincial Development Committees, colonization and land reform offices and other entities of the government are expected to contribute financially and with materials and personnel. In March 1969, the Provincial Development Committee for the Provinces of Chimborazo, Los Ríos, and Bolivar tentatively agreed with Catholic Relief Services to work out a program of development involving US-donated foodstuffs. The Committee in Tulcán has also been contacted. These entities could contribute in excess of US $25,000 in FY 1970 for the operation of the food-for-development program in their respective areas.

Local private sector financial contributions would be in excess of US $25,000 in FY 1970 and could increase to US $50,000 in FY 1975, thereafter remaining stationary. These contributions or allocations would be used to purchase tools, construction materials, gasoline, etc., for the projects undertaken. Some funds would be used for local food purchases to complement that donated through this project. This would be the case with training courses where more foods would be required for a balanced diet. The total value of worl days would also need to be calculated, but presently we can only estimate that it would vary greatly, from perhaps US $150,000 in FY 1970 to US $400,000 in later years.

Among other important agencies that would participate in food development activities are: Lion's Club, Rotary Club and Peace Corps. Resettlement schemes are being developed in FY 1970. About one-sixth of all project participants are expected to be colonists. Many projects

would also be implemented through various church groups, community committees, and social promotors. In summary, the possibilities of varied and increased private and public support for this food-for-development project are very good.

The Title II food-for-development project would be countrywide as in FY 1969. About 9,000 workers and 40,000 dependents are expected to participate in the project in FY 1970, this number increasing to 22,000 workers and 100,000 dependents in FY 1975. Generally speaking enough US foods would be given to the worker for himself and up to a maximum of five dependents. Each projected year more workers are programmed since some of the men participating in an activity might be single, and in addition, many training and literacy courses would be allocated food for the adult students but not their dependents. In FY 1970, the participant would have to work 5 days of 4 hours each in order to receive US food; this stipulation could be revised as needed. The ration for the first year would fulfill less than 20 per cent of the caloric needs of each worker and dependent. Milk would be programmed for dependents under age 18 in order to get good protein into the diet of this needy group.

In each fiscal year of the life-span of this project, the maximum or near maximum food ration will be programmed for participants of resettlement schemes since the need for such assistance is greater than in other food-for-development activities. As permitted in the new guidelines, the food would be sold to the colonists where possible, on a controlled basis and with the consent of USAID/Ecuador, with funds being reinvested into each individual project according to a list of priority needs established by Catholic Relief Services.

The projection of this project is:

(1) General Food for Development Activities -

FY	No. of Recipients			
1970	9,000	workers,	40,000	dependents
1971	10,000	"	45,000	"
1972	13,000	"	60,000	"
1973	16,000	"	75,000	"
1974	19,000	"	90,000	"
1975	22,000	"	100,000	"

(2) Land Resettlement Program

1970	10,000	recipients
1971	15,000	"
1972	15,000	"
1973	20,000	"
1974	22,000	"
1975	25,000	"

Catholic Relief Services/Ecuador plans to submit for financing a project proposal to support its food-for-development activities in FY 1970 by financing in cooperation with a US or European foundation an annual fund of US $10,000 for allocating up to $500 each to worthwhile food projects for the purchase of needed materials. Experience has shown that many projects are not undertaken or completed because they lack a small amount of money. This fund would naturally give increased impetus to the food program. A request could be submitted at a later date to continue the fund to FY 1975. In addition to this fund, Catholic Relief Services, as in the past, would finance certain food projects that fell within the organization's development priorities for funding projects.

Since socio-economic food projects would bring US-donated foods into the families of workers, there would be a need for instruction on utilization of these foods. Such information would naturally be disseminated to all projects, but in addition, wherever feasible, nutrition education classes would be organized indicating what local foods are or could be available, their values, and how to best prepare them. These classes would be organized through the agencies or groups implementing these activities.

D. Planned Targets, Results and Outputs

At present, it would be extremely difficult to ascertain approximately at what future date Ecuador would be able to supply all of its food needs, and thereby the energy requirements of its population to participate effectively in social and economic development. Obviously, because of disequilibria in production and supply, it is highly possible that food assistance will be needed for the next few decades in some areas of Ecuador. This will depend on the government's policy towards rural and agricultural development.

The major target of this food project is to establish preconditions for economic and community development. As food and limited available funds are invested in development projects, the quality of the labor force and the energy with which it applies itself in productive capacities or projects increase. In many instances, the successful completion of food projects would increase net personal income through construction of a road to market agricultural produce, lower purchases of medicines and drugs as a result of a water project, or increased productivity resulting from an irrigation system or a course in better applied agricultural techniques. By providing or stimulating labor-intensive work activities in seasons when workers are idle, the project also would be eliminating a percentage of the high incidence of disguised

unemployment found today in Ecuador. In sum, the food-for-development project could create; (1) an increase in the work capacity qualitatively and quantitatively of the labor force, (2) an increase in the size of the labor force, (3) an increased ability in the localeconomy to overcome low productivity through construction of overhead facilities that would not be undertaken by individual persons. Total project output, as noted in the section on project environment, could be measured by number of miles of roads built, number of houses constructed, increase in community income and production, and so forth. These outputs, of course, would have to be related to inputs in terms of man-hours, cash outlay, etc.

Some US-donated food could be invested in improving animal husbandry and poultry. Projects of this nature might be implemented solely because the food assistance is available and acts as a catalyst. Until economically viable, most of the income from such projects be reinvested. Output can be measured by the number of chickens, number of cows, milk production, etc., and by increases in income.

Although it is apparent that there is a close relationship between community development, as a means to overall economic development, and the "up-by-the-bootstraps" approach, projects would need to be throughly studied before receiving food assistance so as to efficiently utilize local resources without absorbing too many retard development. In many such food-for-development activities, Catholic Relief Services would provide technical assistance to decrease this possibility.

By stimulating local private sector groups to participate in food-for-development projects, Catholic Relief Services would be contributing to institutional development. Local groups often lack financial and material resources to undertake a project, but with food assistance and small sums of money (see the section on strategy) the desire to implement their plan and to carry it through to completion. This would help create in the private sector an awareness of development needs, technical competence, and expectation for future endeavours, often in cooperation with other private-sector groups and with public agencies. Although difficult, results here could be measured by number of projects each participant group undertook during the time-span of this project.

E. Course of Action

Much of what can be described as course of action on project

implementation was discussed in the section on Strategy. As pointed out in that section, planned financial resources and personnel would be sufficient to feasibly carry out the project and produce expected outputs, where the latter were projected. Also, reference may be made to the attached tabular breakdown of financial inputs and food inputs for the estimated life of the project.

All US-donated foodstuffs for this project would arrive at the port of Guayaquil and be allocated to specific warehouses on the basis of each phase of the food project. There are presently thirty warehouses in the country. Additional warehouses would be provided as demands require shorter logistical systems. Warehouses would continue receiving only a 2-3 month supply of foodstuffs. These warehouses would then allocate food to food-for-development activities.

When the food is received in the warehouse, a certificate of delivery would be signed noting the food type, amount received, packing list number, and any damages or losses incurred in interior shipment. All these would be checked against survey and vessel outturn reports received from the port of entry.

Project proposals for food assistance would be submitted to Catholic Relief Services/Caritas by the agencies and groups described in the section on Strategy, studied as to feasibility and priority, and then either approved or returned. If approved, a census of workers and dependents would be made and submitted to the National Caritas Office; this may accompany the project request.

Food distribution would be handled either by a committee of the workers, or by the person supervising and responsible for the project. Distributions would usually be made on a weekly basis, with the food being picked up from a regional warehouse. The ration would be calculated against the number of days worked by each worker for the previous month or two-week period. No food would be given until work sheets are received by the warehousemen and calculations are based on these reports. In other words, the worker would have to work on the project first before receiving his ration.

Catholic Relief Services' and Caritas' end-use checkers would make periodic visits to see what projects are being implemented and that food distributions are made properly. Instructions would be sent periodically to all project directors informing them of changes of regulations, rations, and other change in the food program. Terminal reports would be submitted.

In order to receive US-donated foodstuffs, the person in charge of a food-for-development activities would have to sign a contract, which would bind him to abide by the established regulations. An agreement with Caritas, signed in 1965, assures Catholic Relief Services - USCC and US government representatives that they would be permitted to investigate and review foods in storage, make end-use audits, and to examine control records or accountability. The project herein proposed would be periodically audited by Catholic Relief Services' regional director for Latin America, based in Lima, and by regional auditors.

Port facilities are considered adequate. Storage facilities within the country are more than adequate for the programmed tonnage estimated to FY 1975. Precautions are taken to keep all storage facilities dry, cool, ventilated and free from rodents. Maintenance, repairs, and alterations are made as required. Most warehousing conditions are comparable to the average commercial facilities in each area.

Inland transportation would be handled generally by truck or train. In the mountaneous areas, food supplies would be transported by mule. Supplies often reach the eastern lowlands (1) by airplane, when available, and (2) by motor launch.

All foods that would be programmed are now used and usually are well accepted. Foods that would generally be imported for the program are: rolled oats, cornmeal, milk, wheatflour, soybean oil, and bulgur wheat. CSM and other commodities may be programmed from time to time.

Food requirements would be calculated on the basis of providing a nutritional balance to dietary deficiencies among eligible recipients and of supplying or replacing physical or mental energy outputs expended in the food activity. These requirements would be subject to change in each fiscal year projected (see the attached Annual Estimate of Requirements).

Food-for-development project directors would be instructed to inform recipients of the origin of the food. Circulars and distribution forms would carry a notation in some manner that the food is a gift from the people of the United States to the people of Ecuador as they now do. However, a verbal statement of origin would often be made to the recipients because of the high illiteracy rate in Ecuador.

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INPUT TABULATION OF PROJECT LIFE

Fiscal Years	AID-controlled Local Currency U.S.-owned	AID-controlled Local Currency Country owned	Other Cash Contribution Cooperating Country	Other Donor Funds ($ Equiv.)	Food for Freedom Commodities. (1) Metric Tons	CCC Value & Freight	World Market Price
Prior through Act. FY.68 (estimated)	-0-	-0-	50,000	30,000	2,577	474,000	453,000
Oper. FY.69(2)	-0-	-0-	20,000	15,000	1,008	104,000	100,000
Budg. FY.70	-0-	-0-	35,000	25,000	4,727	783,000	748,000
FY.71	-0-	-0-	35,000	25,000	5,470	893,000	850,000
FY.72	-0-	-0-	40,000	35,000	6,830	1,116,000	1,062,000
FY.73	-0-	-0-	45,000	40,000	8,190	1,339,000	1,274,000
FY.74	-0-	-0-	45,000	40,000	9,740	1,599,000	1,519,000
FY.75	-0-	-0-	50,000	50,000	10,950	1,769,000	1,679,000
TOTAL LIFE			320,000	260,000	49,492	8,077,000	7,685,000

(1) Includes technical and material assistance, but not clothing which would be distributed by Catholic Relief Services - USCC to workers and their dependants.

(2) Not all of what was programmed will be received since 1st. Quarter FY.69 shipments were suspended for re-organization of the program and because of the port strike.

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