THE IMPLEMENTATION OF A PLANNING, MONITORING AND EVALUATION SYSTEM FOR PL480 TITLE II FOOD FOR WORK PROGRAMS IN INDIA

June 22, 1984

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June 22, 1984

EXECUTIVE SUMMARY

In the Food For Work project in India, Catholic Relief Services (CRS) is embarking upon a difficult and unique endeavor which has implications for FFW projects worldwide. It is attempting to implement a Planning, Monitoring, and Evaluation System (PM&E) designed to measure program impact. More important still, this system is oriented towards reflecting upon these impact results in a manner which will allow future program activities to be made more effective.

This report provides brief documentation of the steps undertaken by a team of two advisors from Community Systems Foundation (CSF) working with representatives from CRS and USAID in formulating the implementation plan for this system in India. The task for the four-week consultancy consisted of two components:

(a) Recommendations to CRS on guidelines for full implementation of the Planning, Monitoring, and Evaluation System; and

(b) Recommendations to CRS for streamlining FFW commodity accounting procedures.

Part (b), above, was important because of the desirability of ensuring integration of the evaluation component with the planning and monitoring elements.

The Planning, Monitoring, and Evaluation System described in this report builds upon several prior steps. First, a series of eleven studies on program impact and beneficiary profiles was commissioned and carried out between 1981 and 1983. An excellent summary document on the findings from these studies has just been completed. Second, a joint team of CRS, USAID, and CSF members spent an intensive month during July of 1983 formulating the preliminary design for this system and testing some of its components in the field. Third, a series of workshops on the system was held during the fall of 1983. Facilitated by a training organization, ACORD, these workshops provided valuable feedback on the system design. CRS then proceeded to sharpen the specific components and disseminate the results to both CRS zonal staff and selected consignees responsible for implementing Food For Work projects. Comprehensive proceedings were compiled by Donald Rogers and George

Thomas of CRS and published for both the zonal and consignee workshops. Fourth, during early 1984 a substantial field testing of the instruments and protocol derived from these workshops was undertaken. Each of the four CRS zones tested both types of the analysis formats: one for capturing benefit and cost characteristics of income improvements projects (BI Analysis), and the other for describing the effectiveness of community-wide assets (AE analysis). Ninety-six analyses were performed and the findings were summarized by zonal staff members. All this material was available at the onset of the CSF team visit.

The four-week consultancy described in this report was carried out during late April and the first three weeks of May 1984. The work included several activities. First, a joint team of CRS, USAID/India, and CSF visited numerous Food For Work project sites, particularly the more remote ones. Next, after several days of synthesizing results from all the aforementioned steps, a three day CRS country-wide meeting was held in which the design was further developed and a consensus was reached on the PM&E implementation plan and schedule.

Sections 1 and 2 of this report provide some of the background information helpful in interpreting the conclusions and recommendations offered in later sections. Section 3 describes a framework for viewing the FFW commodity accounting procedures and their relationship to the rest of the Planning, Monitoring, and Evaluation System. Recommendations for streamlining the commodity accounting system are that:

- No change be made in the stock record and accounting procedures used to control commodity flows;
- The planning documents (forms 6, 10 and 11) be revised to reflect the level of knowledge available at the time they are due and to make some of the questions more easily answered;
- The timing of reports (form D1) from project holders to consignees remain the same (monthly), but that reports (form BI) from consignee to the zonal office be reported quarterly; and
- The progress/completion report, Form 12 (one for each project), be submitted at the end of each project or semi-annually for

continuing projects, and that the summary statement of progress/ completion, Form 13, be aggregated by project type and reported semi-annually.

Section 4 presents recommendations for full implementation of the Planning, Monitoring and Evaluation System (PM&E). They are summarized as follows:

- Begin full implementation of the PM&E on or by October 1, 1984. The period between submission of this report and October 1 will be spent in review of plans and preparation for implementation;
- Administer a maximum of sixty and a minimum of twelve analyses in each zone annually, constituting a sample of specific local projects. Two different formats are to be used depending upon the type of Food For Work project;
- Conduct a zonal level analysis of projects undertaken, and engage in a dialogue with consignees/project holders on which projects are most promising;
- Prepare at least one case study in each zone on one of the analyses described above during the first year;
- Conduct an annual country-wide Food For Work meeting where the results of the analyses, case studies, and PM&E systems operations are reviewed;
- Identify an individual within CRS who can coordinate and help implement the system country-wide; and
- Seek supplemental resources for program implementation, training and technical assistance.

June 22, 1984

ACKNOWLEDGEMENTS

Although this report was written by John D. Nystuen and William D. Drake of Community Systems Foundation, the contents reflect the work of a large team of individuals. Each of the CRS zonal directors and FFW staff devoted themselves to working intensively at the different field sites we visited and then the entire group assembled together with the director, Terrence M. Kirch, and deputy director, Joseph Gerstle, for three days of further design work. George Thomas of CRS provided support throughout our consultancy, and John P. Chudy of USAID continued extending the support and assistance which he has rendered since the onset of this project.

Virtually the entire staff of the Office of Food for Development provided useful feedback during this consultancy including Harry H. Houck, Chief, David R. Nelson, Deputy Chief, John P. Chudy, N. Krishnamurthy, S. Chandrasekar, and N.K. Kotwney. Y.R. Chabra converted successive drafts into a finished document in two days time.

One of the most enjoyable aspects of this assignment was the warmth and hospitality extended to us by not only those with whom we worked but also the many other individuals we met during our field visits.

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1.0 INTRODUCTION

In the Food For Work project in India, Catholic Relief Services is embarking upon a difficult and unique endeavor which has implications for FFW projects worldwide. It is attempting to implement a planning, monitoring and evaluation system (PM&E) designed to capture program impact. More important still, this system is oriented towards reflecting upon these impact results in a manner which will allow future program activities to be made even more effective.

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Part (b) above was felt to be important because of the desirability of ensuring integration of the evaluation component with the planning and monitoring elements as effectively as possible. The planning, monitoring and evaluation system described in this report builds upon several prior steps. First, a series of eleven studies on program impact and recipient profiles was commissioned and carried out between 1981 and 1983. An excellent summary document on the findings from these studies has just been completed.[1] Second, a joint team of CRS, USAID and CSF members spent an intensive month during July of 1983 formulating the preliminary design for this system and field testing some of its

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[1]John Paul Chudy, "PL 480 Title II Evaluation of Food For Work (FFW) in India: Summary Report," USAID/India, New Delhi, March 1984, 31 pp.

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1.1 Activities Undertaken During the CSF Visit

The four-week consultancy described in this report was carried out during late April and the first three weeks of May 1984. The work included several activities which culminated in a plan for implementation. First, a joint team from CRS, USAID/India and CSF spent two and a half intensive weeks visiting specific Food For Work sites implemented by the consignees and project holders of CRS. Emphasis was placed upon the two zones not covered during the last consultancy, Calcutta and Madras. Wherever possible remote sites were selected for visits in order to offset the heavier weight given to accessible

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[2]William D. Drake, "An Emerging Monitoring and Evaluation System for PL 480 Title II Food For Work Programs in India," Community Systems Foundation, Ann Arbor, August 29, 1983, 64 pp.

[3]"Report of Zonal Workshops on Food For Work Monitoring and Evaluation System," Catholic Relief Service, New Delhi, November 1983, 114 pp., and
"Report of Consignee Workshops on Food For Work Monitoring and Evaluation System," Catholic Relief Service, New Delhi, December 1983, 284 pp., respectively.

projects during the last visit.

Interviews were conducted with each zonal staff, and with consignees and project holders who were visited to obtain information concerning their planning and implementation process. The personnel at each level were also asked to identify and describe commodity accounting procedures that were particularly difficult to administer. The planning and monitoring documents (Form 10 and 12) for each site visited were retrieved from consignee or project holder records and compared with the results observed in the field. A brief synopsis of these field visits is presented in the next section of this report.

After several days of synthesizing results from the field visits, the workshops and the field-tested BI Analysis and AE analysis, a three-day country-wide meeting was held in Hyderabad. (Appendix B contains the agenda, the list of participants, and an outline of the initial presentations by the CSF team.) Proposed guidelines for full implementation of the Planning, Monitoring and Evaluation System (PM&E) and recommendations for streamlining the existing FFW commodity accounting procedures were presented on the first day. Participants then divided into five working groups to discuss the specific recommendations and to consider further elements of the implementation plan. In addition to the CRS staff, a five person USAID team was present and formed a fifth working group as suggested by CRS.. Results from these groups were fed back to the entire group in plenary session. Finally, on the last day, a synopsis of recommendations for implementation of both the Planning, Monitoring and Evaluation System and streamlining activities were presented to the entire group by the consultants. These recommendations represented a synthesis of the agreements reached by CRS on how and when to proceed in implementation. The starting time (October 1, 1984) was set in order to provide four to six weeks for USAID/India to consider the system and to provide assurances to CRS that they fully understood the PM&E system and that compliance with Regulation 11 was maintained. The fourth and last week was devoted to writing this document, discussing the draft with CRS and USAID/India staff, and performing some supplementary analysis of loss and damage reports.

1.2 Report Organization

The report is organized into four sections. This introductory section is followed by a section which describes the turbulent and complex environment in which CRS is implementiing the Food For Work projects. In our judgement, an understanding of this complexity is essential in order to place the Planning, Monitoring and Evaluation system in perspective. Section 3 describes a framework for viewing the FFW commodity accounting procedures and their relationship to the rest of the monitoring and evaluation system. Recommendations for near-term implementation discussed at the country-wide Hyderabad meeting are presented and suggestions for changes over a longer time frame are made. Section 4 is a synopsis of the final recommendations for implementing the planning, monitoring and evaluation system.

2.0 IMPLEMENTING CRS FOOD FOR WORK PROJECTS

One of the rarest and perhaps most important characteristics of the CRS food for work system is its "from the bottom up," decentralized approach to development. Often the implementors of specific projects, the consignees and/or project holders, operate at the fringe of formal social structure. Project sites are frequently in remote areas which have few, if any, governmental services.

A significant percentage of the population served by CRS is made up of the poorest of the poor with a substantial representation of Harijans, scheduled castes and tribal groups. The need for variety in program type results partly from this remoteness. The highest priority need in one region is often relatively low in another. In an earlier document we devoted considerable attention to describing this wide variation in program type.[4] While CRS identifies seventeen different types of projects spread among four categories there are, in fact hundreds of variations on those themes.

The turbulent implementation environment introduces further diverseity: India is a very large and diverse country both physically and socially. The program reaches many places that are very different from one another. Figure 2.1 shows the location of the four ports and zonal offices and the location of the consignees assigned to each zone. Zone headquarters are located in Bombay, Cochin, Madras and Calcutta. The country headquarters is in New Delhi. In 1984 there were 142 consignees, each suppling several project holders who may have one or more projects. A consignee may also be a project holder. Each year several thousand small projects are completed. The Food Corporation of India (FCI) is responsible for inland commodity deliveries from port to consignee godown (warehouse). Thereafter the consignee is responsible. As the map shows, distances are very great, except for the Cochin Zone, which is primarily in the State of Kerala. Difficulties

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[4]John Paul Chudy, "PL 480 Title II Evaluation of Food For Work (FFW) in INdia: Summary Report," USAID/India, New Delhi, March 1984, pp. 3-16.

in supply vary greatly by zone, beingeasiest for Cochin and most difficult for Calcutta. The Calcutta port facilities and operations are difficult and rail connections to the eastern states, which have to circle Bangladesh, are difficult and uncertain.

2.1 Turbulent Implementation Environment

Almost every Food For Work project proposed by a project holder is subject to a whole range of factors which make for a turbulent implementation environment. Commodity levels available in a particular season and the time of arrival of commodities to the project site are other uncertainties. Shipping schedules from the United States are sometimes not kept. Occasionally, the commodity is delivered to the wrong port, thereby requiring a "juggling" of in-country transportation arrangements and the corresponding delivery schedules for nearby consignees. Frequently there are unexpected delivery schedule deviations within the country. CRS is entirely dependent upon the Food Corporation of India (FCI) for delivery of commodities to the consignee. FCI assigns low priority to shipments. Occasionally there are labor situations, especially in Calcutta, which affect all ship unloadings including those of PL 480 Title II commodities. In short, the entire CRS system must be prepared to adapt quickly to major changes in the availability of commodities within a given time period.

Changes in commodity availability often force changes in the project to be implemented. A well or dam cannot be constructed if it is filling with water due to a delay in project initiation which pushes the project into the monsoon season. Thus the consignee must either delay the project for a season or shift the initiation date of some other project in order to utilize the food in a timely manner. Since all of the commodities have a finite shelf life it would be unhelpful to simply hold them in storage without attempting to juggle the implementation schedule of the projects under the consignee's jurisdiction.[5] Sometimes what the variation in commodity delivery does

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[5]Wheat has the shortest godown life of approximately 5-6 months

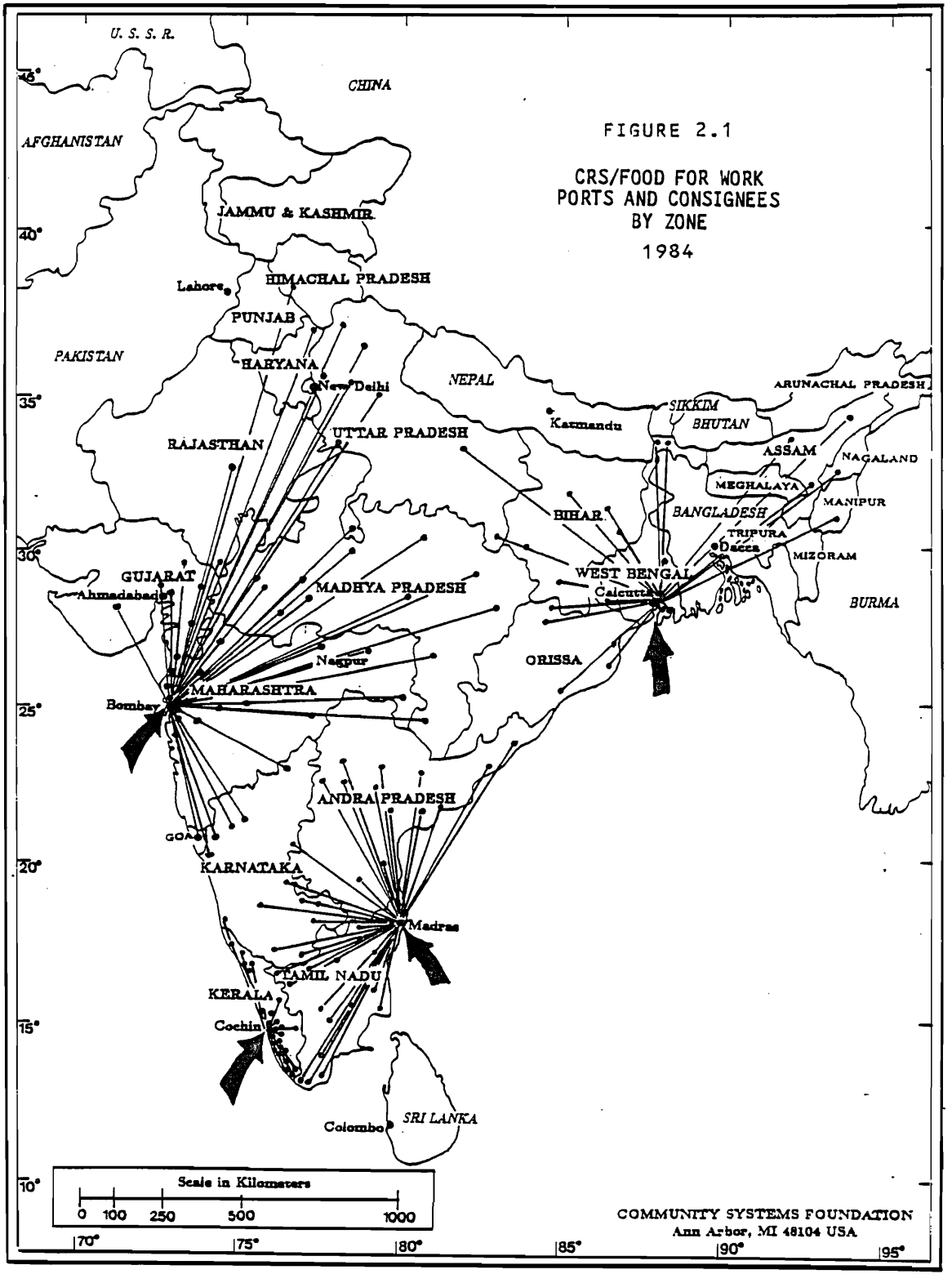
FIGURE 2.1
CRS/FOOD FOR WORK
PORTS AND CONSIGNEES
BY ZONE
1984
U. S. S. R.
CHINA
AFGHANISTAN
JAMMU & KASHMIR
HIMACHAL PRADESH
Lahore
PUNJAB
PAKISTAN
HARYANA
New Delhi
NEPAL
SIKKIM
BHUTAN
Kathmandu
ARUNACHAL PRADESH
RAJASTHAN
UTTAR PRADESH
ASSAM
NAGALAND
MEGHALAYA
MANIPUR
BIHAR
BANGLADESH
TRIPURA
Dacca
MIZORAM
GUJARAT
Ahmadabad
MADHYA PRADESH
WEST BENGAL
Calcutta
BURMA
Nagpur
ORISSA
MAHARASHTRA
Bombay
ANDRA PRADESH
GOA
KARNATAKA
Madras
TAMIL NADU
KERALA
Cochin
Colombo
SRI LANKA
Scale in Kilometers
0 100 250 500 1000
COMMUNITY SYSTEMS FOUNDATION
Ann Arbor, MI 48104 USA
40°
35°
30°
25°
20°
15°
10°
70°
75°
80°
85°
90°
95°

not do, the vagaries of climatic condition do. Monsoons are notorious for not arriving on schedule and create problems similar to shipping delays.

Finally, there are a whole range of variations which must be anticipated during the implementation of the projects. If a well is being constructed, at what depth will water be reached and what type of soil or rock will be encountered along the way? What is the size of the workforce which can be assembled, especially if there has been a lapse or acceleration in the original schedule? What is the implementation impact of an unexpected availability of inputs contributed by other donor agencies or, conversely, how can the project be modified and carried out anyway in spite of an unanticipated loss of non-FFW resources?

Perhaps the appropriate image of a project holder/consignee is an individual who must constantly sense the state of his plan and implementation schedule, and be ready to adjust to any number of deviations required by factors outside his control. He must weigh the development impact of these changes, the social disruption sometimes caused by deviation from plans, especially for those who can least afford a withdrawal of assistance, and the effects of a limited shelf life of the commodity in his godown. He must be able to respond immediately to an ever-changing situation.

2.2 Examples of Food For Work Projects

The joint study team which has been assisting CRS in developing this planning, monitoring and evaluation system (PM&E) has had the rare opportunity to visit and study the wide range of Food For Work projects throughout India. Table 2.1 presents the sites visited both last year and during this field trip, categorized by type of project.

In order to demonstrate the volatility of the environment and the variety of the sites and projects carried out under Food For Work, we

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and must therefore be used most quickly. Bulgur is next with a life of 1 to 2 years and vegetable oil has the longest life, 3 years.

Table 2.1
Number of Different Field Sites Visited by
Study Team Over the Last Year by Project Type

Project Type	Sites Visited in July 1983	Sites Visited in April 1984	Total
Low cost housing	5	4	9
Wells (all types new & deepening	2	3	5
Roads (all types)	4	3	7
Bunds and land levelling	9	7	16
Tanks	3	4	7
Dams (all types)	-	2	2
Irrigation ditches	-	3	3
Orphanages & schools	1	2	3
Drinking water systems	-	1	1
Vocational training	3	-	3
Social forestry	1	-	1
TOTAL	28	29	57

present in this section a description of the twenty-eight different projects visited in April 1984. They are organized geographically so that essential background information can be provided for each region. At the end of each project description is listed the consignee/project holder and a location and photographic key documented in Appendices A and E respectively.

2.2.1 Chandwa, Bihar Region. The Chandwa region in southern Bihar State is on the Ranchi Plateau at an elevation of 2,200 feet, and is part of the CRS Calcutta zone. It is heavily populated by numerous tribal groups and scheduled castes. Wheat is the typical stable crop.

While soil conditions are quite good, there is a chronic shortage of water for two-thirds of the year. Remnants of ancient mountains consisting of high quality solid granite outcroppings dramatically protrude from the landscape. These outcroppings have provided construction materials for centuries. Stone workers using traditional methods fracture successive layers of granite by building fires upon them and then crack slabs out with sledge hammers and wedges. Stonecutters then manufacture blocks from the slabs, which are ideal for steening wells. Wells, which provide essential water during the beginning and ending of the growing season and possibly for a second crop, dot the landscape. Traditional methods of drawing water tend to regulate the amount of water used. As the water table drops, raising water by manual techniques becomes extremely burdensome, so that less water is used.

There are cyclical as well as seasonal variations in the water table. The last two years have seen a substantial drop from the average but if past experience is any indicator, a couple of good years of monsoons will recharge the table to its traditional level.

Social conditions are difficult. Not only is there widespread poverty but governmental services are still in the process of being extended or have not yet reached many areas. Crime, especially banditry, is quite high in some regions. Trucks often travel in caravans and it is ill advised to travel by roadway after dark. This is the region where the consignee Fr. Matthew Manipadam has his godown, food hauling trucks, and small administrative office.

(1) **Well construction - steened**

A 40-foot steened well has been provided to a poor tribal family. Originally planned for irrigation, it is now used primarily for drinking water by several nearby families. A pump is needed for irrigation use during the dry season due to the lower than expected water level. Steening for the well was provided by Caritas, the relief and development arm of the Indian Bishops' Conference. The house on whose property the well resides supports a new bathing stall. (Consignee and Project Holder: Fr. Matthew Manipadam, location

key 1, photograph 4 and 5).

(2) **Well construction - steened and plastered**

A 25-foot-deep steened and plastered well has been provided to another tribal family and is being used to irrigate adjacent land during both dry and wet seasons. Vegetable gardening on the immediately adjacent property is now possible during the dry season. A small crop of onions was visible. Steening was contracted for and paid by the farmer but plastering materials were provided by Caritas. (Project Holder: Br. Michael Kajur, location key 2, photograph 6).

(3) **Low cost housing**

Low cost housing is being provided to a displaced tribal family on marginal land. Although the property now belongs to the government, settlement and working of the land will eventually result in the granting of ownership to the family. Governmental projects are being implemented in nearby areas on better land which appears to have been settled and cultivated for many years. (Project Holder: Br. Michael Kajur, location key 2, photograph 7 and 8).

(4) **Land clearing and levelling**

The newly settled tribal family has been provided with Food For Work assistance in clearing land and getting their first crop in. It is expected that self-sufficiency will soon be achieved and no more assistance will be required. (Project Holder: Fr. Christ Leming, location key 3, photoraph 9)

(5) **Dams and spillway construction**

This project is especially interesting because of its origins. Several years ago during a particularly difficult drought condition, the consignee assumed the task of responding to a plea for assistance from a tribal group in obtaining additional water. Wells were first considered but after consulting with water resource advisors from AFPRO it was concluded that the low water table precluded effective

assistance with wells. However, there was a site suitable for constructing a dam. Sufficient reservoir capacity existed and water flow rates in the existing stream were very heavy during the monsoon period. The consignee sought and obtained engineering and financial assistance for materials from the Australian Relief Organization. After encountering considerable difficulties in foundation construction, the dam is now near completion. The entire project will be sufficiently completed by the onset of the monsoons in June to withstand the water build-up. It is expected that in addition to providing double cropping capability to the adjacent landowners the dam will also recharge nearby wells. Food for work is providing much of the labor input, outside financial assistance is coming from other resource groups and the community is contributing the remainder of the labor. (Project Holder: Fr. Matthew Manipadam, location key 1, photographs 10, 11, and 12)

2.22 Baruipur, West Bengal Region

Baruipur is located approximately ten kilometers south of Calcutta. Reasonably good roads exist up to the godown of the consignee but from thereon roadways and other governmental infrastructure deteriorate rapidly. Fr. John Hendrichs, a Belgian priest, has been the consignee of this region for many years. He is extremely active, managing eighty-five FFW projects during 1984. Most of his project holders are cooperative societies and clubs controlled by village panchayats (local governments). Projects in this consigneeship include canals, tank construction, bunding, land levelling, and low cost houses, but the majority (45) of his projects are road construction and reconstruction. Much of his region serves the lowland backwater regions near the ocean which are often struck by typhoons. Projects should be started before May 15 of the year in order to avoid the effects of the monsoons. Often the road projects are undertaken in order to facilitate other elements of the consignees' overall assistance effort, the most important of which is tube-well construction. These wells are dug by

manual methods with the aid of a large wrench attached to one-and-a-half inch steel pipes which are screwed together length after length in twenty-foot sections. Wells are sunk to a depth of 300 feet in inland areas and up to 1000 feet in regions nearest the coastline where the freshwater strata dip deeply in the seaward direction. The manual methods are extremely arduous. Whenever hard stone strata are encountered the entire pipe must be removed to replace the drilling bit with one which can penetrate harder rock followed by a second replacement when typical alluvium is again reached. Just removing the pipe for bit replacement is sometimes a thirty hour task. The tube-well program is being supported by the Indo-German Social Service Society. Fresh water is especially important in this region as dysentery is often epidemic. At the time of the field visit, April 29, six hundred deaths had been reported in a new outbreak of black dysentery. By the time of the completion of the field visit, May 5, the death toll had risen to 1400 in West Bengal. Food For Work provides the labor necessary to gain access to the more remote areas. (photographs 20, 21, and 22)

(6) **Roadway widening and surfacing**

This project called for raising the elevation and widening an already existing footpath. The actual dimensions of the path were less than called for in the plan, but bricks purchased by the local panchayat at a cost of Rs.550 per 1000 had been used to pave the entire 2000 foot length of the path through the village using FFW labor. Although the road was not wide enough to be used by jeeps, it was more than adequate for the heavy traffic it received from three wheeled rickshaws carrying both produce and passengers. (Project Holder: Mr. Harmuz Mullah, location key 7, photographs 16, 17, and 18)

In an adjacent field was an example of land raising in order to provide the height required to grow vegetables without waterlogging. Dirt used in raising the vegetable field created a small nearby tank which then became the source of irrigation water during the dry season. While this project was not done under FFW, it is similar to one which could have been, in which case, the project could have been classified as

either tank digging or land levelling. (photograph 19)

(7) **Road Improvement Projects**

The project consisted of raising the level of an already existing 3 kilometer road thereby allowing for more traffic, especially three-wheeled rickshaws carrying both produce and people. Dirt used to raise the main road was taken from an adjacent canal, thereby deepening it. Dirt used to raise the feeder road was taken from adjacent property, sometimes only after resolving the objections of the property holders. Community members stated that since the road improvement has been completed ricksha traffic has increased to the point where there are now six residents leasing rickshaws and providing service to nearby villages where there had been none before. In addition to passenger traffic one of the principal uses of the road is to facilitate bringing chicken feed from Calcutta to the village chicken hatchery. Chicken and eggs are carried out in the same manner and are sold for cash, and eventually reach the Calcutta market. (Project Holder: Mr. N.C. Ghosh, location key 6, photograph 30)

(8) **Canal Excavation Project**

This canal excavation project provides water from a major government-constructed irrigation canal. Adjacent farmers benefited by receiving additional water during the rainy season which extended their crop season sufficiently to produce paddies in two seasons. Prior to the construction of the major canal in 1973 the entire region was fallow. Because the canal water is slightly brackish and unsuitable irrigation methods have been used, there has been a gradual build up of salts in poorly drained parts of the fields. Each year there are some flushing effects during the monsoon but in a few areas salt is so concentrated that cultivation is not possible without remedy. The current remedy is to skim off the top layer of soil and deposit it on the dyke or bund, a labor-intensive approach. (Project Holder: Mr. Chandi Charan Haldar, location key 5, photographs 27 and 31)

(9) **Minor Irrigation Canal Project**

Three minor canals extending from the same major irrigation waterway have been deepened by Food For Work. Each deepening project provides water to several beneficiaries. (Project Holder: Mohammed Harine Mullah, location key 7, photographs 28 and 29)

(10) **Orphanage Construction Project**

Boystown Calcutta has received Food For Work in the past for assistance in various construction projects. This Boystown is patterned after the Boystown USA and has a current capacity of over 200 children ranging in age from 7 to 18. The boys are orphans from Calcutta who have been referred to the organization by Mother Teresa. One of the principal problems now facing the organization is how to integrate the young men who have been raised in the orphanage over the last 10 years into the rest of society. An approach which is being tried is to train them in farming life by providing small plots of land, a house, and an irrigation tank. When the project becomes fully operational young men will live in the houses and receive training in farming skills and how to be self-sufficient prior to "graduation" into the community at large. (Project Holder: Fr. Robert D'Souza, location key 8, photograph 32)

(11) **Tank construction**

Small tanks are being constructed which fulfill a dual purpose: irrigation water for the small adjacent fields and raised land upon which houses can be constructed. Soil removed in the process of constructing the tank is sufficient to raise the house foundation by approximately two and a half feet. (Project Holder: Fr. Robert D'Souza, location key 8, photograph 32)

2.2.3 The Bangalore, Karnataka Region

About 25 kilometers outside of Bangalore is a consignee district managed by Fr. Penven. Fr. Penven is a French priest who came to do

archeological and theological research and stayed to be a parish priest for twenty-seven years. He works among Harijan and scheduled castes and has helped to found three villages each now containing over twenty-five hundred people. He has gotten different classes of Harijans to work together, which he says is his greatest satisfaction. He has also used FFW to build 16 dams. He is both consignee and project holder for CRS/ FFW projects. Sister Helen helps him with bookkeeping.

Fr. Penven has developed considerable skill in selecting sites for wells and small dams and in supervising their construction. His approach is often to supervise by being one of the field workers himself --usually as a crowbar man. Prior to the mid-1970's some of the food for work was used for constructing a day care center and large steened well and fish tank. Now all mandays are spent on wells, small dams, and low cost housing. A description of several of these projects follows.

(12) **Well construction**

Well digging for irrigation often yields high returns in this district. Sometimes the single rainy season crop is impaired due to poor rainfall. Since the water table is not too low (30 feet), manual irrigation at the beginning or ending of the season is practical and results in saving the crop. Occasionally a second vegetable crop is possible on adjacent land even without the use of a pump set. Construction began on this site one day before our visit with a team of 27 workers. As is often the case, men operate the bar, digging adze and pick while the women carry dirt loads in baskets. Land adjacent to the well is being levelled with the dirt dug out, which will eventually permit rice to be grown. (Project Holder: Fr. Penven, location key 9, photograph 36, 37).

(13) **Tank Construction - steened**

A tank for rain water and revetment was completed in 1980. An adjacent well for drinking water is charged by this tank. The revetment and spillway were added in successive years. (Project Holder: Fr. Penven, location key 9, photographs 34 and 41)

(14) **Tank Construction - unlined**

A nearby spring-fed well has been expanded into a tank with 1,400 mandays. While the project is not yet complete, the scope of work changed because solid rock was encountered during construction. This tank will eventually be used to irrigate adjacent paddy fields. The project is of particular interest because it typifies a frequently encountered situation. Originally this ten-acre plot of land was farmed by one family. Now, however, five brothers work the same plot and must therefore do so more intensively. The alternative to them is rural to urban migration or contracting out as coolie labor. It is expected that this project will go far in providing self sufficiency for all five families and preclude the need to migrate. (Project Holder: Fr. Penven, location key 9)

(15) **Low Cost Housing - semi pucca**

In a nearby village FFW provides assistance in low cost housing construction. Mandays are spent in constructing the foundations and walls. Roofing beams and covering materials are provided from other sources. Either the resident contributes resources, an assistance loan is obtained from the government, or another donor agency such as Caritas provides assistance. CRS also provides cash assistance at times. Pucca (high quality) and semi-pucca houses can only be made with contributions other than Food For Work. In this case Caritas provided cement plaster and tile for the roof. (Project Holder: Fr. Penven, location key 9, photographs 42 and 43)

(16) **Low Cost Housing - kutcha**

This house has cement plastering so important to longevity and sanitation but no assistance was available for tile roofing. The new thatch roof will last for approximately two years before requiring replacement. ('Kuthca' means poor quality.) (Project Holder: Fr. Penven, location key 9, photoraph 44)

(17) **Tank Construction**

A steened well first constructed in 1981 ran dry last year. A project designed to deepen it was terminated when solid granite was reached. While this well is currently useless, if ample monsoons prevail for one or two year it will again become useable. In the meantime only deepening with the help of dynamite has the potential for success. Because of high cost and uncertainty of success this approach was rejected. (Project Holder: Fr. Penvin, location key 9)

(18) **Dam Construction**

This dam which so far has consumed 31,000 mandays has the potential for providing irrigation to both the bottomland downstream and also the land on the other side of hill from the reservoir. Twenty marginal farmers inhabit this area and would be able to double crop their land if water were provided in the dry season. The key to achieving this goal, however, is a pumpset which would lift water over the rise. Electricity is not yet available in the immediate area and financial resources for the pump have not been found. The consignee will not consider this project a success until the pumpset is operational even though substantial benefits have already accrued. The construction techniques used in this dam are the result of many years of experience by the consignee. The dam itself is double walled and steened to prevent washout and a lined spillway is provided at one side. Lined bunding is provided in two separate locations to reduce silting. "Slicky" soil obtained from a nearby lowland area has been used to line the areas of the bottom which have high percolation rates in order to reduce seepage, especially during the dry season. (Project Holder: Fr. Penven, location key 9, photograph 35)

(19) **Low Cost Housing**

There is great need for low cost housing on the outskirts of Bangalore. The city is the fastest growing region in the entire country, registering a fourfold increase in the last decade alone. This project consists of a group of eleven

houses which have been constructed with the assistance of food for work. Beneficiaries have obtained loans of Rs. 3,500 under a government program for materials including wood for structural beams, doors, and windows, roof tiles, and cement plaster. Food For Work has provided the sustenance for the family during the time they have spent constructing the home. Two hundred mandays per house had been allotted and were sufficient for completion. Typically the residents of this small community work in nearby areas as coolie labor and can now walk to work because of the proximity of their homes to sources of employment. (Project Holder: Fr. Fernadz, location key 13)

2.2.4 Munnar, Kerala Region

One hundred and thirty six miles north of Cochin at an altitude of approximately 4,800 feet lies the godown of one of the most remote consignees in the CRS Cochin zone.

The Munnar consignee, Fr. Augustine Pinheiro, has worked in the region steadily for the last thirty-one years. He and his staff serve a population living on the edge of the great tea estates of Munnar. There has been a considerable population increase over the years primarily due to immigration of estate workers from Tamil regions to the east. Infrastructure, such as good roads, electricity and water systems, generally diminishes at the boundaries of the tea plantations. Some of the populated regions are adjacent to highland forest areas which provide a habitat for elephants, wildcats, several species of monkeys and deer.

Project holders are generally parish priests who forward specific decisions made by local committees (usually a community panchayat) to the consignee. If there are mandays available and the project fits within the program guidelines, the project is undertaken. Often the consignee seeks additional resources for non-Food For Work components from other donor agencies, government programs, one of the tea plantation corporations and/or the beneficiary himself. Cost of local distribution of food from the consignee godown to the project holder is

borne either by the beneficiary or by the community at large. Sometimes these costs are collectible but in other instances they are absorbed by the project holder. Examples of projects in this area follow.

(20) **Land Levelling**

This project consists of providing assistance in land development by eight poor farmers each holding approximately 2 acres of marginal land. Clearing, terracing and bunding will raise production potential substantially. Small areas (20 cents[6]) have been terraced in preparation for paddy (rice) during the monsoon season. Other areas have been cleared and prepared for tapioca. Approximately 200 mandays per family have been provided. (Project Holder: Fr. Rocky Kuttickal, location key 15)

(21) **Land Levelling**

Another family benefiting from this project is a farmer who recently returned from another region where he had been employed until laid off. This land which had been fallow is now prepared for use as a coconut tree plantation. Holes were dug for seeds, and an interim crop of tapioca has been planted. (Project Holder: Fr. Rocky Kuttickal, location key 15)

(22) **Road Construction**

Sugar cane is a profitable commodity in this region. Large tracts of cane are in fact groupings of many small landholdings. Currently, bringing fertilizers and other inputs to the fields as well as taking out jaggery (raw sugar balls) is an extremely arduous task as only a narrow foot path provides access. Sixty to eighty pound bags of both inputs or commodities are portered in and out of the region. This FFW project is intended to provide a road through the center of the region. Over 150 different families owning property adjacent to this route have donated some of their land for the two-kilometer road. When this project is completed the road

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[6]A cent is one-hundreth of an acre.

will not yet be traversable by lorry or jeep. Bullock carts will be capable of using stretches of the roadway but small bridges over streams and boulder clearance will remain to be done. In addition, metaling (hard surface) will still be needed to make the road jeepable. However, once the basic clearance and construction has been achieved, the governmental panchayat will eventually allocate resources for its completion. The existence of an unimproved road develops a constituency for governmental action as has already occurred in stretches of this road closer to the village center. (Project Holder: Fr. Sebastian Karikulab, location key 17,photographs 45 through 54)

(23) **Land Levelling**

Land levelling assistance has been provided to a poor farmer with land holdings of approximately one acre. Fifty cents (1/2 acre) was levelled and terraced with Food For Work during 1982. While this farmer might have been able to accomplish some of this terracing eventually, it is unlikely that his two children would have benefited from the improved yield during their upbringing. The landholding is small for this type of soil and the yield barely sufficient for survival. Terracing has broken the cycle of bare subsistence and may provide the margin in the future for not only greater food to the family but also the ability to clear and terrace the remaining 50 cents of land. (Project Holder: Br. Arul Joseph, location key 16, photographs 56 and 57)

(24) **Playground Construction**

A school which also serves as a country meeting hall has been provided with a level playground with Food For Work. Six thousand mandays were provided for this project. (Project Holder: Br. Arul Joseph, location key 16, photograph 65)

(25) **Land Levelling**

This ongoing project consisted of converting a cane field into potato cultivation. The tasks include burning cane stubble and bunding and mounding in preparation for planting. Since

cane depletes the soil, such rotation is necessary in most cases. The work team consists of 9 males and 2 females. (Project Holder: Br. Arul Joseph, location key 16, photograph 58)

(26) **Terracing**

Small terraces were constructed in a tribal area with food for work during 1982. It is now planted in paddy. (Project Holder: Br. Arul Joseph, location key 16)

(27) **Land Clearing**

One of the most remote projects is land clearing about one half kilometer beyond a small tribal village. The surrounding land much of which has never been farmed, is owned by the tribe. This specific project is clearing land for a young mother recently widowed by a lorry accident and her two children. The clearance work team consists of both women and men working in two separate areas of the plot. The crop will probably be legumes and potatoes although the final decision has not yet been made. (Project Holder: Br. Arul Joseph, location key 16)

(28) **Drinking Water Project**

Upon a request from the community, Fr. Augustine Pinheiro assumed the task of trying to establish a drinking water system for a group of 100 families living near a tea estate. After considerable discussion with the manager of the tea estate, a donation of pipe, cement and valves was made by TATA tea corporation the on condition that other resources be obtained for the actual construction of the system. FFW provided much of this match, with the community members contributing the balance. The system includes a reservoir on the top of an adjacent hill and piping throughout the village so that standpipes are within 50 meters of each other. (Project Holder: Fr. Augustine Pinheiro, location key 14, photograph 66)

(20) **Land Clearing**

A half-acre field was cleared one year ago with the aid of a

Food For Work project. Ragi, a small grain, was planted as the first crop with good results for the short season that was available after the project was completed. The family consumed the entire crop. This year tapioca will be planted. It will be used entirely for home consumption. The adjacent field, also cleared by a FFW project and owned by another farmer, was planted in lemon grass. An oil is extracted from the lemon grass and sold. It has a relatively high value per kilogram, making lemon grass a useful cash crop for locations such as this place, which is several kilometers from the nearest road. All products must be transported by bearers. (Project Holder: Br. Arul Joseph, location key 16, photographs 62 and 63)

3.0 RECOMMENDATIONS TO CRS FOR STREAMLINING THE EXISTING FFW COMMODITY ACCOUNTING PROCEDURE

In this section we describe the current administrative system of CRS as embodied in its forms, manuals, and directives and in the operations of its various management offices. During FY (fiscal year) 1984, four zonal offices managed 142 consignees and 1,503 project holders in twenty states in India. Overall system management is provided by the CRS country headquarters in New Delhi.

After describing the existing system, a general strategy for retaining or changing parts of the management apparatus is proposed followed by a subsection on specific recommendations for change that we developed during our consultancy. These specific recommendations may or may not be acted upon but the general strategy will be available for future CRS considerations of their management process. The specific recommendations can be taken as an example of one course of action.

3.1 The CRS FFW Operating Systems

In FY 1983 CRS moved approximately 60,000 metric tons of PL 480 Title II commodities to several thousand Food For Work sites scattered throughout remote, often food-short, regions in India. 54,534 metric tons are scheduled for distribution in FY 1984 for the CRS/FFW program. This task is accomplished annually by a staff of five Americans and approximately 135 Indians. There are three broad stages in the operation: planning, monitoring and evaluation. The process is cyclical in that evaluations of prior years contribute to planning for the coming year. Arranging for the projects, allocating workdays and moving commodities are mediated through a series of proposals, reports, authorizations, and reply by endorsements. Forms and manuals prompt and instruct operators at each level of the organization. CRS manages and administers these functions. The role of USAID/FFD/Delhi is to assure compliance with AID Regulations in the use of PL 480 Title II food.

The following subsections are brief descriptions of the stages involved in the management information process in which some of the more important forms are identified and their role described. We seek places where the system can be streamlined, that is, where less data could be collected or fewer exchanges between management levels could occur while, at the same time, all necessary information is exchanged.

3.1.1 Planning Functions

Each year the consignees must submit an Annual Estimate of Requirements (AER) for the coming fiscal year in Form 5 for the regular programs and Form 6 for FFW. Using these materials the zonal offices prepare their AER's, which are then consolidated by CRS/New Delhi and sent to USAID/Delhi and CRS/NY. The consignee 's estimates must be made well before he/she has any firm knowledge of the mandays that will be available or the projects that will be proposed. The zonal office can only give consignees very approximate manday levels based on incomplete information then available to USAID and CRS/Headquarters. The specificity of the existing Form 6 which requires measurements, dimensions, mandays and capital input by 17 project types is unrealistic.

Figure 3.1 shows the time when this estimate is to be made for the next fiscal year. The example shows FY 1984 as the current fiscal year with FY 1983 the prior year and FY 1985 the next fiscal year. The due date for Form 6, the zonal and Delhi AER's, is indicated on the diagram in the current year. Also shown is the fourth quarter call forward (IV Qr. Zone-to-Delhi Call Forward) deadline (March 15) in which food to be consumed in the first quarter of the next year is ordered.

Ideally the AER's should be settled before the call forward for the first quarter consumption is sent. In reality the dates on which the number of mandays were finally established in the past four years varied considerably. (See Table 3.1). The IV Quarter zonal call forward must occur by March 15 if the food is to arrive in the first quarter of the next fiscal year. Therefore the first call forward must be made well before the final allocation of mandays is known.

Specific project applications are submitted on the FFW project

Figure 3.1 Planning Report Deadlines for the Next Fiscal Year

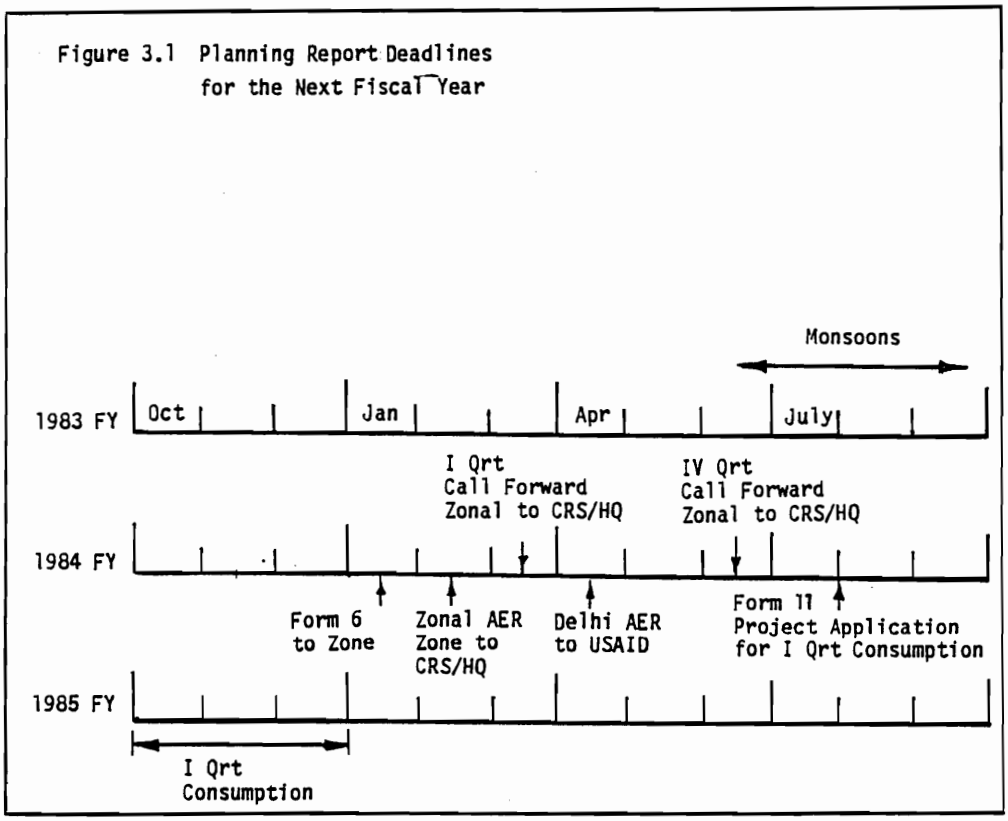

Table 3.1

Dates CRS Allotments Fixed, 1982-1985

Year	Date Program Plans (Manday Allocation) Set to Zone
1982	June 15, 1981 revised December 8, 1981
1983	July 5, 1982
1984	June 10, 1982
1985	May 4, 1984

applications, Form 10, one per project. The consignee consolidates the applications he/she recommends on Form 11 and submits it for approval of the zonal office at least two months before the quarter in which the project is to begin, for example, by the end of July for the first quarter of the fiscal year.

An earlier submission date is not reasonable since the project holder is in the process of gaining various permissions and seeking other funding sources for the project. The final scope and dimensions of the project are very likely to depend upon such negotiations. The fact is that the total mandays allotted to a consignee have already been decided and the food is on its way two full quarters ahead of the specific project applications.

Two points about the planning process emerge from this discussion. First, each year Form 6 must be submitted well before knowledge of specific projects is available, and yet the form requires specific calculations of cubic feet of earth to be moved by project type. The calculations are, at best, guesses. On the other hand, in submitting Form 10, it is reasonable that specific calculations of work to be done and the mandays required for the work be stated, because by this stage of application, the dimensions of the project are known. However, by this time, the manday allocations to the consignee have already been made, and the food is on the way. In practice the consignee applies for projects that in total approximate the mandays of work he or she has been told will probably be available. The process is inherently imprecise but seems to work out in practice because there are more project applications than resources available to carry them out. There is no role for Form 6 in this procedure. It would be better to make Form 6 useful by requiring it to be a statement of the number of mandays that could potentially be used in the consignee district with, perhaps, priorities stated by type of project. The evaluation phase of the proposed planning, monitoring and evaluation procedure is designed to provide the consignee and project holders with more effective planning capacity.

3.1.2 Monitoring

Monitoring is a more precise activity than planning. Reports and returns (mandatory acknowledgement of receipts, etc.) are made for real events and actual commodity stock levels. Accounting procedures are in standard opening level/closing level form for specific time periods, usually monthly.

In the CRS system commodities arrive at four port cities, Bombay, Cochin, Madras and Calcutta. The Food Corporation of India (FCI) has the responsibility for delivering commodities to the godowns of consignees as per the Indo-US Agreement on gifted commodities. FCI ships by rail and most consignees are close to a railhead. Once the food is in the possession of the consignee he/she is responsible for it and is liable for losses. He/she sees to the delivery of the food to project worker's godowns and must arrange to collect transportation and delivery charges for this link which, in some cases, may be a considerable distance. The asset beneficiary is usually the one who pays this charge.

Stock control is handled by a series of stock registers for every godown. Stock reports, which are monthly statements confirming holdings, are sent to immediately responsible offices in the CRS hierarchy: project holder to consignee, consignee to zonal office, zonal office to CRS/Headquarters. Form C is the project holder stock register and forms D and D1 are stock reports for regular program distributors and FFW and project holders respectively. Forms A, B and B1 are comparable forms at consignee level. B and B1 are consolidations of forms D and D1 and are sent to the zonal office monthly.

Commodity flows are rectified against consumption and workrolls which report mandays expended or loss/damage reports. These issues and receipts must balance with carryovers in each time period.

From our observations in the field, this system seems to work well. The amount of losses that occur represent a very small portion of commodity tonnage or mandays expended. Three sorts of checks are made on the stock control. Errors noted in monthly stock reports are referred back to the sender with requests for clarification. This

creates an exchange of correspondence, copies of which are kept at each end. At least three letters are exchanged for each stock report in error. A second check is made by the zonal field reviewer who visits all of the consignees per year and twenty-five percent of the project holders per year. Field reviewers are in the field approximately three weeks out of four in each month throughout the year. The far-flung arrangement of consignees and project holders accounts for the travel effort. The third check on the system is through CRS or USAID outside audits which occur every few years. Discrepancies found and reported by auditors must be formally closed by written report of action taken. Similarly, correspondence is exchanged for problems identified by the field reviewers. These visits can be a source of considerable administrative load and exchange of correspondence between principals.

This type of monitoring focuses primarily on the process rather than on attainment of program goals. CRS is employing widely accepted management practices in its commodity and recipient accounting. Whether or not the Food For Work program is effectively reaching long range objectives is a matter of evaluation.

3.1.3 Evaluation

To paraphrase the introduction of the CRS-USCC India Program Food For Work Manual, the basic motivation of the Catholic Relief Services is Christian compassion for the poor. The particular goal is to give high priority to economic and community development projects undertaken with gift food in return for work accomplished. The FFW efforts support grass-roots level community development projects employing those too poor to purchase an adequate diet. Priority is given to projects that directly benefit the poor by addressing the causes of low productivity and projects that are aimed at self-reliance. The program lays stress on the development of the poorer and weaker segments of the community especially in marginal rural areas where food is not in sufficient supply. In these aims, CRS is in complete accord with the intent of the American people in providing PL 480 Title II food to other nations.

Using accounting methodologies such as periodic reports and reply-by-endorsements are not very effective ways to chose the best projects

for achieving these underlying objectives. However these methods have characterized evaluation efforts in the past. Expected benefits columns (form 11, Food For Work Summary Application) and measurement of accomplishments column (Form 13, FFW Quarterly Summary of Progress Report) exemplify the accounting approach to evaluation. The results are superficial and curt remarks offer no insight into whether or not real project objectives were being achieved. Actually evaluation has been done informally through casual conversation at all levels in the administration.

This consultancy has worked with CRS for over a year now to make the evaluations more formal and useful. In a situation with highly varied and volatile local conditions, each evaluation must probe fairly deeply to understand benefits derived. This precludes a 100% reporting format as embodied in Forms 12 and 13. Hence the AE and BI Analysis forms and their use as prompts for a dialogue to be employed in a small sample of projects only. Our intent is that consignees will learn from these efforts how to judge which projects hold the most promise in a particular environment.

3.2 Bases for Recommending Continuation or Changes in the CRS Management Structure and Procedures

We offer in this section several concepts about management that can be used to guide decisions to continue or to change a part of the management information system.

3.2.1 Conservation of Energy

We accept a premise of the conservation of energy in the management information exchange system. CRS management consists of planning, monitoring and evaluation phases. We have recommended acceptance of a greatly enlarged evaluation component which we believe has the potential to improve program performance in achieving developmental objectives.

This increased effort in evaluation requires increased energy (attention) which can be made available in only two ways if quality of administration is to remain the same: increase management resources thereby raising management costs, or decrease efforts in other parts of

the management system. If one or another of these adjustments is not made, the evaluation effort will be an added administrative burden and it will not likely be well received. This is the premise of the conservation of energy: either spend more or cut back on existing management costs when adding a new component while at the time maintaining the same quality of management.

We believe it is unwise in the long run for CRS to spend a higher proportion of its resources on management. CRS is a lean organization. It is commodity rich and cash poor. Administrative costs should be paid for from within the system to maintain independence from outside influence. This does not preclude short-term acceptance of additional resources to implement major changes such as the introduction of the evaluation phase currently underway. The alternative to increasing management costs is to streamline the planning and monitoring phases.

3.2.2 Structural Change

Streamlining means to reduce administrative expense while maintaining quality of management control. It may be possible to reduce exchange of data between administrative levels at no loss of necessary information by adopting a need-to-know criterion for what is transmitted. For example, the zonal officials wish to know the aggregate amounts of commodities and aggregate mandays expended quarterly by type of project. Currently, this information is provided on Form 13 FFW Quarterly Summary of Progress report in which these totals are given for each individual project. Form 13 normally runs several pages long. If only aggregates are actually used at zone level and above, then let them be so reported by consignee, aggregated by project types. Currently there are 17 types. This could be reported on a single page. The Form 13 also shows projects completed (by date). If the zone wants to know exactly which projects were finished each quarter, rather than simply the total number, these data could be transmitted in a remark column listing completed projects by their identification number. In general, there are several instances in which disaggregated data are passed through levels of management only to be aggregated at higher levels. For a hand-operated, as opposed to a

computer-operated, information system this creates a lot of clerical work.

3.2.3 Redundancy as an Element in Management Control

Redundancy is a key element in effective management control. Reliability increases with redundancy but so do costs. Redundancy occurs when two or more checks are made of the same item or event. This may be done over time by comparing the same form for consistency at different times. The stock reporting system works this way. Another type of redundancy is when the same information is reported in two or more different forms. Finally, two or more different managers may look into the same event. Usually this means that one level of the management hierarchy looks past its immediate subordinate to the next lower level. The zone sends field reviewers to check on 25 percent of project holders each year and thus confirms consignee status reports on project holders. Saving in double-checking can be achieved by reducing or eliminating such duplications but at the risk of reducing reliability.

A type I/type II error dilemma is present in making judgements about level of redundancy desired in a system. Fear of unreliable performance leads to efforts to reduce type I errors, reliability errors. One sets about installing checks and balances to increase reliability but costs rise rapidly and the checks begin to interfere with one another, issues are held pending waiting to be resolved and efficiency declines. On the other hand, concern for efficiency leads to type II errors, streamlining to save time and effort, but no longer being aware if the system is drifting off course.

Our purpose is to suggest how to streamline the system. This can be done by reducing redundancy but it is up to CRS to decide how much administrative control they wish to relinquish. Would they consider not having field reviewers visit 100% of the consignees each year or perhaps visit each project holder every five years instead of every four years? Reducing redundancy means delegating authority to lower administrative levels, to consignees in this instance.

3.2.4 Texture of Information

The texture of information flow refers to the amount of detail in which data are reported. The texture must be appropriate to the task. The information net can be too coarse or too fine. An issue does not come into focus if only insufficient information is available. This is the problem of superficial evaluation in complex and volatile local environments. More information about local conditions needs to be acquired before one can judge the impact of a project on community development. This situation requires an intense look at a small sample of locations. The sample must be small because resources do not exist for many such studies. The outcome will also not be a specific set of instructions about what project types are superior but rather experience in what to look for when deciding upon the appropriate project type for a particular local environment. Again, one must rely on the judgement of consignees but train them to take such responsibilities in dialogues based on the AE and BI Analysis forms.

(1) Pins and Needles--The texture of information can also be too fine. We observe that airport security checks sometime fall into this category. The metal detections probes are set so fine that they detect paperclips, pins and needles when what they are looking for are automatic weapons and grenades. The texture or level of information that sets off a reaction may be set institutionally, as in the case of announcements posted in the airport lobby warning against pen knives and nail files, or by over-zealous job performance in which paperclips are detected. In either case a lot of time is wasted, capacity is limited and efficiency suffers. Most of this effort is probably not needed to deter hijackers. The underlying purpose has merit, however, as the cost of an undetected hijacker is high indeed. The CRS administration has analogous problems in the handling of damaged and missing commodities. The purposes for accounting for loss and damage are to prevent careless or fraudulent handling of food. Unfortunately even a small loss or discrepancy creates an inordinate amount of administrative effort. These procedures

are prescribed by USAID Regulations and by the GOI. For example, in the case of spoiled food, the material must be physically retained as well as carried on the books until permission to destroy it is given at CRS/Headquarters in New Delhi or in some cases by USAID/New Delhi. A medical officer must certify it is unfit for human consumption; receipts are required if it can be sold as animal feed or fertilizer; two witnesses from the local community must be present at the destruction and a zonal officer must be present as well if the amount is "large". This certification ceremony may take place months after the damage was first reported. Each event, no matter how small generates numerous papers, documents, letters and replies. Because the texture of information is wrong, time is wasted, capacity is limited and efficiency suffers. On the other hand, for losses below $300, the consignee informs the zonal office of the loss, records it in his records and disposes of it. The implication is that one should set the detector sensitivity for higher tolerance.

(2) Inland Losses Over $300--By AID Handbook 9/Regulation 11 all loss/damage in excess of US $300 exclusive of ocean freight must be reported to USAID/Delhi. Each zonal office maintains an Inland Loss Register in which records and follow-up of losses are maintained. The Damaged and Missing Commodity Report (DMCR) contains the particulars of the loss including the P/L number of the Intransit Shipment and the name of the ship which delivered the commodities. The latter is needed to calculate the dollar value of the particular consignment of food, which varies from ship to ship depending upon ocean freight costs. Several documents in multiple copies are prepared and processed through several offices for each claim. The amount of paperwork is large and the file may remain open for long periods while claims are pursued. It is difficult to see how the detail and supporting documents could be reduced once a claim is filed. A change in the dollar value for necessary reporting, on the other hand, could eliminate much of this work.

Figure 3.2

Rank Size CRS Inland Losses Reported to USAID in FY 1983 (Over $300)

Rank	% Rank	Cumulative Sum	Proportion of Dollar Amount	Dollar Value of nth element
1	0.5	23,253	0.087	23,253
21	10.0	123,240	0.460	2,645
42	20.0	162,249	0.605	1,424
64	30.0	187,173	0.698	978
85	40.0	205,371	0.766	790
106	50.0	220,518	0.822	645
127	60.0	233,216	0.876	553
148	70.0	243,526	0.908	447
170	80.0	253,242	0.944	410
181	90.0	261,401	.975	370
212	100.0	268,289	1.000	300

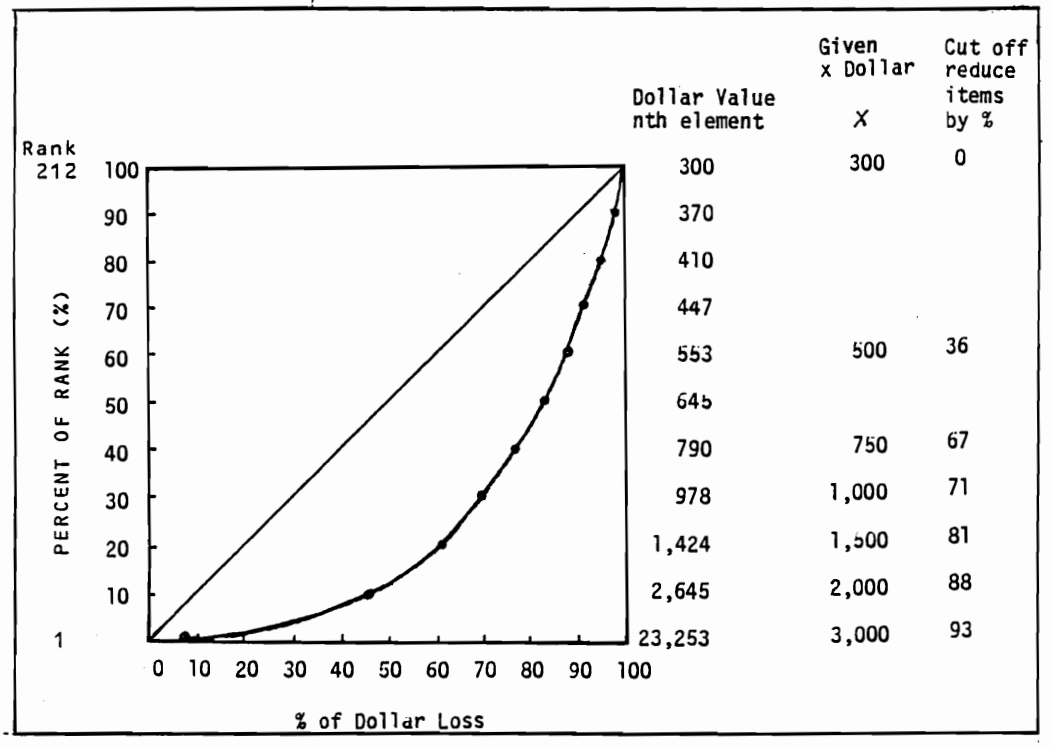

Figure 3.2 shows FY 1983 inland loses over $300 reported to USAID, ranked by size of the loss. The sum of all losses totaled $268,289. The largest single loss amounted to $23,253 (8.7% of the total). 212 claims were made. By rank ordering the losses by size and plotting the cumulative percent of dollar volume of loss against the cumulative percent of the number of claims, a curve is produced that allows one to estimate what percent of claims would not have to be filed if the cut-off value were higher than $300. For example, 8% of the claims accounting for 40% of the dollar loss would be filed if the cut-off point was raised to $3,000. 92% of the claims would not have to be filed but 60% of the dollar losses would not be reported in the detail now required. At a cut-off of $1,000, 29% of claims account for 70% of the dollar loss. In other words a cut-off at this level would reduce claims reported to AID by 71% and still 70% of dollar losses would be closely investigated. Other cut-off points may be evaluated by reference to the graph. This matter is under active consideration by USAID at this time. We conclude that raising the cut-off point would result in a significant reduction in paperwork for CRS.

3.2.5 Determinants of Administration Load

Three major factors affect administrative load: the number of offices; the transactions (paper exchange between offices); and the size of the program (in terms of tons of commodities and total mandays expended). Reduce any one or all of these factors and the administrative load would lessen. There are costs associated with each strategy.

(1) Number of Offices--The number of zones, consignees and project holders is a function of the level of community need. The most needy places are the most difficult to reach and to serve. The genius of CRS is its ability to reach to the edge of the system and to reach marginal people there. Having many small projects in out-of-the way places probably maximizes development of poorer, weaker and marginal segments of communities. CRS takes advantage of the Catholic diocese infrastructure. There are dedicated, honest priests and nuns

near where help is most needed. Distance costs and travel efforts are large but inland costs are borne by the GOI up to the consignee's godown. Cutting back on zones, consignees or projects because they are expensive to administer would reduce the value of the program for the sake of easing the administrative load. That is not a good reason for such action. We recommend a differential standard by zone and by consignee. Difficult-to-reach areas will cost more. Either increase the staff or reduce level of monitoring (give greater local authority) or both.

(2) Number of transactions--The number of transactions and the administrative load they represent are a function of (a) the number of events (projects, instances of loss/damage, errors detected), (b) timing effects (periodicity of reports, deadlines, coordinated actions), and (c) the complexity of the exchange (details of reports, number and type of questions with mandatory answers and conversions among units). The cost of reducing these exchanges is the reduction of centralized managerial control. Ask for less information, less frequently and authority is delegated downward in the administrative hierarchy. Judging from our experiences in the conference at Hyderabad where central office and zonal staff were asked to react to suggestions for streamlining, most choose not to modify the existing monitoring system at this time.

(3) Size of program--The administrative load is a direct function of the volume of commodities and number of mandays of work. These variables are related by the ration rate per worker per day. An increase in ration rate means a decrease in workday for the same volume of food. Fewer workdays translate into fewer projects and less administrative load. The error rate and loss/damage rate are also functions of size. Ships and rail wagons do not change in size. A decrease in commodity volume means less handling and subsequently fewer loss/damage events and accompanying paperwork.

However, revenue to pay administrative costs is a

function of the volume of commodity flow because such money is raised through the sale of containers. As the volume of commodities declines fewer containers are sold and administrative support disappears. Therefore as volume of commodities decline, there should be fewer projects, however keeping in mind that CRS is most effective when reaching difficult-to-serve rural areas and marginal people. Such projects should not be the first ones abandoned with declining resources.

3.3 Recommendations for Changes in Forms

In this section we offer specific recommendations for changing the administrative structure and procedure through revisions of certain of the existing forms and in some instances, in their reporting periods. These recommended changes are based on the several strategies described in subsection 3.2; on our talks with many people at all levels in the administration; on our observation of the forms in use in the field; and most centrally, on the outcome of the CRS conference in Hyderabad. The last experience was most valuable. The people at the conference were those who use the forms and rely upon the forms in their management tasks. They took a hard look at several specific suggestions for revisions that we offered and shared their opinions about how well such modifications might work.

3.3.1 Outcomes from the Hyderabad Conference

The outcome is shown in Table 3.2. Certain revisions to the planning forms were agreed upon after close and long discussions. The consensus was for very little change in the management control of the monitoring function. No change was suggested in the amount of information present on forms and no change was suggested in the frequency of monitoring although there was almost a consensus to make the now monthly B1 report a quarterly report.

There was agreement to adopt the evaluation procedure that had been introduced and field tested in the past year. Forms AE and BI Analysis are part of that system.

Table 3.2

Outcome of the Hyderabad
Conference Regarding Revision of Program Forms

Function	Form	Comment
Planning	6	Modified/simplified
	10	Modified/not streamlined but addresses purpose better
	11	Reflects changes in 10 and shows consignee priority in projects
Monitoring	A,C	Stocks accounting unchanged
	D1, B1 12, 13	The consensus was for no change in management control in amount of information or in frequency of monitoring.
Evaluation	AE, BI Analysis	The evaluation forms are to be adopted. These are not just forms but rather an entire system of evaluation which entails dialogue between levels in the administration on project successes and failures.

The CRS administrative system works well as it stands despite the general feeling that there is too much paper work. Point-by-point discussion of why a particular form or element in a form was needed reinforced the view that change for change's sake is not necessary. On the other hand, certain specific recommendations are offered as an example of some changes that seem to make sense. Immediate acceptance is not essential. Some of the changes can be adopted and others can wait or be modified and adopted at a later date. Specific recommendations on each form considered for revision are given below.

3.3.2 Form 6. Consignee Annual FFW Plan

We recommend that Form 6 be retained in greatly modified form to take into account the level of information available to the consignee at

the time of year that it is due. See Appendix C for a revised model of Form 6 as well as models of the other revised forms. It still should be submitted prior to the submission of the zonal annual plan so that the priorities of the consignees may be reflected in that document. The revised form is designed to prompt the consignee to reflect upon:

- achievements of the previous year
- projects approved in the current year
- the condition of the local environment and any changes that have occurred.

The zonal office provides the consignee with an estimate of mandays that will be available. Given knowledge of the projects that worked well or poorly and given the consignee's judgement as to which projects should be given priority he can state approximately how many projects could be accomplished with the mandays expected.

Changes in the local environment that affect the developmental potential of projects may be changes in the physical environment or changes in the social/economic conditions. They may be harmful or helpful. For example, a drought may cause overall stress and low yields so that benefits from a completed project may not be realized during a drought period. The effects could also be positive, such as the completion of a road into the area that makes possible export of a cash crop. A land levelling or irrigation project might show much greater return if a shift to a cash crop becomes possible because of change in accessibility through road construction.

Identifying which projects have the greatest potential should improve as the results of evaluation studies for past years become available to the consignees and project holders. Notice that projects that work well are not necessarily the ones the consignee may feel are most important. If he/she says the projects that work poorly are the most important for development purposes this implies that special attention be given to them. If projects that work poorly are not important then there is good reason to give them a low priority. The purpose of Form 6 is to get the consignee to reflect upon his successes and failures and to give his priority for projects.

3.3.3 Form 10 - Food For Work Project Application

Form 10 is the application for a project. There needs to be one for every project. That means there are thousands of them each year. Questions on the existing form such as, "What are the short and long term benefits to be achieved?" or "Give estimated economic gain", require in-depth analysis to answer adequately. This cannot be done for every project and for this reason the evaluation process proposed in the report is to be done only on a small sample of projects. The revised form prompts the project holders to identify economic and non-economic benefits when applicable and to give an estimate of economic gain, if possible. The purpose of these questions is to provide an estimate of the type and magnitude of income enhancement or asset building that the project will provide. The answers may be short and are not meant to be in-depth replies.

We recommend several modifications to Form 10 to clarify and improve the project proposal effort. The revisions do not represent any policy shift in level of management control. Primarily, compound questions and superficial questions have been replaced by more direct inquiries that speak to some of the requirements of the PL 480 Title II guidelines as expressed in USAID Handbook 9 and Regulation 11. For example, there is a question on asset building on public or private land. If assets are to be built on the latter, the corollary public benefit to be gained must be discussed.

The question on the estimated income of the asset beneficiary is asked because AID guidelines permit asset building on private land when corollary public benefit exists. This may be the general public rather than specific groups. It is presumed that a corollary public benefit is derived from helping families that are below the poverty line to improve their ability to be more self-sufficient and thus to lessen the social burden that poverty imposes on a community and the nation. Therefore precise data on income is not required, just a statement that the asset beneficiary is in a marginal class. The question is designed to avoid asset building on private land owned by upper and middle class income individuals.

3.3.4 Form 11 - FFW Summary of Applications

Form 10's are prepared by project holders and submitted to consignees. Those projects that the consignee recommends are listed in Form 11 and forwarded to the zonal office for approval. The zonal office makes its judgement on the proposals and approves or disapproves individual projects and returns Form 11 to the consignees with approved projects marked. The zonal office checks dimensions of the project and the manday calculations and calculates the corresponding amount of commodities to be used by the project.

We recommend that the consignee list the projects in order of importance as he/she sees them. This will give the zone an idea of the consignees project priorities. This ranking should not be binding, however. Normally if mandays available are not sufficient to do all the projects, the lower ranked ones would be deferred or not done. However, many local circumstances might raise or lower the priority of a given project - outside funding resources may become available, permission to built may be withdrawn, etc. The consignee needs to have the flexibility to put together the set of projects he/she feels is most appropriate for the circumstances.

We recommend that consideration be given to submitting Form 11 twice a year, once for the work of the first two quarters and again at half year for the third and fourth quarters. Around 75% of the mandays should be committed in the first half of the year. If projects get delayed they can be taken up in the third quarter. There is little activity in the fourth quarter during the monsoon period. Projects should all be completed or terminated at the end of each fiscal year as is done now. A new submission with a note that it is a continuing project should be made for projects carried beyond the fiscal year.

3.3.5 Form A, C Stock Records

We recommend that no change be made in the stock records and accounting procedures. The strict accounting procedures emphasize the importance of delivering the gift food to the proper recipients. They work well in their present form.

3.3.6 Form D1 - Project Holder's Stock Report

Form D1 is the stock report made up from the stock record and mandays expended on projects. We recommend this form be changed slightly on suggestions made at the Hyderabad conference for making the manday report clearer. The monthly reporting period is to remain the same.

3.3.7 Form B1 - Consignee Consolidated Stock Report

We recommend that consideration be given to change the reporting period of Form B1 to be submitted quarterly instead of monthly. Stock reports are being handled well by consignees. A modest reduction in transactions between consignee and zone is achieved by moving to a quarterly report. A loss/damage line has been included in Forms B1 and D1.

3.3.8 Form 12 FFW Semi-Annual Progress/Completion Report

We recommend that Form 12 be submitted at the time of the completion or cancellation of a project or at mid-year or end-of-year for projects that are not finished. There must be a Form 12 for each project to confirm its disposition and to be filed with form 10, the project proposal. In our opinion, the semi-annual accounting of project status is sufficient.

3.3.9 Form 13 - FFW Semi-Annual Summary Report

Form 13 is a summary of the Form 12's. At present Form 13 reports the status of each project separately, showing mandays approved and utilized, commodities utilized, date completed or cancelled, etc. The report is done quarterly.

We recommend that consideration be given to changing the reporting period of Form B to be twice yearly within the month after completion of the first and second quarters and again after the third and fourth quarters.

We recommend that consideration be given for the report to be aggregated by project type showing aggregate mandays approved and

utilized, cumulative total of food utilized, etc. by project type instead of by individual project. In the remarks section, the project number for projects completed, cancelled or continued, should be listed along with any pertinent comments. An additional remarks sheet may be attached if the list is long.

This recommendation is in line with our strategy of need-to-know for forwarding information up the administrative levels. We found that the zonal office and CRS/HQ required only summary data aggregated by project type. Therefore reporting by individual project created unnecessary paperwork.

3.4 General Comment and Summary

The structure of an administrative system sets limitations and permissions as to what can happen. The forms, manuals and directives create a paper house with walls and hallways. The structure can be changed by rearranging these elements that control what is permitted and not permitted. This is structural change.

The administrative procedures are the activities carried out by the people in the structure. The administrative system can be streamlined without structural change by modifying procedures such as changing reporting frequencies, sampling for information rather than attempting total counts and by other simplifying strategies. These are procedural changes.

There is a general and felt need at all levels of CRS for streamlining their administrative load. USAID/India FFD office agrees. However, to widen the hallways of the administrative house and to open direct routes to objectives requires giving people at lower management levels responsibility for decision-making they do not currently possess. In a streamlined system they will be allowed to act in more ways without seeking permission to do so. Activities would proceed without frequent submissions or reports and exchanges of correspondence. Reports and replies are now prominent features of the CRS system. The more open the structure, the more reliance there is on decentralized decision making.

There are good reasons for keeping a rather tight rein on decision

making by prompting responses through asking specific questions on forms and by requiring frequent reporting. One is that reliability improves. The same level of reliability can be achieved by a good training program and by frequent face-to-face dialogue between people at different levels of the system. Goals and methods are carefully presented and explained in training programs and follow-up on how operations are proceeding are discussed in management meetings. The objective is better independent performance in a more decentralized system.

We advocate this second approach for the evaluation phase of project management. In the planning, monitoring and evaluation phase of the sequence, decentralized decision making is essential. The consignee and project holders are in the best position to understand local circumstances and to judge whether or not a given project will yield the desired developmental benefits. The AE and BI Analysis forms cannot be filled out by rote. They have to be thought about and, best, be discussed with people with experience both local and system-wide.

The tight report and reply style of management in CRS is not well suited to the evaluation task. We have moved toward introducing an evaluation component into the CRS process. We believe, and hope, that a marked improvement in choice of project will result. A side effect will be to give authority to make independent judgements and decisions to the local consignee and project holders. The two management styles can be combined, with decentralized decision making characterizing the evaluation and planning phases and strictly controlled reporting and response being used in monitoring stock levels. The system should work better and job satisfaction may increase. We note what seems to us to be genuine interest and enthusiasm for the evaluation exercises undertaken last year. People expressed satisfaction with finally being able to get a hold of evidence that Food For Work efforts really do have developmental impact.

4.0 SYSTEM IMPLEMENTATION

We now turn to the issue of implementing the planning, monitoring and evaluation system (PM&E). This system, which first emerged a year ago, has undergone several significant changes and improvements. At the Hyderabad All India CRS meeting held May 8 through 10, 1984, final dimensions of the system were provided and an implementation schedule decided upon.

4.1 System Description

Figure 4-1 is an abbreviated representation of the entire PM&E system. The right hand portion of this figure is similar to the original plan except for changes in the protocol for carrying out field analysis. The left-hand portion of the figure shown in dashed lines portrays some of the key project planning and implementation documents used in the monitoring component of the system. The central element of the system, especially at the onset, is the impact analysis conducted by field reviewers and Food For Work evaluators. To summarize, two different field instruments are used depending upon what type of project is being studied. The Beneficiary Income Improvement Analysis (BI) is applied when the primary benefits can be measured in economic terms. Examples of this type of project are farming infrastructure development such as land levelling or irrigation wells which contribute to increased output. The other type of field instrument, the Asset Effectiveness Analysis (AE) is for projects which yield benefits not readily amenable to economic quantification.[7] A few CRS projects such as cooperative commodity processing projects and vocational training are not directly amenable to analysis with these instruments. Rather than generate additional forms, a modified analysis protocol was worked out and disseminated at the Hyderabad meeting to those reviewers with such

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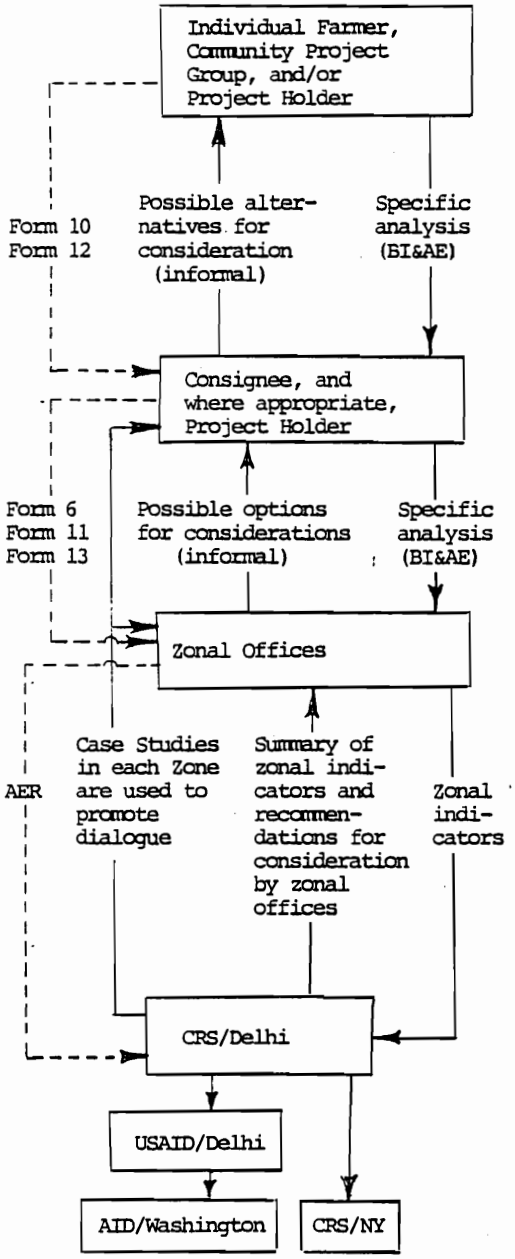
[7]For a more complete description of the distinction between these two type of analysis the reader is referred to the citations in Footnotes 1, 4 and 5.

FIGURE 4-1 - PICTORIAL OF THE CRS/FFW PLANNING, MONITORING AND EVALUATION SYSTEM



Individual analysis carried out on-site by FFW evaluator and field reviwer in concert with project beneficiary and/or project holder. Data is gathered from the concerned parties and the analysis is performed. The results are discussed and interpreted. Any errors are corrected, one copy is left on-site with project holder/consignee and second provided to zonal office. Information on factors which might contribute to program success is gathered from project holder. In some cases a preanalysis is performed.

Collection of individual analysis are utilized by consignee to consider alternative approaches to accomplishing goals. Where possible FFW evaluation helps articulate options that seem to show promise elsewhere and might be worthy of consideration. Consignee is helped by FFW evaluator in explicitly formulating his goals whenever possible including the filling out of next years form 6.

Dialogue continues among zonal staff and consignees concerning results occurring at project holder level. Emphasis is placed upon why indicators are not necessarily "better" when higher and why non-quantifiable factors should have equal importance. An effort is made to make specific those factors which are not readily amenable to quantification. Dialogue with consignee is informal and draws upon information from other zones. Whenever possible the zonal staff hopefully including the director some of the time, meet with small groups of consignees.

CRS/Delhi reviews zonal indicators and attempts to provide useful information on benefits accruing (both quanitative and qualitative) by project type, management style, amount and type of follow up etc.

CRS/Delhi working with FFW evaluators prepares case studies and disseminates to consignees and other zones at the annual All India FFW meeting.

Indicators and case study summaries portray FFW program progress in India.

projects. As mentioned earlier both the BI Analysis and AE analysis formats have undergone considerable change over the last year as a result of the workshops, field tests and the Hyderabad meeting. They are both longer and more comprehensive. Appendix C presents these revised formats including several small changes made during this consultancy. While improvements could still be made in the format, we suggest that the system be implemented using them in their present form. Field reviewers and FFW evaluators are familiar with them due to the field testing of this past year.

We suggest that this entire PM&E system be implemented for a two-year period. At the end of that time a review of its usefulness to CRS should be undertaken and a decision made to continue, modify or terminate.

4.2 Interpreting the Results from the Analysis

Each analysis protocol (BI Analysis & AE) tells only a portion of the story in a Food For Work project. They are not intended to capture everything. Their main purpose is to promote a dialogue between zonal staff and consignee/project holder on how to improve project design and implementation. They are working well when they facilitate transfer of knowledge about successful projects or project components from one consignee to another.

In order to ensure that the "bottom line" of the analysis (i.e., the benefit-cost ratio, payback period or cost per beneficiary ratio) is not the only factor considered in the dialogue, we believe it would be helpful to reiterate some of the limitations of the analytic portion of these formats. Those factors which represent limitations in analysis are precisely where much of the most useful dialogue will occur.

4.2.1 Project Life Estimate Limitations

In both the BI Analysis and AE formats, the annual cost of the project is heavily influenced by the useful life of the improvement. Estimates of project life vary depending upon the method of construction and the environmental conditions encountered with a more useful project being generally one with a longer life. Because project life estimation

is so critical to the outcome, it is both a subject for dialogue with consignees and a difficult estimate for for the analyst to make. (We shall return to this issue later in this report)

4.2.2 Other Limitations

Other limitations in the analysis are that many other factors besides the asset improvement could be responsible for the reported change in income or community benefit. For instance, a dramatic change in market price could heavily influence reported net gain. Climatic variation from one year to the next certainly affects the outcome. In addition, estimates by the farmer or project holder on situations which existed one or two years ago are often faulty. Sometimes even the perspective of the farmer changes so that in one year he includes the opportunity costs of his own labor and in another he excludes it.

While the analysis protocol asks for information on climatic or other extra-ordinary circumstances during the analysis period, this information is difficult to quantify and incorporate into the analysis itself. Selecting a small subsample of the analysis for reanalyses in future years could resolve some of the climatic and market price variation problems but still there will always be some level of indeterminancy in analysis results.[8] It is important at this point to restate that these results are for the purpose of promoting a development strategy through dialogue--not for resolving a basic scientific question.

One final constraint on the analysis protocol must be mentioned: the time value of money is ignored. To introduce this element into the analysis process would greatly complicate procedures. Many of the consignees, project holders and field reviewers are not versed in discounting methods and therefore this factor was not incorporated into the analysis. But some of the effects of discounting can be recognized

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[8] While this indeterminancy is somewhat disturbing, our experience shows that comprehensive full-blown studies which devote far greater resources to data gathering and analysis also yield indeterminant results. An unambiguous result cannot be obtained through application of the rigorous experimental model.

when establishing reasonable bounds on asset life. With a traditional double digit market interest rate prevailing in India it is perhaps unwise to estimate life of an asset greater than say, twenty years. The reason for this is that if future annual costs and benefits had been discounted to the present, those which occurred beyond say, twenty years would be a small percentage of the total and therefore might be ignored. In a sense then, to ignore the costs and benefits accruing in the distant future helps to mitigate the absence of time value of money in the analysis. CRS should monitor how this strategy works. If all projects begin to have 20-year estimated asset lives because that makes project look good, the reviewer should be instructed to be more realistic. On the other hand if more and more projects have convincing 20-year asset lives, the evaluation process is having the desired effect.

4.3 Scheduling the Full Implementation

In this section we present a description of the key elements and a suggested schedule for implementing the complete planning, monitoring and evaluation system. The planning and evaluation components are most changed from the present while the monitoring (especially commodity accounting) component has less changes. The interval of time over which the system element is to be undertaken is bracketed after each heading. Even though many of the components will recur annually, we present the scheduling only up through the end of fiscal year 1985.

4.3.1 Submission of the Planning, Monitoring & Evaluation Report (May 19, 1984)

Community Systems Foundation submitted its In-Country Draft at the end of the TDY on May 19, 1984. The report was sufficiently complete to constitute a review document for USAID/India and CRS. The present document is the final report and incorporates feedback from the In-Country Draft and also a photographic exhibit. Since there are only minor changes in the final version, there is no need to await its arrival before taking action.

4.3.2 Review of Proposed Planning Monitoring and Evaluation System (May 20 through June 29)

Even though there is no formal requirement for USAID/India to agree to the implementation plan, CRS has wisely decided to delay implementation until the Mission has had a chance to review program plans. A common understanding of the effort to be attempted only improves the likelihood for smooth implementation. USAID/India has stated that four to six weeks is sufficient time for review, thereby assuring final feedback by the end of June 1984.

4.3.3 Prepare for Implementation on October 1, 1984 (July through September 1984)

Final changes in the analysis instruments were made during this consultancy and reviewed by CRS/Delhi staff at the Hyderabad meeting. Reprinting the forms and disseminating them to the zones along with any necessary field protocol suggestions will be one of the elements in preparing for implementation. Another task is for the Delhi coordinator to recheck the instruments compiled during the field testing to see if any inconsistancies in application exist. If they are found, suggestions for remedy can be made directly to the specific field reviewer. The new Form 6, and modified Form 10 planning documents and modified Form D1 and B1 reporting forms also can be finalized and published during this period. More consideration should be given to changing the reporting periods of the forms and for adopting the consolidation of Form 13 as suggested. The implementation of these changes is left open.

4.3.4 Implement Planning, Monitoring and Evaluation System (October 1984 onward)

Full implementation of the Planning, Monitoring and Evaluation (PM&E) system consists of several components: (1) performing field analysis with the BI Analysis and AE forms, (2) conducting zonal level analysis on results analysis, (3) engaging in dialogue with consignees/ project holders, (4) preparing case studies and (5) conducting an annual country-wide meeting on the results of the endeavor. Each component will be discussed in order.

(1) Performing field analysis - It is suggested that a maximum of sixty and a minimum of twelve field analyses per zone be conducted in the first year. Consideration should be given to a differential distribution among zones depending upon staffing levels and difficulty in reaching consignees. We believe that the maximum number should not be attempted without additional resources devoted to the task either from simplifying other aspects of the zonal office activities or by increasing staff levels. In order to increase the accuracy of the historical data in the analysis, a pre-analysis on some of the studies should be performed. However, what is gained in accuracy is lost in flexibility and spontaneity about which projects to review. It is therefore suggested that a mix of approaches be maintained in those zones who choose to implement in this manner. One of the topics at the annual meeting can be a review of the relative merits of each approach.

Considerable experience was gained in administering the analysis instruments during the field testing period this past year. For instance, it was found that if the analyst filled up the form as much as possible before going out to the site and then asked the remaining questions informally jotting down the data on a small scratch pad, the farmer was more at ease and information flowed more freely. It also seemed to help if more than one farmer were present.

(2) Conduct zonal level analysis - Results from the BI Analysis and AE analysis will be discussed with consignees and or project holders. In addition, however, the patterns which emerge by looking at results from all the analysis conducted in the zone could also be helpful in promoting dialogue with consignees. One of the more interesting patterns which could emerge concerns project life. Life of an asset often reflects other important factors such as the construction or production technology used and the type and amount of non-Food For Work components. Therefore, it is suggested that during the first

year each zone make an estimate of the life for each asset under different circumstances. It should be emphasized that these are estimates which will undoubtedly change as experience is gained. The compilation should reflect a range in many instances. Again, reflection upon these estimates and the causes for their variation is material for dialogue. Discussion of these estimates by zone could also be a beneficial agenda item at the all-country meeting.

(3) Engage in Dialogue with Consignee/Project Holders - One time that dialogue between field reviewer and consignee could occur is when field instruments are being administered. Another is when small groups of consignees gather with some of the zonal staff for the purpose of sharing information and beginning the planning process for the next fiscal year. We suggest that each zone conduct one or more of these small meetings during the first year of operation. Since each zone operates under different conditions it is perhaps wisest to leave the decision on how best to undertake these meetings to the zonal directors. Some may wish to have larger groups and fewer meetings. Other may wish to travel to the consignee rather than ask him to visit the zonal office.

(4) Prepare Case Studies - An important element in the entire planning, monitoring and evaluation system is the case study. It is suggested that case studies build upon one of the BI Analyses or AE analysis although under unusual circumstances it may be desirable to select some other project. A case study is a more in-depth investigation of a specific project. Background information should include a brief description of the setting in which the project was carried out, reasons why it was deemed important to undertake and how the decision was made to select this project by the community and project holder. The analysis should then be presented, drawing upon the results of the BI Analysis or AE but also going beyond the formal analysis to include factors which could not be incorporated into a simple format. Non-quantifiable and

difficult-to-measure factors which indicate changes in the status quo should be emphasized. Finally, some conclusions should be drawn which might be useful to other consignees or project holders. An estimate of the length of the written report is 5 to 8 double-spaced pages.

The guidelines for a case study presented above are purposely vague because we believe there is considerable merit in diversity of approach. The key element in the study is that it tells a story about a real project from which others might learn. Learning can be about how to undertake projects in general, what factors seemed to contribute to success or difficulty in this specific case, what were some of the unanticipated or secondary effects of the project or any number of other possibilities. We suggest attempting to implement a minimum of one case and a maximum of two for each zone during the first year. They should be available in written form for discussion at the annual meeting.

(5) Conduct an Annual Country-Wide FFW Meeting - The last component in the PM&E systems is an annual country-wide meeting where the results of the past year can be reflected upon. Experiences in system implementation can be shared, and plans decided upon for the upcoming year. Other agenda items could include (1) conclusions drawn by each zone from the BI and AE analysis it had performed, (2) a discussion on asset life estimates, (3) sources of technical assistance which were helpful during the year and (4) a review of the case studies prepared to date.

4.4 Identify a CRS Planning, Monitoring and Evaluation Coordinator

We recommend that CRS/India identify an individual within its organization to be responsible for coordinating the implementation of the system. In addition to facilitating the system, this person could also ensure that a consistent approach for the analysis was established and maintained among zones. Training of the field reviewers and Food For Work evaluators is probably best done by going into the field and

actually conducting the analysis together. If resources permit, it would be very useful to have a mid-year meeting of one of the staff conducting analyses in the field from each zone to resolve implementation problems and ensure consistency. These meetings should preferably be conducted in the field setting, thereby providing a more realistic setting for discussion of issues.

4.5 Training and Technical Assistance

Within the CRS Food For Work system there is substantial knowledge on how to design and implement projects. There is also considerable knowledge about handling and accounting for commodities. Nevertheless additional skills could only improve operations. CRS is initiating a comprehensive review of its commodity management system drawing upon the resources of Price Waterhouse Inc., India, which should provide new ideas for improvement.

We suggest that within the limits of time and resources, additional steps be taken to provide zonal staff and consignees with the existing technical resources available in the country. Example institutions which might be drawn upon include: Action for Production (AFPRO), Bharatiya Agro-Industries Foundation (BAIF), All-India Coordinated Rice Improvement Project (AICRIP), International Crops Research Institute for the Semi-Arid Tropics (ICRISAT), Hapur Training Institute, Indian Council of Agricultural Research and the Indian Institute of Management. Examples include water table data, construction techniques, knowledge about new varieties for grains, legumes and trees, and grain storage techniques.

4.6 Seek Supplemental Resources for Program Implementation

There is great merit in the CRS philosophy of maintaining as much independence as possible in funding its in-country operating costs. In section 3 of this report we discussed at length possible ways of squeezing commodity accounting in order to make room for impact evaluation. But such changes are difficult to make and since commodity levels have diminished, further pressure has been placed on operating budgets. We therefore recommend that additional resources be made

available to CRS for funding the start-up and extra-ordinary expenditures associated with the PM&E system. Examples of elements needing funding include travel and per diem for training and coordination, salary for the CRS coordinator, printing and communication expenses, training programs, mid-year evaluators meeting and support for the country-wide FFW meeting.

Beyond implementing the PM & E system is the more global issue of how to continue improving development impact of FFW programs. Questions of how best to maximize impact, especially by drawing on non-FFW resources, and further reflection on project holder, consignee and zonal processes are of central importance. CRS does this now and will undoubtedly do so even more in the future. However, it may be that additional resources both to assist them in this endeavor and to transfer their knowledge elsewhere would yield substantial results.

4.7 A Closing

We can not close this report without sharing some of our thoughts about the CRS Food For Work program in India. Our visits to the many remote project sites and detailed discussions with zonal and headquarters staff only served to amplify impressions we received a year ago on a similar visit. CRS is effecting development in areas at the fringe of governmental infrastructure. It has chosen to apply a "bottom up" model to development in oftentimes extremely difficult circumstances. Because it is a real program there are problems and areas needing improvement but time and again we have been impressed by the sensitivity, awareness and capabilities of the people of the organization. Their principal commitment continues to be helping those most in need to attain self-sufficiency in spite of pressure for emphasis on commodity accounting. It is, in our opinion, a rare and precious event in the world of development. That CRS is enthusiastic about assuming the additional burdens of the PM&E system discussed herein is merely one small indication of its commitment.

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APPENDIX A - PERSONS CONTACTED & LOCATION KEY

USAID/Delhi

Mr. Owen Cylke, Director
Mr. Harry H. Houck, Chief, Office of Food For Development
Mr. David R. Nelson
Mr. John Paul Chudy
Mr. N. Krishnamurthy
Mr. S. Chandrasekar
Mr. N.K. Kotwaney
Ms. Hema Ramaswamy
Dr. Richard M. Brown, Deputy Director
Ms. Mary Ann Anderson, Office of Health and Nutrition

AID/Washington

James Manley - ASIA/BI (Phone only)
Ms. Maureen Norton - ASIA/PPE
Sharon Pines - ASIA/PPE
Harold Rice - ASIA/TR
Ms. Hope Sukin - FVA/PPE
Ms. Judy Gilmore - FVA/PPE

Catholic Relief Services - Delhi Office

Mr. Terrence M. Kirch, Director, India
Catholic Relief Services
2, Community Centre
East of Kailash
New Delhi-110 065
Mr. Joseph Gerstle, Deputy Director
Mr. George Thomas, Logistician

CRS Calcutta Zone

Ms. Vivian N. Marin, Zonal Director
Catholic Relief Services
50 Circus Avenue
Calcutta-700 017
Mr. Job Thekkedath, Program Reviewer
Mr. Biswajeet Singh, Field Reviewer
Mr. Sushanto Biswas, Field Reviewer
Mr. P. Abraham, FFW Evaluator
Mr. Nikhil Hazara, Field Reviewer

Mr. Sarkar, Logistician

CRS Madras Zone
Mr. James R. Murray, Zonal Director
Catholic Relief Services
6, Armenian Street
Madras-600 001
Mr. P.J. Sebastian, FFW Evaluator
Mr. Ignatius Rozario, Field Reviewer
Mr. Thomas, Field Reviewer
Mr. D'Silva, Administrator
Mrs. Thomas, Logistician

CRS Cochin Zone
Mr. F.M. Paynter, Zonal Administrator
Catholic Relief Services
Shanmugham Road
Ernakulam
Cochin-682 011
Mr. K.J. Joseph, FFW Evaluator
Mr. T.J. Augustine, Field Reviewer
Mr. C.J. D'Couto, Field Reviewer

CRS Bombay Zone
Mr. Michael E. McDonald, Zonal Director
Catholic Relief Services
Eucharistic Congress Building III
First Floor, 5 Convent Street
Bombay 400 039
Mr. Jose P.M.
Mr. Victor Bansiwar
Mr. Kisan
Mr. Adam Khan
Mr. M. Estibard
Mr. Fracis D'Souza

Project Holders and Consignees in Order of Visit

Location key

1
Fr. Mathew Manipadam
Diocesan Director
Daltonganj Diocese
Chandwa, Bihar
(Consignee and project holder)

2
Br. Michael Kajur
Chandwa, Bihar
(Project holder under Fr. Mathew)

3
Fr. Christ Leming
Catholic Church
Chandwa, Bihar
(Project holder)

4
Fr. J. Henrichs
Palli Unnyan Samiti
P.O. Baruipur-743302
Dist. 24 Parganas, West Bengal
(Consignee)
Mr. S. Adhikari
Field REviewer
Palli Unnyan Samiti
P.O. Baruipur-743302
Dist. 24 Parganas, West Bengal
(Consignee)

5
Mr. Chandi Charan Haldar
Agricultural Unit
Vill. Basbadi, P.O. Chandpalla
P.S. Falta, Dist. 24 Parganas
West Bengal
(Project holder)

6
Mr. N.C. Ghosh
Basbadi Palli Unnyan Samiti
Vill. Basbadi, P.O. Chandpalla
P.S. Falta, Dist. 24 Parganas
West Bengal
Mr. Mohammed Harnuz Mullah
Krishak Mazdur Samiti
P.O. & Vill. Chandpalla
P.S. Falta, Dist. 24 Parganas
West Bengal
(Project holder)

8
Fr. Robert D'Souza
Boy's Town
P.O. Gangarampur

P.S. Bishnupur
Dist. 24 Parganas
West Bengal
(Project holder)

9 Fr. Penven
Snehalaya
Solur
Bangalore, Karnataka
(Consignee)

10 Sr. Helen Fernandes
Snehalaya, Solur
Bangalore, Karnataka
(Project holder)

11 Fr. Salem
Diocesan Director
Archbishop's House
Bangalore, Karnataka
(Consignee)

12 Mr. Le. Anthony
Field Reviewer
Archbishop's House
Bangalore, Karnataka
(Consignee)

13 Fr. Fernandez
Principal
Dharamraj College
Bangalore, Karnataka
(Project Holder)

14 Ref. Fr. Augustine Pinheiro
Catholic Church
Munnar
Idukki Dist, Kerala
(Consignee)

15 Fr. Rocky Kuttickal
St. Mary's Church
Marayur
Dist. Idukki, Kerala
(Project holder)

16 Br. Arul Joseph
Little Flower Church
Kanthalore
Idukki Dist., Kerala
(Project holder)

17 Fr. Sebastian Karikulab
St. Mary's Church

June 22, 1984

Sahayagiri
Dist. Idukki, Kerala

APPENDIX B

HYDERABAD ALL INDIA FFW MEETING

CATHOLIC RELIEF SERVICES - INDIA PROGRAM

CENTRAL MEETING ON FFW PROJECT MANAGEMENT MONITORING AND EVALUATION SYSTEM

May 9, 1984

09:30 - 11:00	Introduction and the Program
11:00 - 11:15	Morning Tea
11:15 - 12:00	Suggestions for Full Implementation of the Monitoring and Evaluation System by Dr. William Drake
12:00 - 13:00	Recommendations to CRS for Streamlining the Existing FFW Commodity Accounting by Dr. John Nystuen
13:00 - 14:30	Lunch break
14:30 - 15:00	Group Exercise on the M&E System and Commodity Accounting Procedures presented in the Morning Session
15:30 - 15:45	Tea break
15:45 - 16:30	Group exercise continued
16:30 -17:30	Presentation by Groups in the Plenary Session

May 10, 1984

09:30 - 11:00	CRS group exercise
11:00 - 11:15	Tea break
11:15 - 13:00	Group exercise continued
13:00 - 14:00	Lunch break
14:30 - 15:30	CRS General Session

May 11, 1984

09:30 - 11:00	Presentation of the Final FFW Project Management System by Dr. Drake and Dr. Nystuen

11:00 - 11:15	Tea break
11:25 - 13:00	Recommendation and Concluding Session of the meeting
13:00 - 14:30	Lunch break
14:30 - 17:30	Open

Outline for Presentation by William D. Drake at CRS FFW Central Meeting May 9, 10, 11, 1984 - Hyderabad, India

Suggested Guidelines for Full Implementation of the Planning, Monitoring and Evaluation System

I Characteristics of CRS program which the Planning, Monitoring and Evaluation System must accommodate

A. Entire system operates in a volatile environment

1. Level of commodity varies from year to year

2. Time of arrival of commodity to project holder is uncertain

3. Turbulent environment for implementation of project

a. Climatic and other local conditions change quickly

b. Unknown problems encountered during implementation often require adjustment

B. A major strength of CRS program is "bottoms up" decentralized approach to development. This should be facilitated by PM&E system

1. Considerable variation in program type is desirable to maintain

2. Consignee and project holder propose, develop and execute programs

3. Bottoms up approach does not mean CRS should not encourage certain approaches and/or project types

C. There are and will continue to be substantial financial and manpower constraints on CRS, consignees and project holders

D. PM&E System designed primarily for helping improve CRS/ Consignee/Project holder programs. Secondarily, to provide aggregate information to donors

II Planning, Monitoring and Evaluation System Description

A. System designed to build upon already existing system - much of which is quite good

B. Information system has three components

1. Planning component - What is now Form 6, 10 and 11
2. Monitoring and/or management component (discussed in Section 2)
3. Evaluation of completed project components
   a. Integration with Food For Work review and Form 10
   b. Beneficiary Income Improvement Analysis
      1) Limitations
         a) Life estimation
         b) Longer than one year investment
         c) Inflation effects
         d) Climate variation
         e) Accurate recall of data etc.
         f) Perspective
         g) Time value of money
      2) Use of evaluations as a dialogue device
         a) The value of integration with other inputs
         b) The value of technological assistance
         c) Extending project life
         d) Share provided by beneficiary
         e) Income of beneficiary
   c. Asset Effectiveness Analysis (Same as b.2 above)
   d. Implement maximum of 60/zone/year or 240/year total

C. Training for FR & FFW evaluators and consignees
   1. On the job orientation
   2. Accommodate high turnover of consignees
   3. Key is to build consignee capability and stability
   4. Workshops/seminars/meetings

D. Further methods for assisting consignees and project holders in

improving programs

1. Link up with providers of technological assistance

   a. Within CRS system

   b. AFPRO & IRDP etc.

2. Development of a strategic consignee plan

3. Development of a zonal plan or priority

III Next Steps in Implementation

A. Adjust forms and write brief description of procedures for implementation. (To be accomplished in total during Drake/ Nystuen consultancy)

B. Implement Analysis

   (Perhaps beginning August 1, 1984, implement maximum of 15 per zone per quarter or 60 per year per zone - proportional to mandays and type.)

   Train in consistency and fill the distribution of project types by CRS/Delhi staff person.

C. Conduct consignee/zonal meetings

   (Implement with most sympathetic and geographically proximate consignees early 1985)

D. Conduct inter-zonal meetings (Summer 1985)

E. Implement case studies with supplemental resources (Spring 1985)

Outline for Presentation by John D. Nystuen at CRS FFW Central Meeting, May 9, 10, 11, 1984 - Hyderabad, India

Recommendations to CRS for Streamlining the Existing FFW Commodity Accounting Procedures

I Description of the Management Information Systems (MIS)

A. The structure of the management system is embodied in its forms, directives, manuals and protocol descriptions. The procedures of the management system are the actions taken by the responsible people. CRS/FFW is a decentralized system in which actions are initiated at the field operation level.

B. The operating system

	Structure
1. Planning	
• Forecast and strategy	Forms 6, 2, 3
• Project proposal	Forms 10 & 11
• Call forward	Zonal orders
2. Monitoring	
• Stock accounting	Forms A, C, D-1, B-1
• Work rolls	Form 9
• Project status	Forms 12 & 13
3. Evaluation	
• Field reviews	Field reviewer's reports
• Field evaluation	AE and BI Analysis

II Bases for recommending continuation or change in the management structure and procedures

A. Structural change

1. Complexity of the content of the forms
   (e.g. simplify by eliminating compound questions)
2. Redundancy and reliability
   (e.g. degree of cross checking required)
3. Texture: Need-to-know by level of hierarchy

(e.g. mandays by task or total mandays)

B. Procedural change

1. Frequency and timing of reports
   (e.g. call forward protocol)

2. Sampling rate
   (e.g. 1/3 consignee per year in field review)

3. Levels of accuracy and accounting effort
   (e.g. loss reports)

4. Robustness of managerial systems
   (e.g. training and protocol for personnel change)

III Recommendations

A. Planning

1. Form 6. Change Form 6 into a review, forecast and strategy narrative covering specific topics

2. Form 10. Simplified by eliminating certain questions covered in the M&E system.

3. Submit project proposals (Form 10) twice a year in June and December

B. Monitoring

1. We recommend godown stock accounting remain the same in structure and procedure

2. We recommend reporting stock accounts in units (bags and cartons-cans) up to CRS/New Delhi at which place the conversion to kilograms will be made for the necessary forwarding reports

3. We recommend Forms B-1 and D-1 be modified to show project completion and to be submitted quarterly

4. Eliminate Form 13 which duplicates B-1

5. We recommend Form 12 be modified and submitted at end of project or twice a year for projects not completed

6. We recommend the loss reporting and accounting be more in line with level of loss in each instance (Delegate write-off authority and monitor experience)

C. Evaluation

1. We recommend the field review form be modified to reflect changes in paragraph IIIA and IIIB and the implementation of the evaluation analysis

2. We recommend addition of the Asset Evaluation Analysis (AE) and the Beneficiary Income Improvement Analysis (BI)

IV Training

A. Protocol for personnel change

B. Manuals

C. Shared learning in consignee annual meetings

V. Integration of FFW with regular programs

A. Similarity and differences in forms and processes

B. Fiscal policy

Appendix 1 - Amendments and Deletions to FFW Manuals

Appendix 2 - Revised and New Forms

Hyderabad FFW Central Meeting, May 9, 10, 11, 1984

LIST OF PARTICIPANTS

Bombay Zone

Mr. Michael E. McDonald
Mr. Jose P.M.
Mr. Victor Bansiwar
Mr. Kisan
Mr. Adam Khan
Mr. M. Estiberd
Mr. Francis D'Souza

Cochin Zone

Mr. F.M. Paynter
Mr. K.J. Joseph
Mr. T.J. Augustine
Mr. C.J. D'Couto

Madras Zone

Mr. James R. Murray
Mr. P.J. Sebastian
Mr. Ignatius Rozario
Mr. R. Vincent
Mr. D. Theophilus
Mr. J.A.I. Thomas

Calcutta Zone

Mr. Vivian N. Marin
Mr. E. Abraham
Mr. Biswajeet Singh
Mr. Sushanto Bisivas
Mr. Nikhil Hazara

CRS/New Delhi

Mr. Terrence M. Kirch
Mr. Joseph Gerstle
Mr. George Thomas

USAID/Delhi

Mr. John Paul Chudy
Mr. N. Krishnamurthy
Mr. S. Chandrasekar
Mr. N.K. Kotwaney
Mr. David R. Nelson

Community Systems Foundation

Dr. William D. Drake
Dr. John D. Nystuen

APPENDIX C

ANALYSIS FORMS

№ 206

FOOD FOR WORK PROJECT

BENEFICIARY INCOME IMPROVEMENT ANALYSIS

A. PROJECT BACKGROUND INFORMATION

Name of Consignee_____ Code No._____

Name of Project Holder_____

Type of Project_____

Project Identification No._____

Date Project Began_____ Completed_____

Number of Mandays utilized for this project_____

Number of Beneficiaries in Overall Project_____

B. BENEFICIARY BACKGROUND INFORMATION

Name of Beneficiary_____

Name of village_____

Approx. Annual Family Income before the Project Rs._____ (1)

Number of family members_____

Annual Income per family member Rs._____ OK

Acreage Owned_____ Acreage Cultivated _____ Acreage uncultivated _____

Brief Description of the project and its specific objectives for this beneficiary :

_____

_____

_____

Location of the project for this beneficiary_____

Number of mandays spent on this project beneficiary_____ (2)

Number of acres improved for this beneficiary_____ (3)

Local market value of a FFW Manday

Grain Rs._____ +Oil Rs._____ = Rs._____/FFW Manday (4)

Value of all Inputs Associated with total FFW Project Cost for this beneficiary

	INPUT DESCRIPTION		VALUE (Rs.)
	Type of Input	Units/Quantity	Total Value
i)	FFW Value	(Item 2) × (Item 4) =	
ii)			
iii)			
iv)			
v)			
vi)			
vii)			

Total Project Cost Rs._____ (5)

Percentage of contribution by beneficiary_____%

Percentage of contribution by FFW_____%

Percentage of contribution by other sources_____%

Total percentage_____%

C. YEARLY CHANGE IN AGRICULTURAL OUTPUT DERIVED FROM THE PROJECT

Output for the year before the project for this beneficiary

	Season	Crop	Output Unit	×	Market Value Per Unit	=	Sub Total Value
i)							
ii)							
iii)							
iv)							
v)							

Total output value before the project Rs._____ (6)

Output for the year following the project for this beneficiary

	Season	Crop	Output Units	×	Market Value Per Unit	=	Sub Total Value
i)							
ii)							
iii)							
iv)							
v)							
vi)							

Total output value after the project Rs._____ (7)

[Total output value after the project] — [Total output value before the project] = [Annual change in output value after the project]

Rs. _____ (Item 7) — Rs. _____ (Item 6) = Rs. _____ per/year (8)

D. YEARLY CHANGE IN COST OF PRODUCTION

Valuation of inputs in the year preceding the project

	Type of Input	Market Value of Input Rs.	P.
i)			
ii)			
iii)			
iv)			
v)			
vi)			

Total market value ot inputs before the project Rs._____ (9)

Valuation of inputs year following the project

Type of Input	Market Value of Input Rs.	P.
i)		
ii)		
iii)		
iv)		
v)		
vi)		

Total market value of inputs after the project Rs._____ (10)

[Total market value of inputs after the project] — [Total market value of inputs before the project] = [Annual change in production cost after the project]

Rs. _____ (Item 10) —Rs. _____ (Item 9) =Rs._____ per/year (11)

E. ANALYSIS FOR DETERMINING BENEFICIARY INCOME IMPROVEMENT

Calculating the Annual cost of the project improvement

Estimate of the life of the improvement=_____Years (12)

Please describe the basis used for the estimate_____

_____

_____

_____

Annual cost of the project improvement Rs. _____ (Item 5) ÷Rs. _____ (Item 12) =Rs._____ (13)

Comparison of the benefits and costs of the project

[Change in Agricultural output value after the project] — [Change in production cost after the project] = [Net improvement in beneficiary income per year after the project]

Rs. _____ (Item 8) — Rs. _____ (Item 11) = Rs. _____ per/year (14)

Benefit/Cost ratio = Rs. _____ (Item 14) ÷ Rs. _____ (Item 13) = Rs. _____ (15)

Pay back period = Rs. _____ (Item 5) ÷ Rs. _____ (Item 14) = Rs. _____ years (16)

Percentage of income improved after the project implementation

Rs. _____ (Item 14) ÷ _____ (Item 1) × 100 = Rs. _____ (17)

Net improvement in beneficiary income per acre :

Rs. _____ (Item 14) ÷ Rs. _____ (Item 3) = Rs. _____ per acre (18)

Based upon discussion with beneficiary and others, how would you interpret the results, taking into account agricultural variations before and after the project: Please be as specific as possible.

_____

_____

_____

_____

F. NON-ECONOMIC IMPACT

List out one or two major Non-economic changes which may have occurred in the life of the beneficiary as a result of this project other than the economic benefits stated above ?

Nº 206

Change that have occured	Indicators of this change	~~Means of verification of this indicator~~ How these Indicators are being verified.

Name of Analyst

Date of Interview and Analysis

Signature of the Analyst

Did this analysis have a preevaluation ?

Yes ___ No ___

May 1984

№ 205

FOOD FOR WORK PROJECT

ASSET EFFECTIVENESS ANALYSIS

A. PROJECT BACKGROUND INFORMATION

Name of Consignee_____ Code No._____

Name of Project Holder_____

Type of Project_____

Project Identification No._____

Location of Project _____ _____

Date Project Began_____ Completed _____

Number of Mandays Utilized for this Project_____ (1)

Number of Mandays Utilized for this asset beneficiary_____ (1a)

Number of families benefiting from overall Project_____ (2)

Name of Community/Beneficiary_____ _____ (2a)

Approx. Annual Family Income of the Community/Beneficiary_____

Brief Description of the project :

_____

_____

_____

_____

_____

B. VALUE OF ALL INPUTS ASSOCIATED WITH TOTAL FFW PROJECT COST

Local Market Value of a FFW Manday

Grain Rs._____ + Oil Rs._____ =Rs. _____FFW Manday (3)

May 1984

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S. No.	INPUT DESCRIPTION: Type of Input	INPUT DESCRIPTION: Quantity in Units	VALUE: Total Value in Rs.
i)	FFW Value	(Item 1) × (Item 3) =	
ii)			
iii)			
iv)			
v)			
vi)			
vii)			
viii)			
ix)			
x)			

Total Project Cost Rs. _____ (4)

Input Source

i) Input by Beneficiary/Community _____ (5)

ii) Input from Voluntary Donor Agency _____ (6)

iii) FFW Inputs _____ (7)

iv) Input from Loan _____ (8)

v) Input by Government _____ (9)

vi) Input from other sources _____ (10)

Percentage of Contribution by each source

Beneficiary Contribution (Item 5 ÷ Item 4 × 100) = _____%

Voluntary Donor Agency Contribution (Item 6 ÷ Item 4 × 100) = _____%

FFW Contribution (Item 7 ÷ Item 4 × 100) = _____%

Loan Contribution (Item 8 ÷ Item 4 × 100) = _____%

Government Contribution (Item 9 ÷ Item 4 × 100) = _____%

Contribution from other sources (Item 10 ÷ Item 4 × 100) = _____%

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C. COMPARISION OF COST AND UTILIZATION

$\frac{\text{Cost}}{\text{(Item 4)}} \div \frac{\text{Beneficiaries}}{\text{(Item 2)}} =$ _____ (Family) Rs./per beneficiary (11)

Estimated Life of the Asset _____ years (12)

Annual Cost $= \frac{\text{Cost}}{\text{(Item 4)}} \div \frac{\text{Life}}{\text{(Item 11)}} =$ Rs. _____ per year (13)

Annual Cost/Beneficiary Ratio : (Item ~~12~~ 13) ÷ (Item 2) = Rs. _____ /year/beneficiary or 2a

D. PROJECT IMPACT

Primary Purpose of the Project	Indicators which show that the purpose has been achieved	~~Means of verification for each indicator~~ How these indicators are being verified.

Nº 205

Secondary purpose of project, if any?	Indicators which show that the purpose has been achieved	~~Means of verification for each indicator~~
		How these indicators being verified

What is the value of the asset in open market Rs._____

If the FFW contribution weren't available what difference would it have made ?

_____

_____

_____

_____

_____
Name of Analyst

_____
Date of Interview and Analysis

_____
Signature of the Analyst

Did this analysis have a prevaluation?

Yes ☐ No ☐

APPENDIX D

FOOD FOR WORK PLANNING AND MONITORING FORMS (REVISED)

Consignee Annual Plan

CRS-USCC
Consignee Code Number_____
Consignee Name_____

Food For Work
Form 6
(Revised May 1984)

1. Project priorities. Give reasons for your plans for the coming fiscal year. Include comments on the following topics.

   a. The type of projects which have had the most success in the past year.

   b. The type of projects that have not worked well.

   c. The type of projects you feel have the most potential for improving conditions in the community next year.

   d. Were there any notable physical or social/economic events that affected the progress of projects last year, for example, a drought, the opening of a new road, etc.?

2. Summary data and proposed mandays.

Fiscal year	Number of projects	Mandays
(a) Last FY	Approved_____	Approved_____
(b) Current FY	Planned_____	Approved_____
(c) Next FY	Proposed_____	Proposed need_____

_____ _____
Signature and Stamp of Consignee Date

To be submitted along with the
Annual Estimate of Requirements (AER)

Food for Work Form 10
(Revised May 1984)

Catholic Relief Services
Food for Work Project Application

To be fully completed by the project applicant in duplicate.

1. Project type _____

2. Name/title/address of applicant _____

3. Location(s) of individual site(s) _____

4. Project support from other sources, give details of amount, source, etc. _____

5. Description and specification of work to be taken up, soil conditions _____

6. Planned phasing of the work:

	(1) Work Type	(2) Dimensions (measurements)	(3) Total cu.ft/sq ft	(4) Output per manday	(5) Number of mandays (3 ÷ 4)
a.					
b.					
c.					
				Total mandays	

CRS/Consignee

1. If not recommended/approved give reasons _____

The following to be filled up by the consignee after CRS approval.

2. Project identification number _____

3. Total mandays approved _____

4. Ration rate per worker, per day (in kgs)

   Oil _____ Wheat _____

   Other _____

5. Food allotted (in standard units)

   Oil _____ Wheat _____

   Other _____

Signature and Stamp of Consignee
Date _____

Back of form 10

7. Why was the project selected?

8. Who selected the project?

9. Is the project to be on (a) public land (b) private or church land
   a. If the project is on private or church property, what are the corollary public benefits to be derived?_____
   b. What is the estimated average income of the asset beneficiary (ies)?_____

10. (a) Estimate transport and administrative costs (Rs.)_____ (b) Who will pay the transportation and administrative costs?_____

11. Describe storage facilities_____

12. Who will maintain the project after completion?_____

13. What types of projects, if any, has the project holder had in the past?_____

14. Describe management and supervision of the project?_____

15. Describe economic benefits to be gained by the asset beneficiary. Give estimate of economic gains, if available.

16. Describe non-economic benefits if there are any.

_____
Applicant's Signature
Date_____

CRS-USCC

Food for Work Summary of Project Applications
Projects recommended by the Consingee to CRS based on the
Project Application form (Form 10)

Food For Work Form 11
(Revised May 1984)

Page Number_____
Qtr._____ FY_____

Consignee_____

Rank the projects in the order of importance you assign to them for this half year period

Project Identification No. (to be given by CRS)	Name and Address of Project Holder	Type of Project	Size of Project, No of Units (km., acres, feet as appropriate)	Measurments/ Dimensions	Work involved in cu. ft., sq ft etc. (as appropriate)	Workers x days = mandays	For CRS Use Food Approved			Remarks if any	For CRS Use
							oil	wheat	Other		

Total approved mandays_____ Ration Rate: Oil_____
Total approved mandays previous Qrt._____ Wheat_____
Other_____

Date_____ _____ _____ Date_____
Approval of CRS Zonal Office Signature & Stamp of Consignee

Two copies to be sent to CRS 2 months before the
quarter in which projects are to be undertaken

CRS-USCC

Food For Work Form D1
(Revised May 1984)

Project Holder/Distributor's Stock Report
(Send to Consignee)

Report of the month_____ FY_____

Stock Report

Commodity	Oil Cartons/Cans	Wheat Bags	Other (specify)
Opening balance			
Receipts			
Transfer receipts			
Loss/damage			
Total available			
Consumption (issues)			
Transfer (issues)			
Closing balance			

Food ration per worker per day (kgs.) Oil_____ grain_____

Manday Report for month

Total manday approved_____

Total mandays utilized this month_____

Remarks_____

_____

_____

Note: Consumption of commodities should be related to food ration times number of mandays utilized. Any short or excess distribution should be properly explained. List project number of projects included in this report.

To be filled in duplicate - Original to be sent to CRS Zonal Office and copy retained in Consignee's file

Signature_____
Consignee

Date_____

CRS-USCC

Food For work Form B1
(Revised May 1984)

Consignee Consolidated Stock Report and Mandays Utilized

Report for Qrt._____FY_____

Stock Report

Commodity	Oil Cartons/Cans	Wheat Bags	Other (specify)
Opening balance			
Receipts			
Transfer receipts			
Loss/damage			
Total available			
Consumption (issues)			
Transfer (issues)			
Closing balance			

Food ration per worker per day (kgs.) Oil_____ grain_____

Manday Report for Qtr.

Total manday approved_____

Total manday utilized_____

Remarks_____

_____

_____

Note: Consumption of commodities should be related to food ration times number of mandays utilized. Any short or excess distribution should be properly explained.

To be filled in duplicate - Original to be sent to CRS Zonal Office and copy retained in Consignee's file

Signature_____
Consignee

Date_____

CRS-USCC

For For Work Form 13
(Revised May 1984)

Catholic Relief Services
Food For Work Quarterly Summary Report
Based on Individual Progress Report from Project Holders

Consingee Code Number_____ Report for the Qtr_____FY_____

Project Type	Number of Projects	Mandays		Cumulative Total food Utilized by project Type			Number of Projects			Remarks (list project identification Number of projects completed and projects cancelled)
		Approved	Utilized till date	Oil	Wheat	Other Specify	Completed	Cancelled	In Progress	
A1 New Irrigation Wells										
A2 Deepening/Clearing Irrigation Wells										
A3 Tanks/Dams/Reservoirs										
A4 Irrigation Canals										
A5 Bund Construction/ Repairs										
A6 Land Clearing/ Levelling										
A7 Bench Terracing Slope Land reclamation										
A8 Reforestation/Erosion Control										
A9 Pasture and forrage development										
A10 Fisheries development										
B1 Road construction/repairs										
B2 Bridge construction										
B3 Drinking Water Wells										
B4 School/Community Centre/Health Centre/Godown										
B5 Low cost houses										
Other (Specify)										

One copy to be kept with consignee and one copy to be sent to CRS zonal office within one month after end of reporting period.

Signature and Stamp of Consignee
Date_____

APPENDIX E

FOOD FOR WORK INSTRUCTION MANUAL REVISIONS

The following paragraphs are to be used in revising the Food For Work Manual. The instructions refer to questions and lines in the planning and monitoring forms where we have suggested modifications.

Instructions for Completing Form 6

The purpose of Form 6 is to help the consignee write down his project plans for the coming fiscal year. This plan is then submitted to the zonal office for their use prior to the submission of their Annual Estimate of Requirements (AER) report. The questions are designed to remind the consignee to consider past successes and failures in projects that have been undertaken in the past; to take into account the condition of the environment and any changes in the environment that might affect how projects will do the next year; and to indicate what priority the consignee gives to particular projects or project types.

The following guidelines by question number will help you understand and answer each question.

Question 1:

1(a) Indicate which project types or particular projects were successful in building or creating assets that (i) contribute to earnings of appropriate asset beneficiaries, (ii) improve community well being, or (iii) contribute to the subsistence of marginal people.

1(b) Indicate project type that did not create a significant asset either because (i) this project type does not have great potential in your area, or (ii) contrary to your expectations, things did not work out as planned, for example, a well was dry at the depth water was anticipated, or hard rock was encountered and the project had to be abandoned.

1(c) You have described projects that were successes or did less well in (a) and (b). Indicate here the type of project you feel is

most important or effective in creating durable assets or that is particularly important to the community for non-economic benefits. It may be that the projects that are doing poorly are the most important. If this is the case, they should receive more attention or assets. Make some suggestions along these lines. On the other hand, if projects that are doing poorly are not very important or useful for community development, you have reason for giving them lower priority in the future. Give your opinion about ranking projects by their potential for achieving durable improvements.

1(d) The environment refers to physical events such as droughts, storm damage or insect problems; or to social/economic conditions such as high inflation, social problems between castes, or denial of permissions from governmental units. Comment on any changes in these or other conditions you feel are important.

The environmental changes do not need to be all bad. Note if there has been an abundant monsoon and the water is standing higher in wells, or perhaps that a new road has been opened up and the community can now send farm products to market more cheaply. This may cause a change in land use and improve the economic value of other projects such as land levelling or well digging.

Question 2:

2(a) For the last fiscal year give the number of projects that were approved for your consignee and the number completed. Give the sum of mandays utilized for all projects and the total mandays that were approved.

2(b) For the current fiscal year give the number of projects that are planned and the total mandays approved for them.

2(c) For the next fiscal year, indicate the mandays that are expected as determined in conversations with the zonal office and use this figure to decide how many projects you propose to undertake.

Submit Form 6 with a cover letter in which you give a brief narrative about your plans. The zonal office needs to have your input available when they prepare their AER in February of each year.

Instructions for Completing Form 10

Form 10 is the project application form. There must a Form 10 for each project proposal. The consignee compiles his/her Form 10's into Form 11 and sends it to the zonal office for approval. When a project is approved the consignee fills out the right-hand side of the form and returns the original to the project holder and keeps one copy.

All the questions must be answered on Form 10, if the only answer to a particular question is none, write none or not applicable.

Any changes in the workplan that require changes in mandays must be approved in writing and revisions attached to Form 10.

Question 1. Name the project by location and by type of work to be done, for example, "Mariabasti Land Levelling Project (A6)." The code number refers to the project type. See the list of projects types in the FFW Manual.

Question 2. The applicant is the asset beneficiary, that is, the person(s) or groups that will own the asset to be built or created and who will be responsible for other inputs (cash, materials, etc.) to be used in the project.

Question 3. Give the exact location of each project site by name of village or distance from a named location. If more than one site is involved, list each and describe the locations separately.

Question 4. Other resources include technical, material or financial assistance from local organizations, government, international private organizations or persons.

Question 5. Describe the work to be taken up in terms of what kind of activities are needed and the dimensions involved, for example, "a two kilometer road, fifteen feet wide to be built along an existing path. Vegetation must be cut and cleared, ditches and embankments levelled and boulders removed, 750 meters of the road must be raised an average of 2 1/2 feet,"

Question 6. (1) Each project will include one or more work type for which work standards relative to your area and conditions apply. The CRS Zonal Office will send you examples of work standards. (2) Give the dimensions of the work to be done in length, width and depth for cubic feet of earth to be moved or in length and width for square feet to be involved. (3) Calculate the total cubic feet of earth to be moved, or the total land area involved. (4) State the standard output per manday for this work type and (5) calculate number of mandays required (divide the figure in column 3 by the figure in column 4). Sum column (5) over all work types to arrive at the total mandays required.

Back side of Form 10

Question 7. Indicate what is expected from this project, that is, what asset will be created or developmental objective aided by this project, for example, "a steened well will be built that will

permit a second crop to be grown with water from the well, thus improving the food growing capacity of the users of the well."

Question 8. Name the persons or groups that suggested the project. If the request was in writing, say so, and attach the request to Form 10, for example, "The village panchayat requested the project in writing. (Letter attached)"

Question 9(a) When a project is on private land AID regulations require a statement on the corollary public benefits to be derived. This may be joint use of a drinking water well by neighbors, common use of water from an irrigation canal by several families or other circumstance where people other than the private land owner benefit from the asset.

(b) The purpose of this question is to determine if the asset beneficiary is in a marginal income category. If so, there is a presumption that a corollary public benefit is derived from helping such persons or families to improve their ability to be more self-sufficient and thus to lessen the social burden that poverty imposes on a community and the nation. That is, the asset built by FFW does not necessarily have to benefit immediate neighbors in direct ways if the beneficiary is below the poverty line. This general public benefit does not apply to assets built on the private land of middle or upperclass income persons.

The corollary public benefit is not served by simply noting that the workers on the project are from a marginal income class. All FFW projects should be employing people who are too poor to purchase an adequate diet. This is what is meant by the program objective of meeting immediate needs.

Question 10.

(a) The project holder's godown may be some distance from the consginee godown. The consignee is responsible for the cost of delivering the food and must have an estimate of what these changes will be.

(b) Identify who will pay these costs. Usually it will be the asset beneficiary. In no case shall the project workers pay such costs.

Question 11. The consignee must be assured that the proper amount of commodity will be safely stored by the project holder.

Question 12. Assets with long life generally provide the greatest benefits. Long life usually depends upon proper maintenance. Some assurance should be sought that a person or group who will own the asset will accept the responsibility for maintenance when the project is complete. This is especially important for publically or jointly owned assets.

Question 13. The question is meant to show if the project holder

has experience in undertaking this type of project. If he/she has no experience the consignee will be alerted that special help may be necessary. It does not mean they are ineligible for receiving a project.

Question 14. Proper management and supervision is necessary for any project, especially in keeping track of mandays worked by each worker.

Question 15. Economic benefits of the asset holder refer to increased income from sale of product made possible by the asset built by the project or to increased food raising capabilities of families that consume all that they raise. If sufficient information about changes in crop yields or crop types that occur because of the project can be obtained, give an estimate of the gain per year in rupees. This will be more possible if an AE or BI Analysis has been completed for this project type in this region. Some projects will have no economic benefit. Mark the question NONE.

Question 16. Non-economic benefits are improvements in quality of life of families or communities which cannot be easily stated in money terms. The reduction in infectious disease through an improvement in the quality of the drinking water is non-economic benefit. The creation of a community club or cooperative that then undertakes some other community improvement is a non-economic benefit. There are many ways to improve the quality of village and community life that do not involve changing income. They are acceptable purposes for undertaking FFW projects.

Instructions for Completing Form 11

Form 11 is the summary of project applications recommended by the consignee to the Zonal Office. Each project is identified separately and data provided for each column on the form. The projects are to be in order of priority, the first priority project at the top. In the event insufficient mandays are made available the lower priority projects may be deferred or dropped. The priority should not be binding, however, as circumstances change and some projects may rise or fall in priority. For example, a source of outside funding may become available that makes a project attractive, or perhaps governmental permission to build is withdrawn which will drop the priority of the project. The consignee should have the flexibility to adjust to project priority.

Column 1 - Provided by CRS upon project approval.

Column 2 - Self evident

Column 3 - List project type code from FFW Manual

Column 4 - Give number of units involved (houses, wells, etc.) and size of project in the appropriate units (three kilometers of road, 2 1/2 acres of farmland, 25 foot well, etc.).

Column 5 - Give dimensions used to calculate cubic volume of earth to be removed, square foot area of house or farmland, etc.

Column 6 - Total amount of work to be done, in cubic yards or square feet.

Column 7 - Indicate number of workers involved and the expected duration of the project and calculate total mandays required.

Column 8 - CRS calculates the amount of commodities necessary to meet the manday request.

Column 9 - Indicate any special circumstances for the project, for example, if it is a continuation of a previous project, given the project identification number of the prior project. Explain any deviation from normal work standards, for example, rocky soil expected.

Instructions for Completing Form D1

Form D1 is the project holder's stock report and mandays utilized report. The purpose of Form D1 is to inform the consignee of the status of the project holder's program. Information for the part of the form which refers to commodities is obtained from Form C, the Distributor/ Project Holder Stock Register. This part of the form is the same as in the previous Form D1 except for the addition of the Loss/Damage row in the table. Enter the amount of food lost or damaged in this row only after the paperwork associated with accounting for the loss is completed or after obtaining permission to dispose of damaged goods. Amounts of food lost or damaged of which you have knowledge are carried on the books as available until the necessary paperwork is completed, then it may be entered into the loss/damage row.

The total mandays approved and the total mandays utilized are the

sum respectively for the values of all projects authorized for the current accounting period. If several projects are involved, use the remarks section to list the project by number.

Note that issues of food consumed should relate to the total mandays utilized by the authorized food ration per worker per day; that is, mandays utilized multiplied by the food ration per worker per day equals food consumption (issues). Any short or excess distribution should be properly explained.

A Food For Work recipient (worker) receives five individual rations per manday of work, one for himself or herself and four for his or her family. A recipient in a vocational training project receives one individual ration per day of attendance, thus a food ration per worker is worth five times a food ration per vocational trainee. Be sure to make the proper adjustment if you are reporting a sum of mandays which includes both work projects and vocational training projects. Divide the number of vocational training days by five to obtain the equivalent work mandays in order to calculate the amount of food required for the vocational training days.

Form D1 is to be submitted monthly within one week of the end of the reporting period.

Instructions for Completing Form B1

Form B1 is the Consignee Consolidated Stock Report and Manday Utilized Report. The purpose of the report is to inform the CRS Zone Office of the status of the consignee's program. As with Form D1, the information called for in the commodities section of the form is the same as was required in the old Form B1 with the exception of the addition of a loss/damage row in the accounting table. The amount of loss/damage is to be entered in this row only if the matter has been finally disposed of in this reporting period. Any commodities pending action are to be carried as available if their disposition has been carried forward into the next time period.

For the total mandays authorized and utilized, list in the remarks entry of the form each project number by the name of the project holder.

Note that total issues of food consumed must be related to total mandays utilized (adjusted by proportion of vocational training days utilized, if any) times the authorized food consumption rates per day. Any short or excess distribution should be properly explained.

Instructions on Completing Form 13

Form 13 is a consolidation of Form 12 Progress Reports. The consignee receives Form 12's from his/her project holder and sends Form 13 to the CRS Zonal Office. All information is to be aggregated by project type listed by row in the form.

In the first column of the form, record total number of projects authorized for the time period of the report. Show in the next two columns the number of mandays approved and utilized also aggregated by type of project. For approved mandays do not use mandays approved and utilized in quarters prior to the reporting period.

Cumulative total food utilized by project type and by type of food refers to aggregate issues in the reporting period.

List the number of projects completed, cancelled or in progress under the number of projects column. These values should equal the values entered into the first column.

In the remarks column record the project numbers of projects included in each project type that were completed or cancelled during the reporting period. Use an additional sheet for remarks if necessary and attach it to Form 13 when it is submitted to the CRS Zonal Office.

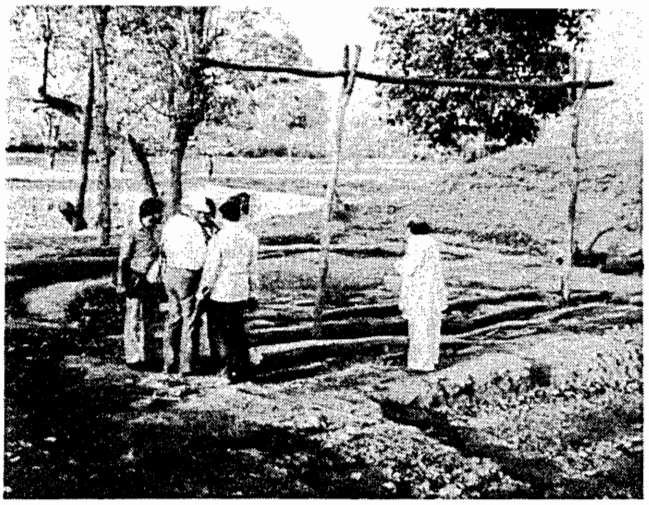
APPENDIX F

PHOTOGRAPHS OF FOOD FOR WORK SITES AND ACTIVITIES

1. The photograph shows a village tank (water reservoir) and terraced fields near the city of Ranchi in southern Bihar state. This is a plateau region above 2000 feet elevation, too dry for crops except during the monsoon season when one rain-fed crop is grown. The fields are terraced to hold water as with rice paddies except that wheat, the staple food of the region, is grown.

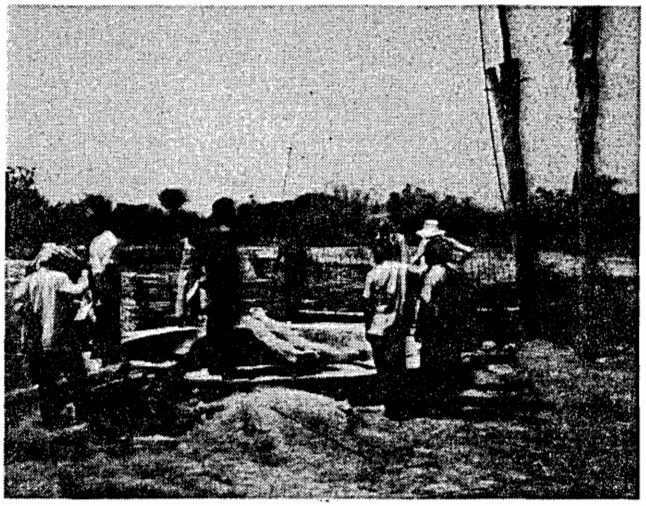
2. When water from a reservoir or hand-dug well is available, a second crop of wheat or vegetables may be grown. Food For Work projects have been responsible for the construction of thousands of such wells in the Ranchi and Chandra districts. They are visible on the landscape by the counter-weighted pole lifts employed to raise the water. In this picture, taken at the end of April, a second crop of wheat is ready for harvest and second crops of vegetables are being grown. One can see near each well islands of green in wide reaches of terraced but dry and barren fields.

3. Landless and/or poor, local farm workers provide the labor force for the Food For Work programs. This man helped to dig the well at site #2 of this study. He received the standard payment of five daily food allotments, one for himself and four for his family per day of work. Payment in kind was made on Saturday at the godown (warehouse) of Brother Michael Kajur, the project holder, some five kilometers from the site. (See page 10, site 2.)



4. The study team inspects a newly dug well at site #1. The well turned out to be over forty feet deep and required supplementary mandays to complete. Lifting water from that depth in the volume required for irrigation is beyond the range of the counter-weighted pole-lift and requires too much energy. It is being used for household water supply. At this time, the well has no protective collar which should be added to keep the well clean.

5. The wife of the well owner with water jug and well rope. The well is near their home and has greatly reduced the efforts needed to obtain water. Increased volume of household water use has a beneficial effect on health and sanitation. (See page 10, site #1.)



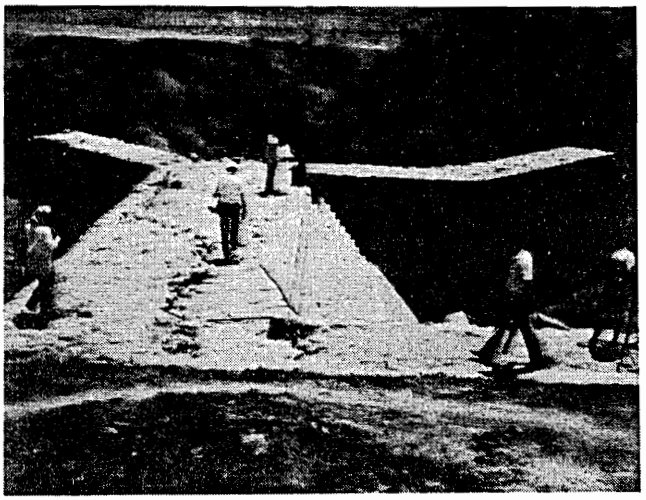
6. This well at site #2 is steened and cemented. It is protected by a solid protective collar. The water is at twenty-five foot depth and it is used to irrigate small adjacent fields. (See page 10, site #2.)

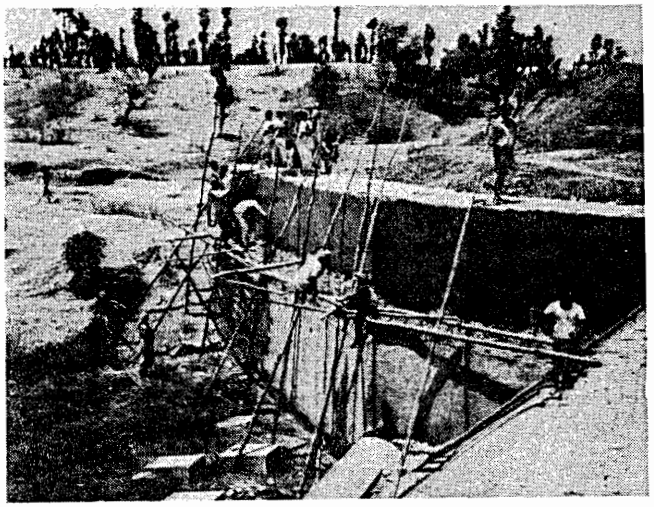
7. This house was built by Food For Work. The house is in an area of newly cleared land. (See page 11, site 3.)

8. Food For Work projects have been used to settle tribal people on government land which was not being used for farming. (See page 11, site #3.)

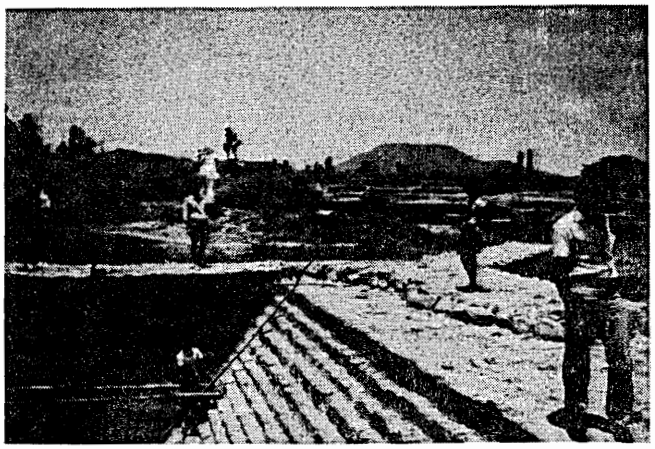
9. A land leveling and bund construction project. A bund is constructed to retain water from the monsoon rains. Over time earth is moved to gradually level the field for better water distribution. (See page 11, site #4.)

10. This construction is the spillway for a sizeable earth dam built entirely by hand labor employed in a Food For Work project. Some engineering advice was obtained in site selection and construction design. (See page 11, site #5.)



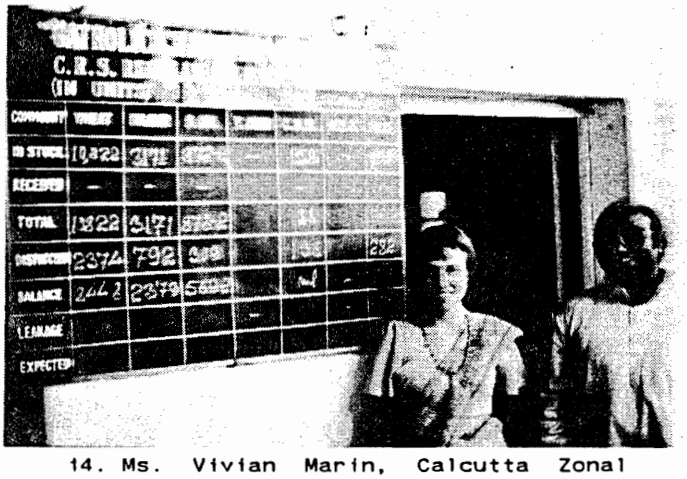


11. The face of the spillway is being cemented. Funds for materials were obtained from the Australian Relief Organization. Outside financial assistance and technical aid can greatly improve an asset or make possible a more complicated undertaking. (Site #5.)



12. The earth dam is several hundred feet long and twenty-five feet high. The earth is hand dug and transported from the terraced hill visible in the background of this photograph. (Site #5.)

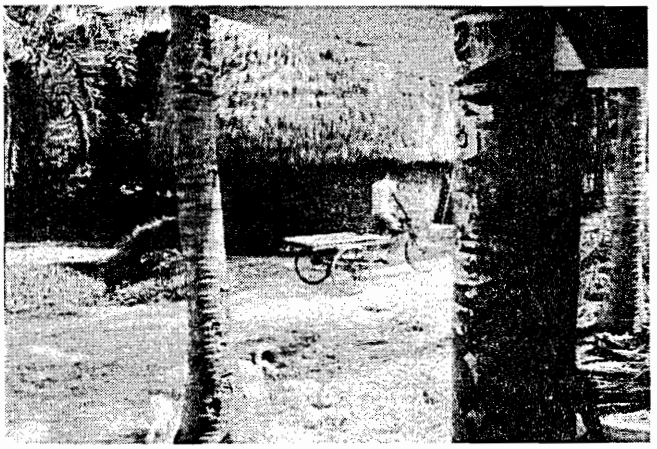
13. One of three trucks owned by the Chandra consignee parked at the consignee godown (food warehouse). The Food Corporation of India is responsible for delivering food from the port to a railhead near the consignee's house. The consignee is responsible for shipment thereafter. Some districts are quite large and delivery to project holders requires organization, facilities and equipment.



14. Ms. Vivian Marin, Calcutta Zonal Director and Father Matthew Manipadam at his consignee office and godown. The chart shows the current status of food in his warehouse. Father Matthew is the project holder for the dam at site #5. Considerable entrepreneurial skill is needed to bring all the resources together for such a project.

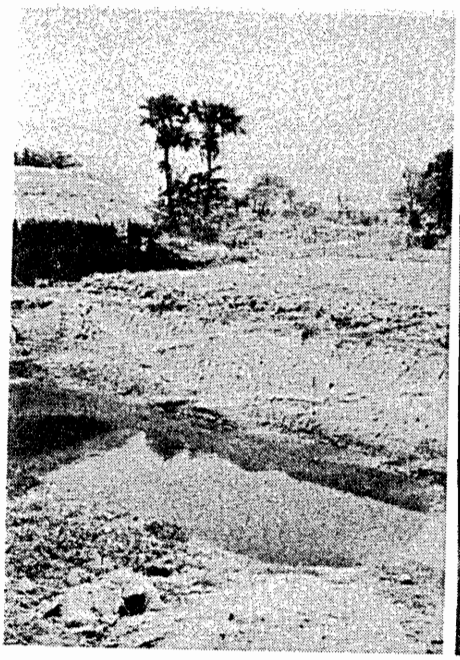
15. Raphael is a field supervisor and reviewer of twenty-one years experience for the catholic parish in Chandra. The parish is a project holder which has completed many well-digging projects. Raphael asks, "Where are the vegetables?" when he visits completed sites to emphasize that the payoff from an asset such as a well comes only through effective use. He says some follow-up is often necessary to get the asset holders to fully employ their new potential.

16. This "road" project was, in fact, a project to improve a path by surfacing it with bricks. The hard surface was about five feet wide, not wide enough for jeeps or larger vehicles but a great improvement for three-wheeled human-powered vehicles. Prior to this improvement the path was impassable for these vehicles during the monsoon season. The bricks were supplied by the community. (See site #6.)



17. A three-wheeled human-powered freight vehicle. On a hard smooth surface these vehicles are capable of carrying heavy loads. (Site #6.)

18. The paved path was the only hard surface route into the village. It terminated at a motorable road. The entire community benefitted from this project. (Site #6.)



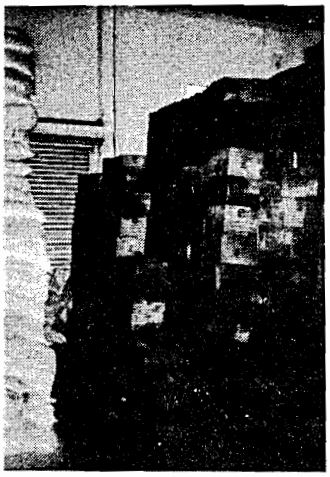
19. Land leveling improves cultivation in a variety of ways. Here, in the wet delta south of Calcutta, the problem is water-logged soil. Earth has been excavated which incidentally creates a tank but the purpose is to raise the adjacent field about one meter in order to have a place to grow vegetables that need well drained soil. The crisscross pattern is paths used to transport earth out of the excavation.

20. Father Hendricks, a Belgium priest, with over thirty years experience in the Calcutta region, is the consignee at Baruipur south of Calcutta. He is very active in the Food For Work program. Road construction and road improvement are the most numerous projects. Local community clubs or panchayats (local governments) most frequently act as his project holders.

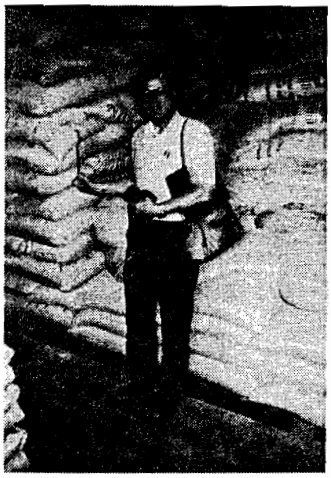
21. Deep hand-drilled, 1 1/2 inch tubewells, are very useful facilities which have been introduced by Father Hendricks with the help of a German aid program. The wells reach sweet water at depths greater than 300 feet. Suction hand pumps are used to raise the uncontaminated water. Each well creates an island of safe water in an environment which carries a heavy burden of water-borne diseases.

22. Local neighborhood women gather at a Boystown tubewell in order to obtain pure drinking water. The value of the pure water is becoming known and many women will bypass unsanitary sources to get their household drinking water.

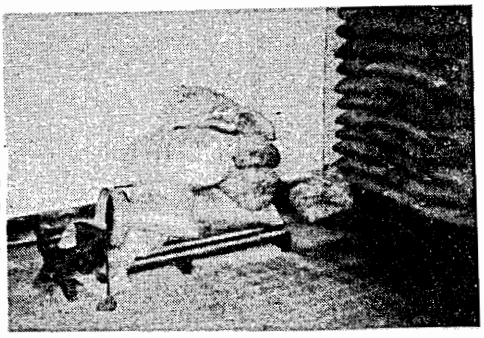
23. Each consignee must have a very sound godown or food warehouse. The facilities are carefully monitored by CRS. V. Marin and Father Hendricks inspect his godown at Baruipur.



24. The cartons contain cans of vegetable oil. They are discolored by leaking oil. If a can break or leaks it causes problems because the oil seeps throughout the stack of cartons. It may not be discovered until the sealed and strapped cartons are opened after delivery to the project holders. This causes inventory problems as well.



25. Dr. Nystuen holds a grappling hook commonly used to move bags of wheat or bulgur at the port, along the railroad and in the warehouses. The practice tears the bags; grain is lost and gathers under the stacks providing a source of infestation. Frequent cleaning is required. Any food held in storage for months, not an unusual occurrence given the uncertainties in the system, becomes infested in this tropical setting.

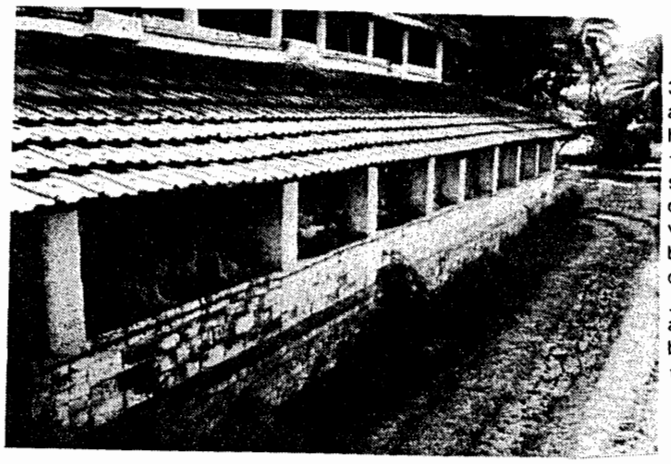


26. The palate holds a small amount of damaged food no longer fit for human consumption. Unfortunately damaged food creates an enormous amount of paper work and administrative actions. It may stay in the godown, as a hazard, for months while the consignee or project holder awaits permission to dispose of it.

27. This large canal south of Calcutta was built by the Indian government in the 1970's. A second rice crop is now possible in this region by using the water from the canal. Landless people also cultivate small strips of land inside the levees during the low water period.

28. Food For Work projects are used to tap the main canal and to excavate a common lateral canal that brings water to several farmers. (See page 14, site #8.)

29. Minor irrigation ditches draw water from the lateral canals to lead to individual fields. The cones of soil in the foreground are left by workers to indicate the volume of earth moved. (See page 15, site #9.)



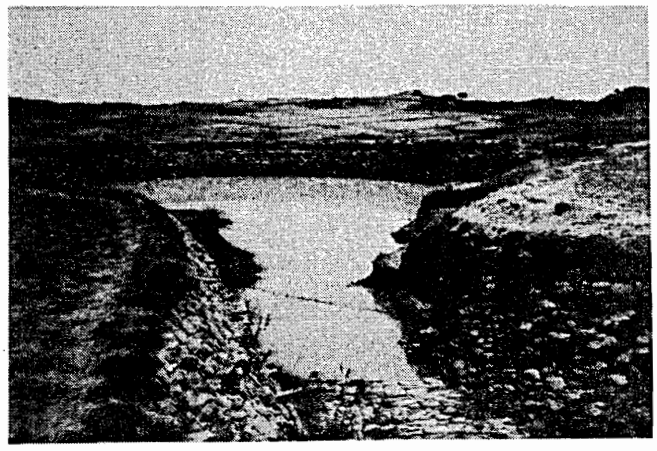
30. The road improvement which allows motor vehicles or human-powered vehicles such as the three-wheeled rickshaw shown in photograph 17 permit cash enterprises in the villages. These chickens are being raised for eggs and live chickens to be sold to a jobber from Calcutta. They are moved to motorable roads by the rickshaws. Chicken feed is also now being brought in in the same manner.

31. This field suffers from salt accumulations due to improper irrigation. The problem is addressed by skimming off the top layer by hand and depositing it in the main canal--a labor intensive approach.

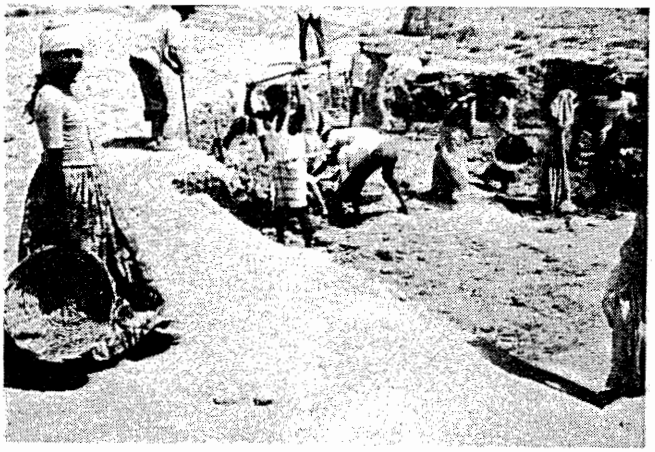
32. This tank is one of several that has been excavated to provide earth platforms to build houses for the farm life program of Boystown Calcutta. The tank may also be used for domestic purposes. The Boystown staff is attempting to grow fish in some of the tanks. (See page 15, site #20.)

33. Father Penven is a French priest located at Salur thirty-five miles northwest of Bangalore. He has worked among Harijans and other scheduled classes for twenty-seven years. He is a consignee and project holder for Food For Work projects and has become skilled in dam and well construction.

34. This tank was excavated and lined with granite blocks. A rock-lined (steened) spillway was also constructed after the tank suffered damage when it overflowed during the rainy season. (See page 16, site #13.)



35. This is a very large dam designed by non-professionals and built by hand labor. The earth revetments and spillways are rock-lined. Clay was laid in parts of the reservoir bottom to reduce permeability. Certain soils were avoided because they make the water too muddy. The project represents an impressive accumulation of knowledge, local experience and persistent application of energy and skill. (See page 18, site #18.)

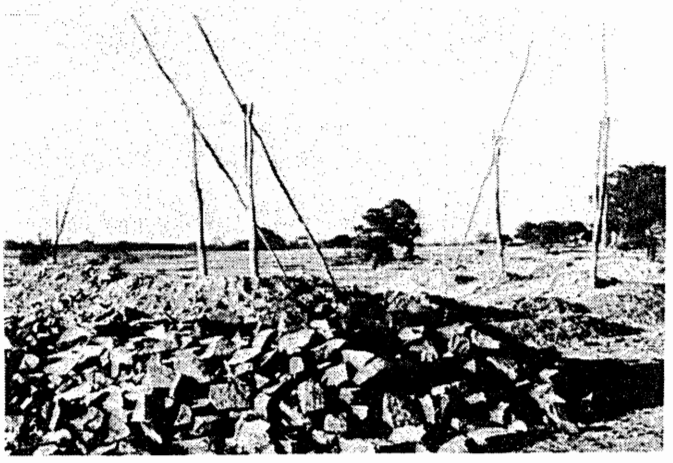


36. Wells are dug by men using simple tools. This well was started the day the picture was taken. A crew is assembled and they work for a few weeks until the mandays allotted are expended. If they encounter difficulty or the well must be deeper than expected, the project holder must apply for additional mandays. This crew had just finished another well a few days before starting this one. (See page 16, site #12.)

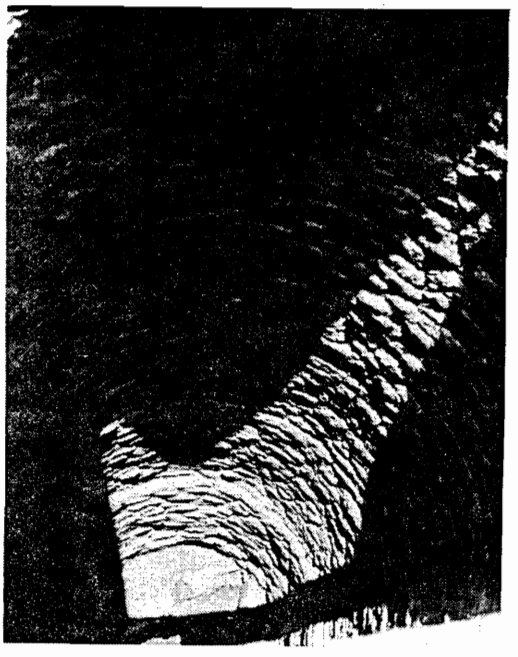
37. Women carry the earth away from the well in baskets. In addition to carrying the soil away from a site, they sometimes carry stones to the site from several kilometers away depending upon the source of rocks or the proximity of a motorable road. Father Peven says young women frequently carry very heavy loads. (Site #12.)

38. Father Penven exemplifies the characteristics of a good project holder. He is energetic and practical, and he has built up a reservoir of skills and particular knowledge about his region. Because of the variation and complexity of local conditions, the effectiveness of the Food For Work program rests to a large degree upon the judgement of the consignee and project holder.

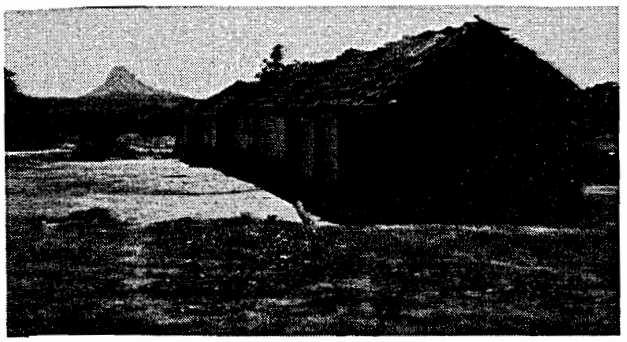
39. Granite outcroppings provide a source of construction rock. Traditional stone masons are skilled at breaking the granite with the use of fire, wedges and hammers. They even make fence posts of granite.



40. Steened wells have a much longer lifetime than unlined ones. This emphasizes the need for resources in addition to the Food For Work labor in creating a durable asset. The counter-weighted pole-lifts are used to raise the dirt when the well gets too deep to walk out of during construction.



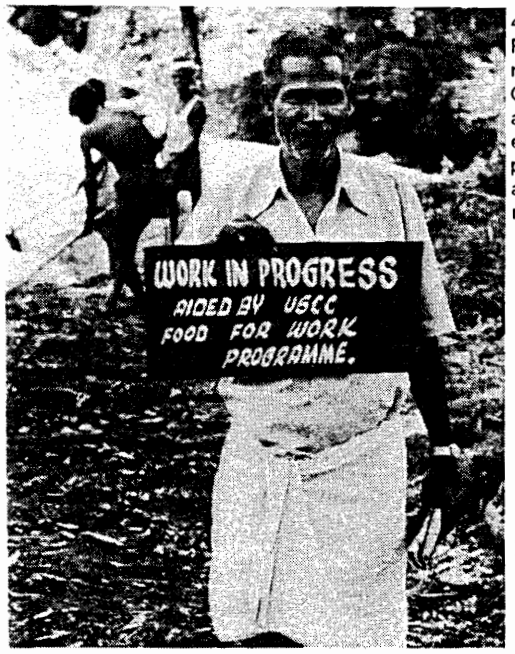
41. A skillfully steened well next to the reservoir shown in photograph 34. The water level rises and falls from year to year with changes in the level of the water table, in turn, affected by year to year variation in precipitation.



42. Houses with plastered exterior and tile roofs are more durable than those with unfinished walls and straw roofs. Therefore, Food For Work projects to construct houses are more effective if additional resources are available to purchase the materials. (See page 17, site #15.)

43. The interior of the house shown in photograph 42. (Site #15.)

44. This house is less durable than that shown in the above photographs. Only the front wall has been plastered. (See page 17, site #16.)



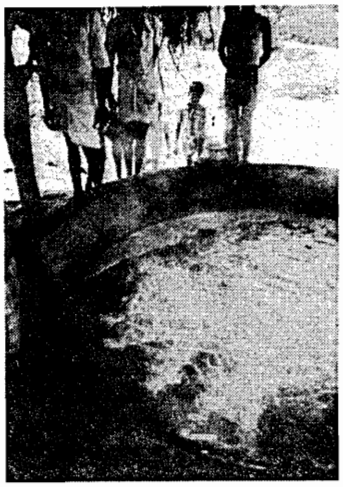
45. The work in progress refers to a Food For Work road construction project near Munnar, Kerala state in the CRS Cochin Zone. A road is being extended along a two kilometer stretch of an existing path. It is a community project in which many community members are contributing small amounts of resources. (See page 20, site #22.)

46. Land owners along the path have donated land to allow widening of the existing path. This road will not be motorable until the government commits funds to overcome difficulties such as rock cuts or stream crossings. The existence of completed sections, however, improves the chances that the government will complete the road. (Site #22.)

47. A hedgerow has been cleared to allow widening of the road and a fence is being constructed on the new property line. (Site #22.)

48. The road at site #22 leads into sugar cane fields. The cane is processed near the fields with the use of a one-cylinder engine which powers a sugar cane press through a belt drive.

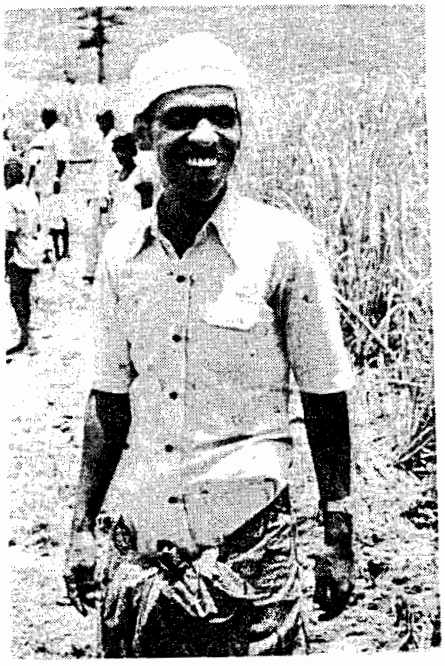
49. Sugar cane juice draining from the press.



50. The sugar cane juice is boiled down to form jaggary (raw sugar balls) which is the export product.

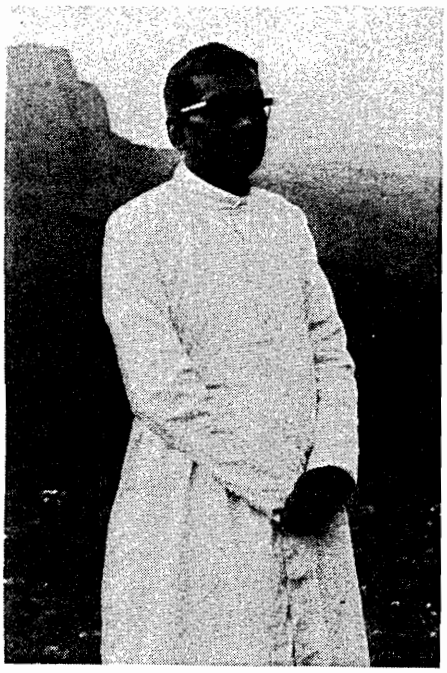
51. The cane juice is boiled by burning the crushed cane stalks. The ashes are recovered and returned to the cane fields.

52. The product from the sugar fields, jaggery is taken to market by human bearers. Jaggery is worth about 14 rupees per kilogram, enough value to justify this type of transportation. The road improvement will lower transportation cost by first making possible the use of human powered vehicles and eventually motor vehicles. Fertilizer is imported in small quantity now. The improved road will allow an increase in this traffic as well.



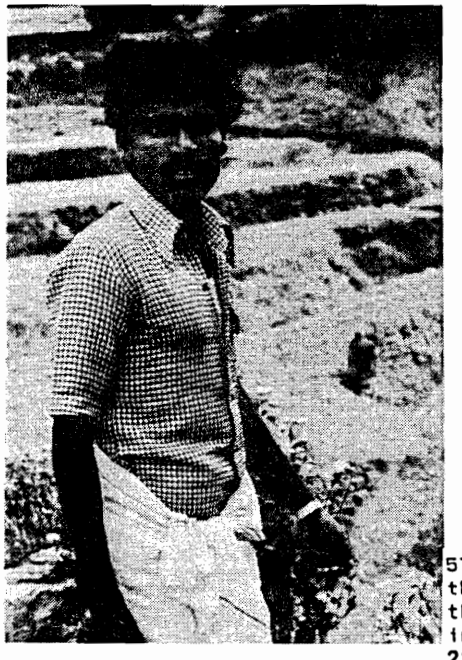
53. This man is one of the several owners of the many small plots where sugar cane is grown. He donated some of his land for the right-of-way widening. (Site #33.)

54. Dr. Drake with three land owners at the road construction site.



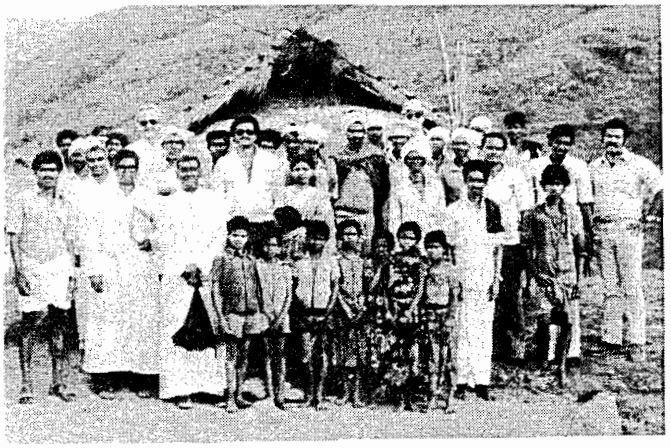
55. Reverend Father Augustine Pinheiro has worked in the Cardoman Mountains in the vicinity of Munnar for thirty-one years. He has seen it change from a dense forest, sparsely populated by tribal people to a region of extensive tea plantations and densely settled marginal land.

56. Mr. John Paul Chudy, USAID/Delhi discusses a newly terraced field with the owner. This half acre field was unusable for crops until terraced through a Food For Work project. It is well located next to a motorable road. (See page 21, site #23.)

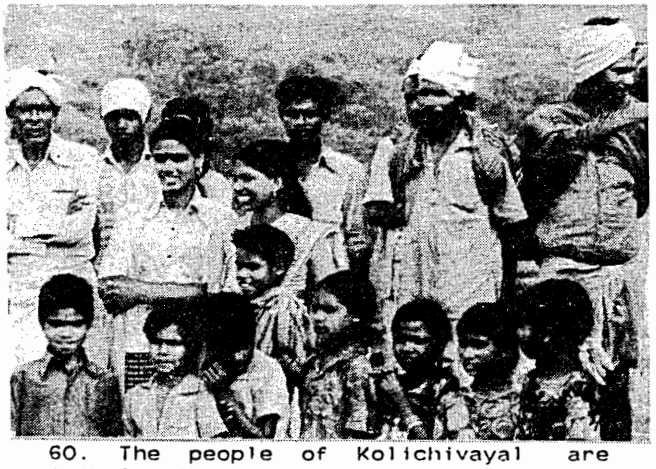


57. The Food For Work project to terrace this farmer's land has greatly speeded the process of making him self-sufficent in food production. (See page 21, site 23.)

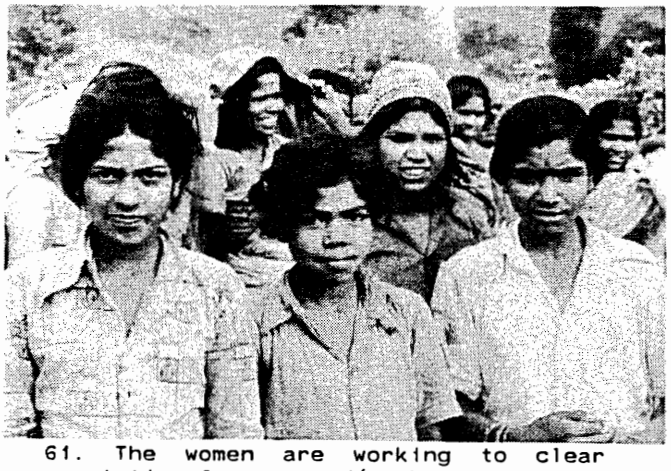
58. This is the main path into the village of Kolichivayal visible in the background. The path is being widened into a road by Food For Work programs, but is still one kilometer short of reaching the village which is four kilometers from a motorable road.



59. Villagers of Kolichivayal gather for a photograph with CRS project holders, CRS, AID and CSF staff members.

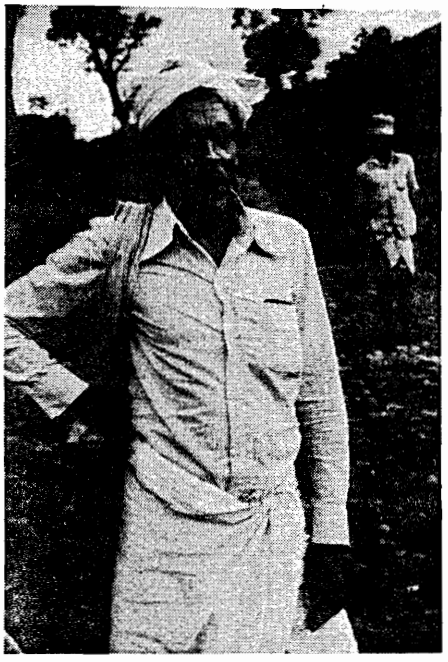


60. The people of Kolichivayal are tribal folk who have been displaced from their forest homes by a process of deforestation for lumber and tea plantation enterprises and by Indian government forestry activities.

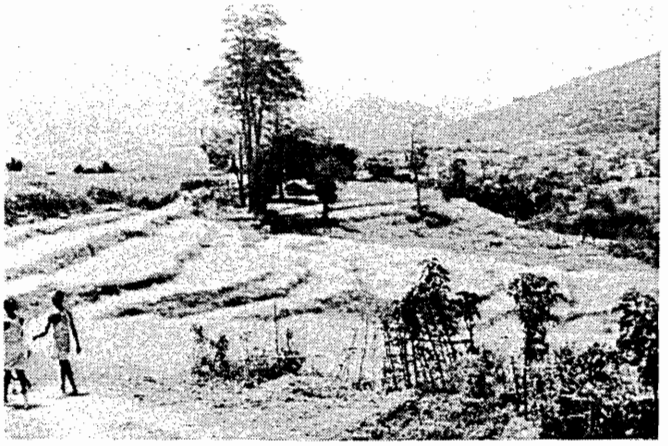


61. The women are working to clear vegetation from a road/path cut by Food For Work projects in previous years. The local panchayat is paying for this maintenance service.

62. Villagers from the village shown in photograph 58 are clearing land for cultivation about one kilometer from the village. This land was cleared one year ago through a Food For Work project. A crop of ragi has been harvested. Tapioca is currently being planted. (See page 22, site #29.)

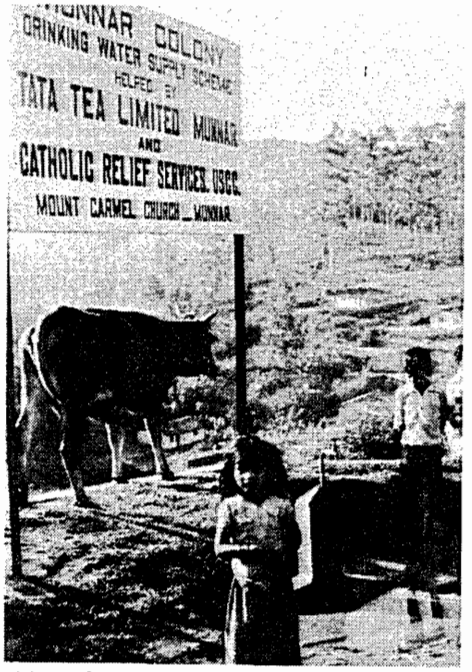


63. Mr. Kamakski Muthuvan is the owner of the field shown in photograph 62. He previously lived in the mountain forests moving from place to place. He feels his situation is now improved and he is optimistic about being able to grow sufficient food for his family from these new fields. (See page 23, site 29.)



65. Although well above a mile over sea level, a second crop of rice is possible in the Maragoor region on terraced paddies.

65. Reverend Brother Arul Joseph at the left in the photograph is a very active project holder at Kanthalore in the mountains beyond the Munnar tea plantations. He is shown here with a colleague on a school playground which was leveled with the help of a Food For Work project. The project was on church property but was eligible for the program because the school and playground are used for community affairs. (See page 21, site #24.)



66. Father Augustine arranged for the construction of a village water system consisting of a reservoir at a spring, pipelines and standpipes through a village tea plantation workers. The tea company provided the pipe, tank and other equipment and Food For Work was used for the construction. A committee of villagers has been formed to maintain the system. (See page 22, site #28.)