AGENCY FOR INTERNATIONAL DEVELOPMENT
PPC/CDIE/DI REPORT PROCESSING FORM

ENTER INFORMATION ONLY IF NOT INCLUDED ON COVER OR TITLE PAGE OF DOCUMENT

1. Project/Subproject Number

2. Contract/Grant Number

3. Publication Date: September 1987

4. Document Title/Translated Title: THE SECTION 416 PROGRAM IN TUNISIA

5. Author(s)
1. JOYCE M. KING
2.
3.

6. Contributing Organization(s): DEVELOPMENT ASSISTANCE CORPORATION

7. Pagination

8. Report Number

9. Sponsoring A.I.D. Office

10. Abstract (optional - 250 word limit)

11. Subject Keywords (optional)
1.
2.
3.
4.
5.
6.

12. Supplementary Notes

13. Submitting Official: THOMAS MARCHIONE

14. Telephone Number: 875-4616

15. Today's Date: 10/27/88

DO NOT write below this line

16. DOCID

17. Document Disposition: DOCRD [ ] INV [ ] DUPLICATE [ ]

WORK SHEET

PD-AAY-563

THE SECTION 416 PROGRAM IN TUNISIA

September 1987

AN EVALUATION REPORT

by

Joyce M. King
(Tunisia, August 31 through September 5, 1987)

DEVELOPMENT ASSISTANCE CORPORATION
1415 11th Street, N.W.
Washington, D.C. 20001
Telephone: (202) 234-9231
Telex: 292027 DACUR

DEVELOPMENT ASSISTANCE CORPORATION
1415 11th Street, N.W. Washington, D.C. 20001 (202) 234-8842/3 Telex 29-20-27 DACUR

FOREWORD

Development Assistance Corporation (DAC) is pleased to submit this report on the 416 Program in Tunisia. The report is based on the work of DAC consultant Joyce M. King who reviewed the program in Tunisia and Washington.

DAC is grateful to USAID/Tunisia and USAID/Washington's Bureau for Food for Peace and Voluntary Assistance/Office of Program, Policy and Management for the excellent support received during the assignment.

TABLE OF CONTENTS

SECTIONS	PAGE
FOREWORD	i
PERSONS CONSULTED	iv
ABBREVIATIONS	v
EXECUTIVE SUMMARY	vi
TABLE - EXECUTIVE SUMMARY TABLE	viii
I. INTRODUCTION	1
A. Fit with Overall Evaluation	1
B. Method	1
C. The Tunisia Context	1
1. Economic Setting	1
2. U.S. Food Aid	2
TABLE C.2 - U.S. FOOD AID TO TUNISIA	2
D. CRS	3
E. GOT	3
II. SECTION 416 PROGRAMS IN TUNISIA	5
A. Project Approval Process	5
B. Program Description and Target Groups	6
C. Technical Adequacy of Food and Related Components	8
1. Child Feeding	8
2. Drought Feeding	9
D. Management	10
III. RESULTS	12
A. The "Emergency" Food	12
B. Impact on Beneficiaries	12
1. Child Feeding	12
2. Drought Feeding	13
C. Impact on Institutions	14
D. Other Impacts	14

Table of Contents p.2

SECTIONS	PAGE
IV. RECOMMENDATIONS	15
A. Tunisia Program	15
B. Washington	15
V. LESSONS LEARNED	16
APPENDICES	17
1 GOT Contribution to the Child Feeding Program	
2 Distribution Plan	

PERSONS CONSULTED

AID/W	Ms. Hope Sukin-Klauber, FVA/PPE Ms. Kathy Gordon, FVA/ANE (phone) Mr. Jim Pines (Consultant ABT, March 1987)
USAID	Mr. Jonathan Sperling, Acting Director Mr. James Vermillion ex HPN Officer Mr. John Schamper, Agricultural Economist Ms. Kim Schrader, Acting HPN Officer Mr. Hafid Lakhdhar, Assistant HPN Mrs. Nancy Tumavick, Project Manager
CRS	Mr. Richard K. Bell, Country Director Mr. Ali Kedidi, Drought Relief End Use Checker Mr. Lassaad, Drought Relief End Use Checker
GOT/CNSS	Mr. Naceur Bamri, Director of NCSS Mr. Hatem Ben Znaiguia, Administrator Mr. Ben Fadhla, Assistant Director Mr. Takali, Accounting Department Mr. Mohamed Moncef Achour, Chief, CNSS Warehouse, Tunis
MINISTRY OF EDUCATION	Mr. Hédi Sriti, Deputy Director of Primary Education
MINISTRY OF AGRICULTURE	Mr. Ahmed Ben Fadhel, Agricultural Development Mr. Hentati, Agricultural Development
FOREIGN AFFAIRS	Mr. Néjib Hachana
OFFICE OF CEREALS	Mr. Cheikh Mr. Taoufik, Nabeul Delegation Warehouse
WFP	Mr. Burkhart Overlei (telephone)

ABBREVIATIONS

ADC	Advanced Developing Country
AID	Agency for International Development
CF	Child Feeding
CNSS	National Committee for Social Solidarity
CRS	Catholic Relief Services
DDM	Diarrheal Disease Management
EAP	Economic Adjustment Program
FFP	Food for Peace
FVA	Foreign Voluntary Assistance
FY	Fiscal Year
GOT	Government of Tunisia
HPN	Health Population and Nutrition
MCH	Maternal Child Health
MT	Metric Tons
NBSEA	National Board of Social Educational Assisatnce
NFDM	Non-fat Dry Milk
OC	Office of Cereals
ORT	Oral Rehydration Therapy
P/L	Pregnant/Lactating
PSF	Preschool Feeding
PVO	Private Voluntary Organization
RLSS	Regional Committee of Social Solidarity
SF	School Feeding
USG	U.S. Government
WFP	World Food Program

EXECUTIVE SUMMARY

This food aid assessment is part of a larger FFP/FVA evaluation of AID's three-year administration of Section 416 of PL 480. The evaluation focus is on Washington and field management and on country and PVO performance. Tunisia was selected for one of the case studies (others are Mexico, Chile and Peru) because it is a major recipient of FY87 food allocations under Section 416 (57,000 MTS out of a total 775,420, or 7%) and is an example of Title II phaseover in an ADC now undergoing economic adjustment. Tunisia is further of interest because it will shortly be submitting another Section 416 proposal as one of the two parts of USAID's "safety net" Economic Adjustment Program (EAP).

The two already approved, ongoing Section 416 programs in Tunisia are very different, one a permanent, institutionalized activity, the other a drought emergency measure. CRS is cooperating sponsor for both. The first 416 allocation of 8,843 MT was for a 30 year old child feeding program run by CNSS, a social development agency. It was originally conceived (February 1985) as a wind-up, consolidation effort in support of CNSS pre-school and school feeding program. The Tunisians accord priority budgetary support for this program and it had been assisted by Title II foods for over 20 years and progressively phased over to the GOT between 1981 and 1985. The rationale for the assistance was that the program needed infrastructural improvement for which no additional resources were available. It was proposed that the existing budget for purchase of foods be used to make these improvements and 416 foods be given temporarily as a replacement. The request was made at a time when Tunisia had just relinquished its AID-graduate status because of economic reversals brought about by falling oil prices, reduced tourism, citrus and phosphate sales, unemployment, reduced remittances from abroad, an active drought predictive of a poor harvest, and the pressures of foreign debt repayment.

While experts consider the economic outlook for Tunisia to be more optimistic today, it is based on severe reforms being made by the Tunisians -- devaluing the Dinar, cutting spending, decontrolling food prices, and budget austerity--that will make, in the short-run, life more difficult for the poorer segments. The Child Feeding programs is threatened along with other services. Without external help, numbers of recipients would have to be reduced. The USG has responded to the economic redress burden of the Tunisians with an EAP (Economic Adjustment Program) one of the two parts of which is a short-term continuation of 416 support for child feeding.

The second 416 program of 57,000 MTS was requested in the middle of the disastrous harvest of July - August 1986), half of normal years, as an emergency effort to provide a few months supply of wheat to the neediest Tunisian families identified by Regional Offices of the CNSS as hard-core needy and of the Ministry of Agriculture as hardest-hit by the 1986 drought.

The essential characteristics of the two ongoing programs and of the new proposal are included as an appended Table to this summary.

The Child Feeding program has a substantial developmental impact on beneficiaries and institutions. Strictly targeted to the poorest economic segments, the program delivers protein-rich foods to nutritionally vulnerable populations. Coupled with well-developed health and education components, and committed Government budgetary support, the impact on the health of vulnerable groups, on school attendance and performance and on institutional quality, is significant, visible and measurable. Section 416 is showing itself to be useful as a transition mechanism from Title II, as a one-time institutional booster and now, a temporary assist in economic crisis. The caution is that the hard-earned Title II phaseover gains achieved in the early 80s, not be relegated to history but kept alive and well in current and future negotiations with the GOT even in the face of current compelling economic pressures.

The drought program would not have been as effective without the rigors of economic adjustment which have been present throughout the wake of the 1986 harvest and beyond it. Thus the needy were not merely victims of the drought, but rather needy whose condition was worsened by the drought. Only part of the food was delivered as planned prior to the 1987 harvest because of delays in the approval process, in the shipping arrangements, in offloading in the country, and in establishment of the necessary distribution arrangements. Thus only in March 1987 did CNSS needy families begin to receive rations, and only in May - June 1987 did small farm families begin to receive rations--rations intended for delivery in the fall of 1986. Though the food arrived late, it arrived at a time of stress and constituted a perceptible increment in rural family income. Average rations delivered to more than 200,000 families were 192 kilos of wheat, valued at 15 dinars ($18). It is noteworthy that about one in seven Tunisians was aware, through this one program, that help had been mobilized for them.

Despite stretched staff resources on the part of USAID and CRS for the Section 416 program, management proved adequate to handle this unaccustomed large infusion of food within a restricted time frame; many problems arose, but were resolved satisfactorily. The major lesson learned is that processing and shipping procedures are not yet sufficiently streamlined to meet emergencies defined as situation requiring food in country within 2-3 months of cable request.

EXECUTIVE SUMMARY TABLE

Characteristics of Ongoing and Proposed Section 416 Programs in Tunisia

	FY 86 Ongoing 416 Child Feeding Relief (No. 1)	FY87 Ongoing 416 Drought Emergency		FY88 First Year of Proposed 416 Child Feeding Relief (No. 2)
Metric Tons	8,843	57,000		9,445
Value (incl. O Freight)	$4,439,487	$9,460,588		$ 2,354,626
Date Proposal Submitted	November 1985	September 1986		Planned Sept. 1987
Basis of Rationale for Proposal	1) Program Consolidation 2) Economic Stress; Drop Oil Prices	1) Severe Drought Poor 1986 Harvest 2) Economic Adjustment		Economic Adjustments Program Component
Type of Proposal	Relief	Emergency		Continued Relief
Type of Targeted Population	Pre-School/School	Poor Families		Pre-School/School
Total Beneficiaries	358,450	550,000		345,000
Beneficiary Categories				
a) School	248,450	a) CNSS Families	90,000	235,000
b) Pre-School (2-6 yr)	80,000	b) Small Farm Families	20,000	
c) MCH < 2 P/L	30,000			30,000

	FY 86 Ongoing 416 Child Feeding Relief (No. 1)	FY87 Ongoing 416 Drought Emergency	FY88 First Year of Proposed 416 Child Feeding Relief (No. 2)
Planned duration of coverage	a) 100da b) 300da c) 360da	a) 5 months b) 9 months	a) 86da b) 300da c) 360da
Type of Foods	6000 Wheat 1680 NFDM 816 Cheese 347 Butter Oil	Wheat	Flour 4164 Rice 1415 NFDM 1837 Soya Oil 614 Lentils 1415
Daily Grams	a) SF: 35gr milk; 25g cheese; 11g butteroil; 150g wheat. b) PSF: 35g milk; 17g cheese; 125g wheat. c) MCH: 30g milk	Planned: 3kg/family or 500 gms each Actual: 2.7kg family or 41 gms each	a) SF: 35g, Milk; 11g oil; 80g rice or lentils; 80 or 100g flour. b) PSF: 35g milk; 10g oil; 50g rice or lentils; 80g flour. c) MCH: 30g milk; 15g oil; 45g rice or lentils; 45g flour.
Daily Nutritional Value/percapita calories; protein grams	a) 800; 37 b) 600; 32 c) 109; 11	1353 calories 50 protein grams	a) b) c)
% of requirement	a) 33%; 100% b) 33%; 100% c) variable < 10% calories		a) b) c)
Date signed	June 1986	October 1986	N/A
First Shipment in Tunisia	December 1986	January 1987	N/A

SECTION I. INTRODUCTION

A. Fit with Overall 416 Evaluation

This assessment is part of FVA's global evaluation of Section 416 food aid from the time AID assumed responsibility for its implementation in 1983. Tunisia figures among the handful of countries selected for case study for reasons of geographical representation, and for importance as a recipient under this new source of food assistance. 57,000 MT were approved for Tunisia in FY87 out of the total 775,420 MT allocated. An FY88 request is also being considered for Tunisia's Child Feeding Program, as part of an Economic Adjustment package.

B. Method

The consultant made a preliminary study of documents in Washington, then discussed the program with concerned parties in Tunisia: the USAID offices involved; CRS, the cooperating sponsor; and the Tunisian Ministries of Social Affairs, Education, Agriculture and the Office of Cereals. CRS Country Director and Field reviewers participated in interviews as did the USAID HPN representative. Files and reports were studied at the USAID, and a visit was made to observe field operations at the national level (warehouse) regional level (CRSS administrator and accountant), and delegation level (warehouse). Essentials of the findings were discussed with Mission and CRS staff and the draft report was promised for review prior to final printing.

C. The Tunisia Context

1. Economic Setting

Tunisia is experiencing significant economic stress which at this time is having the greatest effect on the poorest segments of the population. The second half of the 1980s has been characterized by dropping oil prices, a diminished tourist trade, a 1986 harvest that yielded but half of normal production, and high outflow of revenue for servicing foreign debt. Structural adjustments that experts consider salutary to Tunisia's economic problems are being made, and their impact is expected to be most keenly felt by lower income groups. A detailed assessment documenting the rise in cost of living and the envisaged burden of Tunisia's economic adjustment on the poor was made by ABT in March 1987. It notes that the number of poor people since 1985 has increased by 30 percent, from 802,000 to 1.05 million. 1/ The implementation of an Economic Adjustment program will continue in Tunisia through its VII Development Plan, 1987-1991.

Though recent studies have not been made of nutritional status in

---

1/ Ariza-Nino, Edgar J. and Rassas, Cheri, ABT Associates, Tunisia's Economic Adjustment Program; Impact on Lower Income Groups, March, 1987.

Tunisia, it is known that moderate chronic malnutrition occurs widely. A 1982 survey made in the CRS-assisted preschool feeding program noted that 43.5% of children entering the program had below-normal weight for their age.

2. U.S. Food Aid

The USG has provided food assistance to Tunisia since Independence and over the years, operational grants in support of the food programs administered by Catholic Relief Services (and in earlier years, CARE).

The long-standing Title II program had been progressively phased over to the GOT over the 1981-1985 period, with the Tunisians assuming an increasingly larger percentage of the food inputs. Table C-2 shows the final year decreases in Title II, as well as the Title I patterns over a 5-year period rapidly increasing from FY85 to FY86, and 87. Table C.2 also shows the "replacement" of Title II by Section 416 in FY86. In February 1985, at the end of the phaseover, the Mission supported a two-year temporary request for Section 416 foods which would free resources that were needed for deteriorating child feeding centers and for general program improvement. USAID saw the proposal as a fitting wrap-up of the child feeding program. Before the proposal was approved, the need was further justified by economic stress enhanced by dropping oil prices.

TABLE C.2

U.S. FOOD AID TO TUNISIA

	FY 87		FY 86		FY 85		FY 84		FY 83	
	MTS	Value ($000s)	MTS	Value ($000s)	MTS	Value ($000s)	MTS	Value ($000s)	MTS	Value ($000s)
Title I	259	25	154	15,5	31	5	107	15	21	13
Title II	0	0	0	0	2,996	1,467	5,564	2,213	3,959	1,509
Section 416	57	9,460	8,843	4,439	0	0	0	0	0	0
Total .	316,000	34,460	162,843	19,939	33,996	6,467	112,564	17,213	84,959	14,509

The "second year" which was dropped from the FY86 Section 416 child feeding is being requested under the new proposal. The unavailability of milk and the unlikelihood of obtaining the optimistic variety of foods proposed (rice, lentils) for the new Child Feeding 416 Program will seriously jeopardize its acceptability to the GOT. It is to be noted that WFP is quite prepared to take on the CF program and

offers a wide array of foods including milk and sardines. WFP would also consider supplementing the CRS list with milk and other foods if so requested. Support for job creation, the other half of the proposed EAP package, will come from FY87 Title I. $15 million would be used to support wages for 35,000 new employment opportunities. Section 416 food was considered for this purpose, but a predominantly in-kind payment was found not to be a feasible approach.

D. CRS

CRS has been involved in Tunisia's PL 480 feeding programs since 1957. In 1972 the GOT developed preschool and school feeding programs which CRS and CARE jointly assisted with food deliveries. AID operational grants were given to the two agencies, mainly to improve the programs by training agents in growth monitoring and nutrition education. CRS became the sole sponsor in 1982 with the departure of CARE.

CRS is preparing a new three-year plan which will emphasize their objective to move progressively out of child food distribution as the GOT is again able to take on this responsibility. Phaseover of their small enterprise project is also projected while greater time and attention would be given to DDM, the Headsvart program, and some new agricultural activities, notably small-scale irrigation.

E. GOT

CRS worked with several GOT organizations in administering the two Section 416 programs: the Office of Cereals (OC), the National Committee of Social Solidarity (NCSS), and the National Board of Social Educational Assistance (NBSEA). Their objective areas as follows:

The Office of Cereals is a parastatal corporation under the tutelage of the Ministry of Agriculture, responsible for the:

- purchase of cereal products from abroad and from local farmers;
- storage of cereal products; and
- distribution of cereal products nationwide.

The National Committee of Social Solidarity (NCSS) established in 1964 is a public autonomous committee, with legal standing and its own assets, attached to the Government through the Ministry of Social Affairs. It is responsible for the:

- planning and implementation of a social welfare system, through regional committees at the governorate level (RCSS);
- negotiation for and distribution of food aid and capital giving;

- official voice of social support system - (aid to the elderly, handicapped, deaf and blind);

- management of feeding program for 80,000 preschool age children through 459 preschool feeding centers;

- growth charting of the same group of 80,000 beneficiaries;

- education of 70,000 mothers in principles of health and nutrition through 459 preschool feeding centers.

The National Board of Social Educational Assistance (NBSEA) established in 1961 is a division within the Ministry of Education, Training and Scientific Research of the Government of Tunisia, and is responsible for providing:

- socio-economic assistance to 248,450 rural primary school children between the ages of 6 and 14 through school feeding programs (breakfast and lunch);

- scholarships for secondary school children; and

- health and nutrition training for primary school principals and teachers.

SECTION II. SECTION 416 PROGRAMS IN TUNISIA

Two Section 416 programs have been approved for Tunisia, one in FY86 and the other in FY87. Though sequentially proposed several months apart, they essentially moved in tandem, the first being approved in June and the second in September of 1986. The first shipments were one month apart, in December 1986 and in January 1987. The essence of these two programs and, the third proposed Section 416 program, which is a continuation of Child Feeding (and part of a Structural Adjustment package), are summarized in a Table included in the Executive Summary. The two approved programs are:

- Child Feeding (MCH, Preschool and School); and
- Drought Emergency for CNSS families and for farm families.

A. Project Approval Process

The first Section 416 program: 9000 MT for Child Feeding. The proposal was submitted in November 1985. The Agreement was signed June 1986 and the first shipment arrived in Tunisia in December 1986. The elapsed time between the proposal and arrival in country was 13 months.

The original proposal, it should be noted, had been acceptable in modified form for Title II approval in the past. However, its content as Section 416 was questioned in detail over the seven months of telephone and cable exchange among concerned parties: Food for Peace/Washington, USAID, CRS/Tunis and CRS/New York. There were legitimate questions raised during the discussions: uncertainties about commodity availability (wheat was on, off, and then on; butteroil, off and on); and effect on phaseover. CRS/NY management also faltered in reporting they had no knowledge of the matter at a time when their support was important. But the lion's share of time was spent on questioning details of the Operational Plan. As late as May 1986, further elaboration was still being requested on the accountability and reporting system, monitoring, methods of educating recipients, warehousing, distribution methods and transportation system. This occurred, although procedures were all familiar, previously approved and tested under a long-running similar Title II program.

The second Section 416 program: 57,000 MT for Drought Emergency. The proposal was submitted in September 1986. The Agreement was signed October 1986 and the first shipment arrived in Tunisia in January 1987, second, March 1987. The elapsed time between the proposal and the first arrival was four months.

While this proposal appeared to be acted upon expeditiously, the request was in fact cabled in at the end of July based on information gathered long before by the Agricultural Economist regarding the expected record-low crop of 1986. Information was hand-carried and Mission personnel were available in Washington to answer questions. Nevertheless, a review which neither demanded nor yielded new

information, entailed four to six weeks. The agreement was signed at the end of October and food arrived at the end of January, or in March. When the USAID Mission planned its program for relief to small farmers, it hoped for a nine-month activity, beginning in October to end in June. While that was optimistic planning, the actual availability for distribution - in February-March and later - was far from the original intention.

B. Program Description and Target Groups

Child Feeding. The target beneficiaries are those previously covered under Title II. Some form of the program has been in effect since 1957. Initially a handout program, with CRS/USAID assistance, the programs have become solid institutions with assured though restricted budgets that provide preschool care and nutrition and school lunches for the country's neediest groups.

The categories of beneficiaries are the following:

Pre-school children, 2-6 years old	80,000
Maternal Child Health, 6,000 mothers and 24,000 children	30,000
School Feeding	248,450
Total	358,450

The primary objective for the MCH and pre-school programs is to maintain or improve nutritional status of vulnerable groups. The total number remains constant over the years because of budgetary restraints and the utilization of selection criteria annually to identify anew the neediest. Based on social studies, the younger children are selected based on the following criteria:

- Families are below the poverty threshold (95 dinars, $114 for rural areas; 190 dinars, $228 for urban areas per annum);
- Productive capacity is low;
- Large number of children in the family; poor health status; and
- Poor living conditions, including the type of dwelling.

Those involved in the studies of households include the local social workers, the omda or local government administrator, and the Regional Committee of Social Solidarity.

The primary objective for the primary school program is to provide an incentive for school attendance and to replace body energy used in walking long distances (an average of 4.3 kilometers per day). Most

recipients are in rural areas.

Selection of school students is also made annually by the same core group plus school officials. New schools are often added despite the restrained budget, but the quarter million students remain essentially at the same number, about 20% of all primary school children. In the poorest zones, they might cover 80% of the attending children while much lower percentages are covered in better-off areas.

Drought Emergency. The original 416 proposal requested food for poor families as follows:

- 80,000 CNSS families - hard-core needy families on the indigent rolls whose children are assisted by the regular program;

- 20,000 farm families - identified as neediest by the amount of acreage farmed and production yield, also regularly assisted by the GOT.

Because of the delayed availability of the emergency food and the desire to distribute it during the period of greatest drought impact, beneficiary numbers were increased (jointly discussed and agreed among CRS, GOT and USAID). Allocations were then programmed as follows:

- CNSS planned allocations to families in three phases;

2 month segments	Amount/Family	Number of Families	Metric Tons
Feb - Mar.	160 kg	78,549 *	12,568
Apr - May	160 kg	134,370 **	21,659
June - July	80 kg	84,000 ***	6,773
			41,000 ****

* figure adjusted (corrected) from that obtained from CNSS.

** In addition to beneficiaries in the CNSS regular program 78,370 others were added, namely those on the -
"waiting list" 48,000
Regional Programs 4,000
Aged, in their homes..... 4,000

*** For the remaining 80 kg bags, the corresponding number of neediest were selected among the 134,370.

**** Total planned for distribution included 1000 residual tons from other stocks.

All beneficiaries are families below the poverty threshold (< 95 dinars[$114] per person per year on consumption in rural areas; < 190

Dinars [$228] per person per year on consumption in urban areas).

- Small farm families were increased to 75,000 and a single distribution of 225 kg programmed according to the list attached as Appendix 1. In fact, OC reports not all families received the same ration (it was varied according to need) and sometimes distributed in more than a single distribution.

It is to be noted that out of an estimated 350,000 farmers, in Tunisia 150,000 are considered not to be economically viable (Schamper). Room existed in the small-farm category to expand feasibly to the larger number of beneficiaries.

C. Technical Adequacy of Food and Related Components

1. Child Feeding

Rations for preschool children are provided 300 days a year and include: 35 grams of milk daily, 17 grams of cheese and 125 grams of wheat. They have a nutritional value of 600 calories and 32 protein grams, variable by age, and satisfy an average of 33% of caloric requirements and 100% of protein needs.

Rations for MCH children and women have consisted of milk only, 360 days a year, or 30 grams for each day of the year. This provides 109 calories and 11 protein grams, a small percentage of caloric requirements for pregnant and lactating women and for small children. The protein however satisfies 15-35% of daily requirements.

The school feeding ration provides, during 100 days a year, 35 grams of milk daily, 25 grams of cheese, 11 grams of butteroil and 150 grams of wheat equivalent to 800 calories per feeding day and 37 protein grams, approximately 33% of caloric needs and total protein requirements for the 100 days.

Preschool/MCH centers are of several categories. Some of the more isolated remain essentially feeding centers, but the majority have undergone a dramatic transformation from feeding stations to child care centers with mothers periodically gathered to learn about the nutritional and health needs of themselves and their children. They are beginning to learn about ORT through the new DDM program. By 1991 CNSS hopes that 60-70% of its 450 centers will have the educational component; by next year, 20%. Growth charts are kept on the children and as needed, children are referred to the health system. Special training in preschool education is given to center agents so that the needy five year olds will have a "headstart" when they begin school at six years of age.

Workshops are conducted periodically to instruct both preschool and school agents in nutrition, health and the use of educational materials. It is noteworthy that 33% of the national budget is devoted to education. The government provides the basics for the school

children selected under the same criteria for receiving free meals; these include uniforms and standard scholastic equipment. The GOT contribution to Child Feeding programs since 1981, is shown in Appendix 1.

2. Drought Feeding

Wheat only was distributed in the drought program. Durum was requested, but hard, red winter was sent. The Mission and CRS' intentions were that the wheat should be capable of being milled into semolina for making couscous, the staple of most rural areas, or into flour for bread-making, the staple of towns and cities and to a lesser degree of rural areas. The office of Cereals and other CNSS food handlers stated categorically that only durum can be properly milled into semolina, while USAID and CRS had assumed hard red winter could be milled into either semolina and flour. In the single regional area visited, handlers considered the American wheat to be soft wheat. In looking over samples of the two varieties, the one presented as "American soft" was very dark, of uneven size, with many smaller grains, and contained foreign particles, when compared with "Tunisian soft" which was beige in color, plump, even, and cleaner. CRS was not certain that the "inferior" wheat was indeed the American red wheat. Officially, the Tunisians said they were grateful for the wheat which was of good quality. The importance is the lesser nutritional and economic value of the wheat we observed being distributed. It had a much lower extraction rate and was valued below Tunisian soft wheat (one warehouse official said Tunisians would take 50 kg of Tunisian soft in place of 100 kg of American soft, adding that the taste of Tunisian wheat was infinitely better.

During the approval process, there were many questions raised about the daily grams to be programmed, but extraction losses were not considered, nor the very high cereal consumption rates in Tunisia (200 kilos per capita per annum, 548 grams a day). The food was programmed for five in a family while the number in most needy families is at least the 6.5 average.

CNSS distributed at a rate of 80 kilos a month per family over five months, which for a family of 6.5 members provided 410 grams each, or 1353 calories and 50 protein grams daily. This supplementation was delivered over slightly longer than the planned five-month period and the intensity of nutritional supplementation, accordingly was somewhat less.

OC distributions for farm families averaged a total of 225 kilos in all over several months. No reports were available from which to estimate daily values of nutritional supplementation. The food rations for farm families were to be distributed simultaneously with a package of seeds, fertilizer and weed control, under a program called "Aid to Cereal Farmers in Greatest Economic Need" to which the GOT allocated $1.3 million. In fact the 416 foods arrived late as noted above and were delivered in a separate distribution.

D. Management

Two problems stand out insofar as the management of the Drought Emergency food is concerned:

- programmatic difficulties and delays in establishing a contact point and mutually agreeable work arrangements with the Ministry of Agriculture for beneficiary selection and reporting on the farm family distributions; 2/

- less than satisfactory offloading of the second January arrival, due in large part to the inadequacy of transport provided by OC - but also due to the lack of lighters to facilitate unloading (and failure to include demurrage in the charter party).

The offloading of this ship's bulk emergency stocks of wheat required two months (expensive ones for the ship's owner). USAID reports that a similar cargo in port was discharged in 12 days. The irate ship's captain made a number of protesting telephone calls and noted that he had "had other bad experiences in Tunisian ports". It is unclear who should have verified a demurrage clause. Nor is it known why OC appeared to be less than adequately cooperative in making trucks available for offloading. One report was that where seven trucks an hour were required, only eight in one day were available. The fact is that neither CRS nor the GOT was able to bring pressure to bear that could resolve the OC-ship owner dispute, suggesting less than urgent needs in the country.

In the Mission, Section 416 is handled by the Population, Health and Nutrition Office which has a full portfolio of family planning, computer technology, ORT, without the inclusion of responsibility for overseeing donated food programs. HPN has had to steal time to help out the cooperating sponsor, CRS, with programming aspects but has had only token time for field monitoring. The FY87 416 program clearly strained HPN's limited manpower resources.

CRS' long-standing relationship with CNSS and the mutual trust developed over the years have made CRS management of the Child Feeding program a relatively routine matter. These good working relations greatly facilitated sorting out program arrangements for the emergency food to be given to CNSS families. However, the food was handled by the OC, and logistics were not business as usual as discussed above. CRS receives an administrative budget of $120,000 from the GOT. CRS'

2/ Discussions were still taking place in May 1987 (the shipment arrived in March) as to how the 17,000MT would be used, as to who exactly in Agriculture would select and account for the program. Neither CRS nor the USAID was able to clarify why the extent of confusion and delay persisted.

monitoring staff (four end-use checkers were engaged for the drought emergency and two will continue to monitor the program until all stocks are accounted for) detected problems of sales and faulty distribution, were available to help solve problems and reported through a systematic follow-up mechanism.

The monthly reporting system described in the Agreement was impractical, not required by 416 and certainly not carried out. 3/ However, inasmuch as the checkers were travelling regularly to all areas of the country, it would have been feasible to maintain running spot-check balances of 416 foods delivered and not yet delivered. This was not done, with resulting lack of inventory information. CRS has a good feeling for where distributions stand, but will have to await final reports from DNSS and OC for determining actual amounts distributed, where, when, and to how many families.

3/ "A monthly report issued by program category to CRS showing receipts, distribution and inventory of commodities" (9.2.6.2.4)

SECTION III. RESULTS

A. The "Emergency" Food

The total 57,000 tons of wheat intended for drought relief will not have been distributed during the "drought period" or "winter" as specified in the Foreign Donation Agreement. The deadlines of June 1987 in the Agreement, then extended to July 31-following several months delay in arrivals, have not been met. A portion remains undistributed to beneficiaries at the beginning of September 1987. It is estimated at 20% of CNSS tonnage. Or 8,000 tons may remain in the country. The remainingamount of wheat intended for distribution to poor farm families may be a little higher or lower. The wheat arrived later and it took longer for the Agriculture Ministry to gear up for the essential paperwork. However, much was delivered in a single distribution according to CRS end-use checkers. The latter believe that most of the food has been distributed and will be making continued checks.

There is little danger that the balance will be neglected or wasted since the current harvest demands are winding down insofar as personnel time and transport trucks availability are concerned. Little or no adverse effect of the food distributions made beyond June is expected on local market purchases because the CNSS families for the most part live in towns and the poor farm families have minimal purchasing power to buy on the local market. These families were not only drought-affected. They are year-round poor families: the CNSS group is identified as such on the rolls of the indigent; the others were to be only subsistence farmers whose needs are year-round. (The actual extent of targeting to subsistence farmers only will have to be determined by CRS in data to be obtained from the Ministry of Agriculture as part of the final report.) The emergency food did not arrive for the period intended, but in fact reached poor families whose needs were exaggerated by the drought and who were becoming increasingly hit by economic adjustment. Thus though the food arrived late, it arrived at a time of great stress, which is testified to by all GOT officials and CRS.

B. Impact on Beneficiaries

1. Child Feeding

For the younger age groups and physiologically vulnerable (pregnant and lactating women), health benefits are implicit but unsubstantiated by data. The populations reached are the most vulnerable both economically and nutritionally. The supplemental ration is a significant dietary input and the complementary institutional components that are present with the food, notably growth monitoring, nutrition and health education, and a DDM program, enhance the probability that there are positive effects on nutritional status. Given the current economic squeeze on the poorest segments of Tunisia,

especially in diminished purchasing power, maintenance of health (and nutritional status) would be sufficient achievement for a supplemental feeding program. No studies exist to support or refute claims to improved status under the program. Reliable anecdotal reports are that far fewer cases of malnutrition are being seen in hospitals today. These are indications only that the inputs are helping to offset the effects of the economic restraints necessarily being imposed at this time.

2. Drought Feeding

The families benefiting from this program, as described above, were not only drought-affected; rather they are population segments most severely touched by the economic adjustment measures being taken during a period of drought, when the Government was least able to provide further relief than already being carried out.

Families of CNSS-enrolled children and/or women and wait-listed CNSS families were the principal beneficiaries. They are identified above as the hard-core needy of the country and of the different communities in which they live, 80,000 of the benefitting families will have received an estimated 400 kilos of wheat under the program. Another 55,000 will have received 160 kilos. This may have meant an increment valued at 32 Dinars ($38) and 13 Dinars ($16), respectively. 4/ Since the poverty threshold for consumption is 95 Dinars per annum per capita, the monthly threshold per family of 6.5 is about 51 Dinars. Given the trying economic context, it is likely that the free wheat had a perceptible economic impact on families. The other families-beneficiaries of the 416 drought program are 75,000 small farmers who were directly affected by the drought and are also caught in the economic squeeze of the Adjustment. An average of 225 kilos of wheat will have been delivered to these families, worth 18 Dinars ($22) calculated as above. In a two month period, it may have constituted 17% of available resources for consumption. 5/

The average of wheat delivered to all families is 192 kg each,

---

4/ $1.00 equals 830 mm or 1 Dinar equals $1.20, September 1987. The only documented sale of the donated wheat (in Ain Draham where corrective action was taken immediately by the Government) was at 2-3 Tunisian Dinars for an 80-kilo sack, or approximately 30 millimes ($.04) a kilo. CRS considered this highly underpriced. Hard wheat (subsidized sells for 160 millimes ($.19) a kilo. The wheat distributed, according to sources consulted, was worth considerably less than Tunisian soft wheat, which sells for millimes a kilo. Somewhat arbitrarily, the estimate of 80 millimes ($.096) was selected as the value of wheat distributed, noting that it was being used in the family rather than being sold in the market.

5/ 95D per annum for family of 6.5 equals 103 Dinars per family for two months. 18 Dinars is 17% of 103.

with a value estimated at 15 dinars ($18).

C. Impact on Institutions

Tunisian child feeding institutions have been upgraded and maintained with U.S. food, most recently with Section 416. USAID's primary objective in approving the ongoing 416 child feeding program (worsening economic conditions intervened and justified it on other grounds as well) was to ensure that the child feeding programs were not only on sound footing but possessed adequate infrastructure, trained personnel and had a sufficient transport capability to maintain an institutional integrity well into the future.

D. Other Impacts

During a period of some political uncertainty, the delivery of at least a month's supply of wheat to one out of every seven Tunisians is of considerable political impact, and particularly because it was a targeted program benefiting the most deprived.

U.S. as donor was fully publicized with the credit printed in Arabic on each voucher that was given to beneficiaries as the ticket to pick up food from OC warehouses.

SECTION IV. RECOMMENDATIONS

A. Tunisia Program

1. USAID and CRS will need to keep the Childfeeding Program phaseover principle alive during an interim assist program which may become lengthy and during which multi-year planning will be desirable. Formal annual reassessments with the GOT or some form of "condition precedent" in agreements, could serve to remind all parties of the overall phaseover strategy.

2. Continued support of the Childfeeding Program is highly recommended and the temporality of Section 416 is a useful feature for filling in a previously phased-over Title II program. It responds to the well-documented current economic stress in Tunisia without the fullness of commitment inherent to Title II. However, if commodities suitable to an MCH program are not available under section 416, the program may be better off under WFP.

3. CRS should ensure that final reports on beneficiary distributions for farm families will be available from the Ministry of Agriculture (in addition to the final stock reports that Office of Cereals plans to provide); a suggested format should be provided to ensure that the required information will be available.

4. CRS should, in collaboration with OC, determine whether American or Tunisian wheat was delivered and verify that any substitutions made were of equivalent quality. Greater clarity, based on sensitivity to rural population perceptions, is needed with regard to future choice of desirable products for distribution; if it is expected that couscous is to be home-milled, durum wheat should be provided.

5. To the extent feasible, CRS should complement its field monitoring with samplings of data to reinforce empiric information on program operations and stock inventories.

B. Washington

6. Washington should be guided by the two 416 examples in Tunisia (one of which was an emergency) which required much more time, both for the approval process and for positioning/shipping, than was envisaged for this intended quick-response source of food. Perhaps emergencies should be routed through a special channel.

SECTION V. LESSONS LEARNED

1. The Section 416 channel has not been sufficiently streamlined to provide food to meet this type of drought emergency; a major time consumer has been the approval process.

2. Realistic estimates of time needed to position and ship food are needed to guide missions and volags.

3. A checklist on the essentials of ships' gear and adequacy of Charter Parties may be needed.

4. In-country gearing up for emergency programs requires considerable time especially when new parties are involved even when the cooperating sponsor is an experienced one.

5. Many Government and AID officials see no difference in use of Title II and Section 416 as sources of food aid, as they require the same paperwork and entail similar delays in their view.

6. 416 has been used effectively to "replace" Title II because it has "acted like" Title II with a variety of commodities available; lacking that variety, it will not accommodate many MCH/preschool programs that are best served by high protein foods.

7. The team putting together the Economic Adjustment Plan learned that food was not the nost appropriate resource for supporting a job creation activity, that despite economic hardship, Tunisians are not prepared to work for payment that is predominantly in-kind.

APPENDICES

APPENDIX 1
GOT CONTRIBUTION TO THE CHILD FEEDING PROGRAM

The GOT contribution to the child feeding program has been dramatically increased over time, since the USG decision to end support under Title II resources. Contributions for this program are found in the budgets of both the NCSS and the NBSEA. The NCSS budget supports all activities in the preschool and maternal child health programs and also supports logistical costs for the school feeding program. The NBSEA budget supports costs of administering school feeding, including provision of supplemental foods, food preparation materials and salaries of workers who prepare the foods.

The Table below shows the actual contribution of the GOT over the period 1981 - 1986 in Tunisian dinars. It is important to note in this Table that, in 1981, all food charges were covered under the USG Title II program. The reduction in the GOT contribution for 1985 - 1986 is the result of the Section 416 program which provided a considerable proportion of food supplies for this period.

FEEDING PROGRAM BUDGET, 1981 - 1986
(in TD 000)

	YEAR					
	1981	1982	1983	1984	1985	1986
Total Program	2,373.1	2,757.3	3,097.0	3,315.6	3,287.0	2,899.8
GOT Contribution	924.2	1,932.5	2,473.5	2,895.9	2,994.0	2,604.9
AID Contribution	1,448.9	824.8	623.5	419.7	292.9	294.9

APPENDIX 2
DISTRIBUTION PLAN

416 EMERGENCY AMERICAN AID
17000 TONS OF WHEAT FOR 75,000 DROUGHT AFFLICTED FARM FAMILIES

Governorates	Number of Families
Zaghouan	5,000
Siliana	5,000
Le Kef	7,000
Medenine	4,500
Tataouine	4,500
Gabes	4,500
Kebili	1,000
Gafsa	6,000
Tozeur	2,000
Sidi Bouzid	5,000
Kasserine	10,000
Kairouan	6,000
Sfax	3,800
Monastir	500
Mahdia	2,500
Sousse	2,000
Beja	1,000
Ben Arous	1,000
Nabeul	1,000
Arianac	1,500
Bizerte	1,000
Tunis	200
Total	75,000 families

Family Rations	3 kg/day
Number of Families	75,000
Number of Days	45