

PROJECT GRANT AGREEMENT

PD-ABF-688  
81899

Between the United States of America, acting through  
the Agency for International Development (USAID)  
and  
The Catholic Relief Services (CRS)

1. Project Title: Togo CRS/OCDI Emergency Food Distribution Program  
(Archdiocese of Lomé and Diocese of Atakpamé)
2. AID Project Number: 968-3023

The above-named parties hereby agree to carry out the Emergency Food Distribution Program, in collaboration with the implementing partner, the Organisation de la Charité pour un Développement Intégral (OCDI), Archdiocese of Lomé and Diocese of Atakpamé, as outlined in the project description (Attachment A). By means of this grant, AID agrees to pay a portion of associated costs of the training of Diocesan staff in charge of food distribution operations, transportation/loading, training, CRS/Togo and OCDI Monitoring, reproduction and OCDI Staff Salary as per the illustrative grant budget (Attachment B). CRS agrees, as the administrator of the funds to provide periodic status reports and to provide AID with an accounting of funds utilization, in accordance with Mandatory Standard Provisions for U.S. Non-Governmental Grantees (Attachment C). A final performance report will be submitted to USAID/Togo within 30 days after the expiration of this grant agreement.

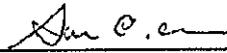
This obligation of 25,000 dollars is made as of the date of this Grant Agreement and shall apply to commitments made by the Grantee in furtherance of program objectives during the period beginning with the effective date of March 15, 1993 and ending May 31, 1993.

3. Amount of AID Grant: US\$ 25,000
4. Grantee Contribution: US\$ 14,400
5. Effective Date of Grant: March 15, 1993
6. Project Assistance Completion Date: May 31, 1993
7. The Project Agreement consists of this page and Attachments A, B and C.

8. For the Grantee

9. For the United States  
of America

  
John C. Corrao  
Country Representative  
CRS/Togo

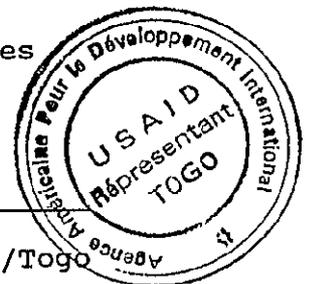
  
Sarah C. Clark  
AID Representative/Togo

Date: 30 MARS 1993

Date: 30 MARS 1993

Fiscal Data:

Amount : US\$ 25,000  
Appr. : 72-LLXLO35  
BPC : EFDX-93-16830-HG41  
RCN : 3684093  
Proj. No. : 968-3023



## ATTACHMENT A

### PROJECT DESCRIPTION Togo CRS/OCDI Emergency Food Distribution Program

#### I. BACKGROUND

Togo is now in its fourth month of a general nationwide strike following the socio-political unrest that characterized most of 1992. This strike has brought to a halt most economic activity in the formal sector. It appears certain that no political settlement will be reached to break the strike until sometime later in 1993.

The strike has severely disrupted the formal and informal sectors resulting in economic hardship for the poorest segment of society. This is especially the case for those living in urban and peri-urban areas, as the means to purchase basic foodstuffs is becoming increasingly difficult to find. As a result, vulnerable groups such as mothers and children, the elderly, and the handicapped are suffering from lack of food.

In response to this situation, CRS/Togo started an emergency humanitarian aid distribution program in February using existing stocks of Title II commodities for vulnerable groups in the city of Lomé. These food commodities are being distributed through OCDI/Lomé. This current program will end by March 31. The experiences of the current program have been used in the design of this extension proposal, so as to increase the effectiveness of the intervention.

As the strike continues, and the banks remain closed, the number of needy persons relying on food assistance has dramatically increased. In addition, the threat of future violence has led many Togolese to flee Lomé for their villages in the interior of the country. As a result, food reserves in these villages are being depleted faster than normal. This situation is exacerbated by the poor harvest reported in these regions.

Most of this need is met by various private social services such as the Catholic Church. OCDI/Lomé and OCDI/Atakpamé, the developmental arms of the Catholic Church in the Archdiocese of Lomé and Diocese of Atakpamé, respectively, have reported upwards of 340,000 persons in need of immediate assistance. It now appears that the strike will continue indefinitely. In this proposed extension, OCDI/Lomé will focus on the Eastern part of the Maritime Region. OCDI/Atakpamé will cover parts of the Maritime and Plateau regions.

OCDI/Lomé and OCDI/Atakpamé will distribute food commodities to vulnerable groups through the local parish network. As usual, distributions will be made on the basis of need, and not religion or ethnic affiliation. Although the total quantity of food to be provided to OCDI/Lomé and OCDI/Atakpamé will not meet their total needs, CRS/Togo estimates that at least 29,166 families can be served (174,996 people considering average family size of six persons).

Therefore, in order to address the food needs of vulnerable groups, CRS/Togo is requesting approval to extend its humanitarian assistance program. This extended distribution program will deliver 699.95 MT of Title II food commodities, already on-hand in the CRS/Togo warehouse, through CRS/Togo's longstanding private-sector counterparts.

It is worth noting that the strike has shut down CRS/Togo's regular Title II program, which is operated mainly through Government of Togo structures. No deliveries of food have been made to nutritional centers or schools since 13 November 1992.

There will be approximately 1,100 MT of Title II commodities remaining in the CRS/Togo warehouse after the first OCDI humanitarian assistance program is completed in late March.

CRS/Togo expects to receive its third quarter call forward in July. We are now exploring various alternatives for the reception of this food. The reception of this call forward is crucial so that CRS/Togo can maintain its strategic food reserve. This strategic reserve will be needed if the nationwide strike continues and/or there is an increase in civil unrest. Both scenarios would prompt an expansion of CRS/Togo's humanitarian assistance program. In addition, if the strike were to end, the strategic reserve could be used to re-start our normal Title II programs.

CRS/Togo is also requesting that USAID/Lomé release the \$25,000 available from the Office of Foreign Disaster Assistance (OFDA). These funds were granted following the recent declaration of emergency by the U.S. Embassy in Togo. CRS/Togo will use these funds to cover all transportation, training, monitoring, and materials reproduction costs associated with the extended humanitarian assistance program (see Budget Attachment B).

In addition to the above-mentioned resources, OCDI/National has requested additional resources from European Caritas organizations. This request includes medicines, funds for administrative costs, and other food stuffs, to complete their program, which targets many areas of the country. CRS/Togo resources will be concentrated in small towns in the Maritime and Plateau regions.

## II. GOAL AND OBJECTIVES

### a. Goal

To provide emergency food assistance to 29,166 families in selected areas of the Plateau and Maritime Regions who have been negatively affected by the recent general strike, the poor harvest in these areas, and the influx of displaced persons from Lomé.

### b. Objectives

- b.1. To distribute 399.95 MT of bulgur, oil and WSB through the Eastern OCDI/Lomé network of parishes targeting the following vulnerable

groups: the elderly, the handicapped, mothers, the terminally sick, and displaced heads of households.

- b.2. To distribute 300 MT of bulgur, oil, and WSB through the OCDI/Atakpamé network of parishes targeting the following vulnerable groups: the elderly, the handicapped, mothers, the terminally sick, and displaced heads of households.

### III. IMPLEMENTING PARTNER

OCDI was created in 1987 when Caritas/Togo and the "Bureau de Coordination pour le Développement" (BCD) were joined together to increase the efficiency of the Catholic Church in Togo to address socio-economic and development needs. OCDI works to promote justice, and to reduce human suffering, hunger and under-development within the country. There are four OCDI diocesan offices (in Lomé, Atakpamé, Sokodé and Dapaong), as well as a National Coordinating Office (in Lomé).

OCDI (then BCD) entered into partnership with CRS/Togo in 1967 to implement an humanitarian assistance program. The partnership has entered a new phase as CRS/Togo is searching for ways to transfer more responsibility for Title II programs to its local partners.

In 1987, another working relationship was opened between OCDI and CRS to implement a nationwide welfare program that had been executed through the GOT. Already, approximately 100 metric tons per year is programmed through OCDI to meet humanitarian needs expressed through the diocesan OCDI offices.

Based on this positive relationship, CRS/Togo is confident that OCDI is a logical partner with which to implement the current emergency initiative. OCDI/Lomé and OCDI/Atakpamé will serve 32 parishes which work with non-Catholics and Catholics living in the area. Since the start of the strike, and particularly since the end of January, people have been flocking to the parishes to request assistance regardless of ethnic affiliation or religious background.

Both OCDI/Lomé and OCDI/Atakpamé will provide six staff each to oversee the implementation of the program. In addition, each parish will provide five persons, headed by the parish priest, to implement the program. It should be noted that each parish is already organized to provide humanitarian assistance to the needy and is currently channeling private resources to identified beneficiaries. The increased allotment of food will allow the parishes to expand the scope of an already vital human services network.

One of the lessons learned from the current humanitarian assistance program, in the Lomé environs, is that more attention must be paid to targeting the people most in need. To do this, each parish will work through neighborhood groups or committees within the parish to more accurately identify beneficiaries. Neighborhood groups are much more capable of identifying the most needy individuals than the more centralized parish staff alone. The parish will, however, oversee the selection of beneficiaries by the

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After official USAID/Togo approval, CRS/Togo and the OCDI structures will work out a schedule for distributing the food to each parish. USAID/Togo will receive this schedule so that it can conduct periodic site visits.

The CRS/Togo Logistics Department, responsible for the distribution of US Government Title II resources during normal program implementation, will work with the OCDI structures to maximize the efficiency of the logistical operations. USAID/Lomé funds will cover all transportation costs from the CRS warehouse to the parish distribution points. Each parish will ensure the unloading of the food.

## 2. Commodity Control

Both OCDI structures will be responsible for determining how much food each of their parishes will receive in the program. OCDI will be able to determine this quantity based on population and estimated number of needy persons in each parish.

The parish will then assign allocations of food to each of the neighborhoods within the parish. Since a standardized ration will be distributed to each beneficiary, each parish will only be able to serve a certain number of beneficiaries. This will force the parish to concentrate on targeting the most needy people.

The neighborhood committee, along with a representative from the parish committee, will identify and register beneficiaries in each neighborhood. Only the name of the head of the household will be registered. At the time of registration, each beneficiary will be provided a completed ration card good for only one distribution. On a predetermined day, the beneficiaries in the neighborhood will go to the parish to receive their food.

Registration information will be double checked within the community network. The parishes will work within this community network in order to reduce the risk of fraud and duplication.

Beneficiaries will be accompanied by a representative of the neighborhood committee (not a beneficiary), who will act as a witness to their status. A representative of the parish committee will also be present to verify the neighborhood beneficiary list. Each beneficiary will be registered in a general ledger established by each parish prior to distribution.

Because of the distance between parishes, there will be very few cases of beneficiaries registering with other parishes in order to receive double rations. Every effort will be made, including the cross-checking of registers, to reduce double rations being distributed. The sale of US Government commodities is strictly prohibited. As in normal CRS/Togo programs, this is assured by periodic spot checks in the market place. Every effort will be taken to control this potential problem.

## B. Target Group

As mentioned above, the beneficiary unit is the family. In general, this emergency distribution program will attempt to address the needs of mothers and children, the handicapped, the elderly, the terminally sick and displaced families. Beneficiaries must be in one of the following vulnerable groups to receive a food ration:

- a. Over 55 years old without family support.
- b. Terminally sick, defined as having one of the following chronic diseases: AIDS, cancer, tuberculosis, asthma, etc.
- c. Handicapped, defined as being one or more of the following: deaf/mute, blind, paralyzed, missing one or more arms/legs.
- d. Single mother (abandoned, widowed, or husband not present) with at least two (2) children aged five years old or younger.
- e. Male head of household not being paid a monthly salary due to the strike (prove recent salary history with a "bulletin de salaire") and with no access to a field to cultivate. He must have at least three (3) children aged five years' old or younger.
- f. Artisan with at least three (3) children aged five years old or younger and without a field to cultivate.

All eligible individuals, regardless of ethnic affiliation or religion, will receive assistance.

Although the quantity of food to be provided to OCDI/Lome and OCDI/Atakpame will not meet their total needs, CRS/Togo estimates that at least 29,166 families can be served. The decision to limit the amount of assistance provided reflects CRS/Togo's desire to maintain a sufficient stock of food to resume its normal Title II programs if the strike ends or to address future emergency humanitarian needs.

## C. Rations

In order to keep the distribution as simple as possible, beneficiaries will receive only one ration of food during this emergency proposal period. Each beneficiary will receive the following ration:

Bulgur	- 10 kg. per person x 29,166 beneficiaries	= 291.65 MT
WSB	- 10 kg. per person x 29,166 beneficiaries	= 291.65 MT
Oil	- 1 tin (3.785 liter) x 29,166 beneficiaries	= <u>116.65 MT</u>
		699.95 MT

One ration will be provided to each beneficiary. This is the simplest method to insure that the beneficiaries receive their allotment of food. Given the unknown duration of the strike, CRS/Togo and OCDI want to provide one large chunk of food to supplement existing food stocks.

## V. MONITORING PLAN

### A. Operating Environment

It should be noted that economic and political conditions are uncertain and unstable at the current time. While movement towards democratization began in October 1990, there has since been little real progress, resulting in tension between the current president and the opposition.

Although our implementing partner (OCDI) has never had problems with security, as the strike continues, so too does the desperation within society.

In summary, donors must be aware that this program will be carried out against a backdrop of uncertain political change and weak socio-economic structures. CRS is committed to upholding the highest standards of accountability. If, however, circumstances impede complete reporting and recordkeeping, then in accordance with AID Regulation 11, Section 211.10 (b) (5) (ii), CRS proposes that the U.S. Embassy/USAID make a determination as to which essential information need be reported to account for program commodities.

Notwithstanding the above, CRS/Togo will provide OCDI and parish level staff with training in accountability requirements that will enable them to provide adequate recordkeeping. As mentioned, CRS/Togo will organize a one-day seminar with the implementing partner to provide concrete guidance on meeting the accountability requirements. A French language guide has been developed based on CRS/Togo's 30 years of experience in Title II programs. It will provide further detail, including example forms, on the reporting requirements necessary to account for US Government food resources. For losses during distribution at the parishes, CRS/Togo will follow the normal claims process to receive compensation for the food loss. However, in the event of military or general looting precipitated by the political stalemate in the country, CRS/Togo will inform the USAID/Togo mission of the nature of the loss and recommend that the loss be considered outside of OCDI's control.

### B. Monitoring Visits

A CRS Project Manager, Logistics Manager and two end-use checkers will be working closely with OCDI staff, particularly the General Secretaries of OCDI/Lomé and OCDI/Atakpamé, to monitor project activities. Monitoring will take place at three levels:

CRS/TG: To review waybills and ledgers, and assure a smooth distribution process.

OCDI: To ensure that deliveries from the CRS warehouse to the various distribution points are in order; to review beneficiary selection criteria and provide oversight of center distribution activities.

Six staff have been assigned by each OCDI to oversee the program. Each of these staff will participate in the training program and work closely with the CRS/TG Logistics and Programming Departments.

Parishes: To participate in identifying beneficiaries, to ensure accurate accounts, ledgers and inventories; to review storage and distribution procedures.

Parishes have organized committees of five persons to manage the program. Each committee is chaired by a priest of the parish. Two representatives from each parish will participate in the training.

Neighborhood committees : To help prepare beneficiary lists for submission to Parish.

CRS/TG will issue accountability guidelines to all parishes. These are the same guidelines used for managing food commodities in the regular CRS/Togo Title II programs.

## ATTACHMENT B

## ILLUSTRATIVE BUDGET

	<u>OFDA/ USAID</u>	<u>CRS/ OCDI</u>
I. <u>Transportation/Loading Costs</u>		
1. CRS Warehouse to ODCI/Atakpamé Parishes (\$.15/KM x 235 KM x 300 MT)	\$10,575	-0-
2. CRS Warehouse to ODCI/Lomé Parishes (\$.15/KM x 120 KM x 400 MT)	\$ 7,200	-0-
3. Loading Trucks at CRS Warehouse (\$.90/MT x 700 MT)	\$ 630	-0-
4. Unloading Trucks at Parishes (\$.90/MT x 700 MT)		\$ 630
sub-total	\$18,405	\$ 630
II. <u>Training Costs (OCDI/Lomé and Atakpamé)</u>		
1. Food costs for 100 Parish and ODCI participants (\$.90/participant)	\$ 900	-0-
2. CRS/Togo transportation costs for staff (\$.15/KM x 336 KM (roundtrip to Atakpamé) (\$.15/KM x 120 KM (roundtrip to Togoville))	\$ 70	-0-
3. Per Diem and Lodging for CRS/Togo staff (5 staff x \$16 per diem/staff x 2 days x 2 trainings) (5 staff x \$30/night x 2 trainings)	\$ 620	-0-
4. Materials for Two Trainings (Markers, chart paper)	\$ 100	-0-
sub-total	\$ 1,690	-0-

III. CRS/Togo and OCDI Monitoring Costs

1.	CRS/TG Fuel & Oil Consumption Atakpané:(1 trip of 3 days/week x 1,500 KM/trip x 6 weeks x \$.15/KM) Lome:(1 trip of 3 days/week x 700 KM/trip x 6 weeks x \$.15/KM)	\$ 1,980	-0-
2.	CRS/TG Lodging (2 CRS staff x 2 nights/week x 6 weeks x 2 parishes x \$25/night)	\$ 1,200	-0-
3.	CRS/TG Per Diem (2 end-use checker x 3 days/week x 6 weeks x \$16/day) (2 driver x 3 days/week x 6 weeks x \$10/day)	\$ 936	-0-
4.	OCDI Transportation Costs (500 KM/week x 6 weeks x \$.15/KM x 2 Dioceses)	-0-	\$ 900
5.	CRS/TG Salary for two senior level staff (\$545/week x 6 weeks)	-0-	\$3,270
	sub-total	\$ 4,116	\$4,170

IV. Reproduction Costs

1.	Reproduction of Accountability Guidelines (33 copies x 15 pages x \$.10/copy)	\$ 50	-0-
2.	Reproduction of Forms (5,100 copies x \$.10/copy)	\$ 510	-0-
3.	CRS/Togo Identification Badges	\$ 229	-0-
	sub-total	\$ 789	-0-

V. OCDI Staff Salary

1.	5 full-time management staff/Diocese (\$68/staff/week x 5 staff/Diocese x 2 Dioceses x 6 weeks)	-0-	\$4,080
2.	2 full-time truck teams (drivers and assistants) (\$60/team/week x 6 weeks)	-0-	\$ 720
3.	160 Parish level volunteers (In-kind) (\$5/volunteer x 32 Parishes x 5 volunteers/Parish x 6 weeks)	-0-	\$4,800
	sub-total	\$ -0-	\$ 9,600

GRAND TOTAL	\$25,000	\$14,400
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