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**FOOD FOR PEACE**

**IMPROVING NUTRITION AND PROVIDING  
INCENTIVES FOR DEVELOPMENT**

**EVALUATION OF THE  
P.L. 480 TITLE II PROGRAM  
IN BOLIVIA -**

Cooperating Sponsors

Catholic Relief Services

CARE

Government-to-Government

Implementing Groups

CARITAS Boliviana

Junta Nacional de Acción Social

National Community Development  
Services

Office of Health  
and Human Resources

USAID/Bolivia

November 10, 1981

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PREFACE AND SUBSEQUENT ACTIONS (12/80-9/82)

A. Preface

This evaluation supplements the information contained in the full evaluation report on Title II Food for Peace program which covered the period 9/79-12/80 and was submitted to AID/W under PES 81-11. As such it includes review of the following specific activities:

1. The Government-to-Government Food-for-Work program,
2. The Catholic Relief Services (CRS)/Cáritas program reporting system, and
3. The reasons for the termination of the Cooperative for American Relief Everywhere (CARE)/Junta Nacional de Acción Social (JNAS) program.

B. Subsequent Actions (12/80-9/82)

The following actions have taken place subsequent to the preparation of the Title II Food for Peace evaluation report covering the period 9/79-12/80:

1. Government-to-Government Food-for-Work Program

In September 1982, the National Community Development Service (NCDS) requested a new transfer authorization to cover the period 1/83-12/84. The general purpose of the new NCDS Title II program is aimed at achieving the improvement of needy community conditions by providing food commodities in compensation for voluntary work. The specific areas included in the program are projects in agricultural/economic development, community development, educational development and health and sanitation.

In order to provide a fuller geographic coverage under the new program, facilities will be expanded to provide warehouse and distribu-

tion services from La Paz, Cochabamba and Sucre. This will eliminate the overconcentration of community development projects around the previously used central single warehouse in La Paz, as well as to improve the control of the program through the use of NCDS's regional offices located at those points of entry. The La Paz-Cochabamba-Sucre axis will also facilitate program expansion to the Department of Santa Cruz.

With the exception of the addition of two new points of entry with their corresponding storage facilities, all other program conditions already established in the last Transfer Authorization will remain unchanged.

## 2. CRS/Cáritas Program

Since December 1980, the CRS/Cáritas program has emphasized the Ministry of Health's Nutrition Division's participation in project activities. The Division now acts as the GOB counterpart for the CRS/Cáritas Program and as a member of the Volag Coordinating Committee.

The previous evaluation (PES 81-11) included a series of recommendations aimed at improving the program content. To date, approximately 30 percent of the recommendations have been addressed and USAID/Bolivia has continued to work with CRS/Cáritas in addressing the uncompleted recommendations which remain valid within the current economic situation.

One of the recommendations referred to the need for strengthening and improving program related educational and developmental activities to reinforce the food distribution elements of the program. To this effect, previous evaluations noted that the Mother-Child Health recipient category represented the largest program in terms of number of beneficiaries associated with over 1,400 mothers clubs, as well as the one which

required considerable improvement. Because USAID/Bolivia considers the program a substantial vehicle for development, it initiated strong efforts to have the implementing agencies take the necessary measures to improve the program's content. In this regard, CRS/Cáritas requested technical assistance from USAID/Bolivia to develop a document which will serve as the basis to undertake a thorough improvement plan and which will be more responsive to the needs of the Title II program beneficiaries. As a result, in September 1982 a consultant was contracted by USAID/Bolivia to provide technical assistance and to develop a set of norms and minimum operation standards for Cáritas' Mother-Child Health recipient category, as well as to prepare an implementation plan to be carried out by CRS/Cáritas as soon as possible.

3. CARE/JNAS

In view that the CARE/JNAS program was terminated in December 1980 for reasons stated in the attached evaluation report, USAID/Bolivia decided to incorporate the Seventh-Day Adventist World Service (SAWS) as the new Volag to replace CARE.

SAWS submitted an operational plan and outreach grant to initiate activities in Bolivia under the Food-for-Work, Mother-Child Health, Family Vocational Education and Medical Education recipient categories. In view that SAWS has been working in Bolivia since 1930 and has an extensive network of institutions and services throughout the country which will complement its proposed Title II activities, USAID/Bolivia welcomed it as a new Volag and recommended AID/W prompt approval of its AER and Outreach grant requests.

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## PL 480 TITLE II PROGRAM EVALUATION

### I. Evaluation Purpose and Methodology

#### A. Purpose

The purpose of the 1981 Title II program evaluation was to analyze the following program areas: (a) the overall Government-to-Government Food-for-Work program, (b) the Catholic Relief Service (CRS)/Cáritas program reporting system, and (c) the reasons for the termination of the Cooperative for American Relief Everywhere (CARE)/National Social Action Council (JNAS) program.

#### B. Methodology

The Government-to-Government program was evaluated by a two-person team which visited Coroico, Cochabamba, and Santa Cruz. Field visits were made to the project sites followed by meetings with the regional staff members responsible for project implementation. Secondary information concerning compliance with Handbook No. 9 regulations was obtained during meetings with the central office staff in La Paz. The CRS/Cáritas reporting system was examined both at the regional and central offices and files were reviewed and interviews were carried out at each location. To determine the reasons behind the termination of the CARE/JNAS program, files were reviewed and interviews conducted at the 'voluntary agencies' regional location and in La Paz.

### II. The Government-to-Government Title II Program

#### A. Overview

The PL 480 Title II Food-for-Work program, which began in 1962, was modified by AID/Washington in 1965 through guidelines giving priority to voluntary agencies as the principal implementors of the Title II food programs.<sup>1/</sup> At the

<sup>1/</sup> The legal instrument for implementing this program is the Transfer Authorization (TA) which is signed by the U.S. Government and the GOB. The document specifies the project purpose(s), the amount of food to be distributed, the responsibilities of each party, and the standard language of all PL 480 Title II agreements. Tables 1-5 contain a chronological listing of all the NCDS TAs to the date of this evaluation. TA No. 9646 is the only operational agreement at this time.

same time, Government-to-Government programs were reduced significantly. Because of this policy change, Bolivia's unused food balances prior to 1965 were distributed to CRS/Cáritas Bolivia and less amounts to the Government of Bolivia (GOB).

During the mid 1960s, the National Community Development Services (NCDS) Office of the Ministry of Campesino Affairs and Agriculture (MACA) assumed responsibility for coordinating and executing small community development projects using Title II food commodities. Eventually the GOB, with USAID/Bolivia concurrence, decided to consolidate the sponsorship the Food-for-Work program and the Government-to-Government activities under the NCDS. The one exception to this system was Transfer Authorization (TA) No. 4638, an emergency Food-for-Work project to construct a road into one of the mining regions using unemployed miners. The project was sponsored by the Bolivian Mining Corporation (COMIBOL) and the National Road Service (SNC) instead of by NCDS.

The following three projects represent the kinds of activities which have been implemented over the years in Bolivia under the Food-for-Work program. Despite the positive results noted below, however, the accounting of the food distribution has been inadequate and the number of people participating in the various projects has been disappointing.

-- The Literacy Project. TA No. 5640 was signed in 1965 between the Ministry of Education and Culture (MEC) and USAID/Bolivia and continued until 1967. Its purpose was to accelerate the National Literacy Program by providing 3,380 MT of food as supplemental income to an estimated 8,000 teachers throughout Bolivia. In return each teacher volunteered an additional two hours a day for six months to teach literacy classes. This seventeen month project was designed to reach approximately 80,000 students. USAID/

Bolivia, terminated the project, however, after 25 percent of the food had been distributed because the MEC had requested project food for its non-teaching staff. Nevertheless, it was estimated that 33,000 illiterate persons were taught basic reading and writing skills through this project.

-- The Pilot School Feeding Project. This activity, sponsored by the Ministry of Social Welfare and Public Health (MSW/PH), began in 1965 and ran for two years. Its objective was to provide food for school lunches. Once the project's feasibility was established, it was shifted from a Government-to-Government activity to a voluntary agency program implemented by CRS/Cáritas.

-- The San Joaquín Hemorrhagic Fever Project. TA No. 4636 was signed in 1965 between the U.S. Government and the MSW/PH and continued for one year. The project purpose was to improve health and sanitation living conditions and to provide improved nutrition to the inhabitants of San Joaquín in order to combat the outbreak of hemorrhagic fever, which decimated a significant percentage of the town's population. Approximately 33 MT of food were distributed in the community over a two month period. In return, the community membership cleaned their village and eliminated the rats and mice which carried the hemorrhagic fever vector and eventually brought the fever under control.

B. The National Community Development Services (NCDS) Structure

In 1961, the Bolivian Ministry of Rural Affairs created the NCDS by consolidating a series of existing ministerial entities. The NCDS acquired its final present structure in 1970 when the Ministries of Rural Affairs and Agriculture merged into MACA. The general purpose and objective of NCDS was defined in the GOB's 1967-1971 Rural Development Plan designed "to significantly enhance the living standards of the

Bolivian campesinos and to make efforts to integrate some half million campesino families of the highlands and valleys into a market economy, reinforcing their condition of food providers and making them consumers of manufactured products from the urban centers". The follow-on 1976-1979 Development Plan and the Annual Operative Plan of 1980 added one important concept that of "an active participation of the campesinos in the decision-making and in the implementation of development program plans". A summary of sub-projects carried out under these guidelines from 1965-1979 under the different completed TAs is provided in the Annex - Tables 1-4.

Organizationally, the central NCDS office is located in La Paz, regional offices are established in each capital city, and zonal offices are distributed throughout eight of the nine departments. Specifically, La Paz has five zonal offices, one production center and a training center; Oruro has four zonal offices; Cochabamba has three zonal offices, a production center and one training center; Chuquisaca has one zonal office and one training center; Potosí has one zonal office; Santa Cruz has four zonal offices, a supervisory office, and a training center; Beni has one zonal and one supervisory office; Tarija has one zonal office; and Pando has no sub-offices in the department.

C. NCDS and Community Contributions

NCDS projects require a community contribution of 50 percent of the project cost, though in some specific cases, the contribution was reduced to 40 percent, when the community in question was unable to fulfill this provision of the agreement. In the case of projects assisted by Title II foods, communities were responsible to contribute all materials, transportation, and labor costs. NCDS was responsible for the provision of technical assistance and Title II food rations for the worker and his/

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her dependents.

D. Transfer Authorization No. 9646

The on-going Food-for-Work program (TA 9646) was approved by the Washington Food for Peace Office on September 25, 1978 and signed on December 26 and 28, 1978 by the Directors of NCDS and USAID/Bolivia, respectively.

U.S. Government obligations under the TA included the provision of 2,200 MT of foods (\$ 748,400) and the payment of the ocean and inland transportation costs (\$ 415,000) to the authorized point of entry into Bolivia, which is La Paz. Under the TA, the U. S. Government was also obliged to pay for the Independent Survey Reports prepared at the ports of departure and entry.

The four objectives of the program remained essentially the same as under the previous TA, that is (1) to provide gainful employment and increase food consumption to families whose living conditions are sub-standard, (2) to improve community facilities, particularly in the depressed rural areas, thus contributing to the long-term goal of economic development, (3) to assist in training community and village leaders in nutrition and food preparation, health and sanitation, agricultural extension, community organization, and cooperatives, and (4) to assist in further developing the democratic process among the campesinos through the concept of self-help and community cooperation.

Work projects approved for implementation under the TA have included: construction of irrigation canals, farm-to-market roads, bridges, land clearing and soil preparation, reforestation, river clean-up and dike construction, construction of schools, health centers, hospitals, child nutrition centers and latrines, self-help housing improvement and construction, environmental sanitation, and other community-oriented projects designed to attack the socio-economic problems of the campesinos. In addition, training activities

which have been assisted by Title II food commodities are carried out in four training centers: Pillapi, La Paz; Paracaya, Cochabamba; Saavedra, Santa Cruz; and in Totakoa, Chuquisaca. Participants attending from neighboring areas received room and board during the courses. Two centers, Paracaya and Saavedra, employed full-time teachers to organize, implement, and then evaluate their courses. Training activities and work projects carried out under TA No. 9646 are listed in Annex - Table 5.

The GOB had the responsibility for providing all internal costs and services necessary for the implementation of the program once the commodities arrived at the port of entry. Among others, these included administrative costs, technical services, and essential equipment.

In implementing the program, the GOB committed itself to the following: (1) to establish and maintain an effective reporting system for the receipt, distribution, and inventory of Title II commodities, the approved work projects and their locations, the number of workers employed on the projects and dependents receiving Title II commodities, and the work accomplished per approved project; (2) to establish safeguards to assure that program participants did not receive food under other Title II programs at the same time; (3) to maintain distribution rates; (4) to arrange for an Independent Cargo Discharge Survey and Outturn Reports pursuant to Regulation 11, Section 211.9(c); and (5) to provide the necessary funds for departmental coordinators to ensure periodic end-use inspections at the provincial and individual project levels as part of 1, 2 and 3 above.

E. Programming and Implementing Capability

The NCDS programming capability with regard to the Food-for-Work program has been severely limited, in large part, because only one central

warehouse exists in Bolivia. Efforts have been made in the past to open additional regional warehouses, but they have not been successful because of budget limitations. This has caused a concentration of projects in the Department of La Paz with the carrying out of fewer activities in the other departments. This continuing planning deficiency has resulted, in part, by the authorization of follow-on TAs which have merely utilized past terms and conditions which have tended to prevent a more equitable geographic distribution of sub-projects. The NCDS implementing capability, on the other hand, has been good. In 1981, NCDS clearly defined its project areas to coincide with USAID/Bolivia priorities (i.e. rural infrastructure, cooperative development, organization and training activities, social investigation). To this effect, specific projects under the first three rubrics have received Title II food assistance. Also in 1981, a revised and updated version of the 1970 Manual of Operations for Food Assistance was prepared; the number of violations of the regulatory requirements by the NCDS regional offices were practically non-existent; and the control of warehousing, food deliveries, selection of work projects, training activities, and commodity accounting has been adequate. Contributing to this generally successful implementation of project activities has been the provision of project supervision and field inspections by the zonal offices, whereby each work project and training activity is thoroughly recorded and properly documented.

F. Administrative and Managerial Structure

The Title II program is centrally administered from La Paz. Requests for food assistance are prepared by the communities with the assistance of NCDS regional promoters. Each request is submitted to the zonal office which assigns a technician to visit the project site, prepares a technical report, and recommends approval or disapproval of the sub-project. Once

approved by the zonal office, the project and its food request are sent to the regional or departmental headquarters for approval. The central office in La Paz makes the final decision regarding each project. Food orders are prepared by the La Paz central office and sent to the central warehouse where the authorized community representatives pick-up the food commodities and transport them to the sub-project site.

One of the La Paz warehouse managers is assigned full time to the Title II program. In addition, one NCDS employee from the La Paz Supply and Purchase Office is responsible for custom liberation and tax exoneration matters, as well as for the transportation of commodities between Matarani (Perú) and La Paz. The NCDS representative also serves as liaison between NCDS and USAID/Bolivia.

Program supervision and field inspections have been limited but adequate. The NCDS warehouse manager is responsible for program supervision. In the past, however, the manager has not been able to make many visits to the regional headquarters and project sites because of limited travel funds. Consequently, the task of supervision has been carried out primarily at the departmental level. A review of Field Inspection Reports and related Food Distribution Reports by the evaluation team demonstrated that the 1980-1981 project activities were satisfactorily carried out. To this effect, the Field Inspection Reports focused on the technical matters of work performed and necessary corrective actions to achieve targeted objectives, while the Food Distribution Reports which were filled out at the time rations were distributed to the beneficiaries, accounted for the satisfactory delivery of food commodities.

G. Logistical Responsibilities

Until 1975 the Food-for-Work program was jointly administered by NCDS and USAID/Bolivia. In that year, the USAID/Bolivia determined that the NCDS personnel were adequately trained and consequently turned over the management of the program exclusively to NCDS. Since that time, however, the Mission's Food for Peace Office has continued to monitor NCDS program activity through the review of weekly reports on food movements and project performance which it receives from NCDS, as well as from monthly physical inventories carried out jointly by NCDS and USAID/Bolivia staff. In the past, the weakest link in this reporting system was the verification of the arrival and distribution of food at the project sites. This problem was resolved during the 1980-1981 period by transferring all NCDS project administration to the central office in La Paz. Although this procedure has been effective on the one hand, it has tended to foster the continued concentration of food assistance in the Department of La Paz. In this regard, the evaluation team recommends that USAID/Bolivia give particular attention to this aspect.

The transportation of Title II commodities during the evaluation period from the port at Matarani (Peru) to La Paz was arranged for and paid directly by USAID/Bolivia, whereby customs liberations were arranged by NCDS with the GOB dispatch agent, the Customs Warehouse Autonomous Administration (AADAA). Port Arrival Survey Reports from USDA and waybills for truck transportation from AADAA (through NCDS) were received by USAID/Bolivia on a timely basis, permitting an accurate accounting of any shortages and losses, which were then deducted from the transporters' invoices.

The financial reimbursement for food lost during inland transpor-

tation continued to be a serious problem for the NCDS and other Volags participating in the Bolivian Title II program. In this regard, until 1978 most Volags relied on railroads (ENFER-Perú and ENFE-Bolivia) to transport commodities, incurring significant food losses thereof without being able to obtain reimbursement from the railroads. As a result, in 1978 many of the Volags turned to trucking companies to move their goods, but continued to experience food commodity losses, as in the case of CARE, albeit to a lesser extent. To this effect, in early 1981 NCDS greatly resolved this problem, however, by deducting losses from the tariffs charged by the transporting companies. NCDS's efforts to obtain past reimbursements from the railroad companies, however, have been unsuccessful as of the date of this evaluation.

H. Implementation of Transfer Authorization No. 9646

The implementation of the program under the current TA signed in December 1978 made food commodities available for distribution in early July 1979.

A close working relationship existed between the NCDS program coordinator and USAID/Bolivia's Food for Peace Office during the evaluation period, thus assuming that the program's requirements were clear to both parties. Individual files for each project were maintained in the central and regional offices, as well as folders of all current policy statements and regulations. Food-for-Work projects under TA No. 9646 fell into the following categories by priority ranking: road construction, school building/remodelling, irrigation and flood control, latrine construction, potable water system installation and reforestation, (See Annex - Table 5).

FY 1981 food losses during inland transportation have been determined and collection has been made almost in full. This was made

possible, in part, by the systematized documentation maintained by NCDS which permitted a rapid and accurate accounting of commodity losses. For example, NCDS had the waybills issued at Matarani (Peru) and signed by the truckers, for each shipment, as well as the warehouse receipts signed by the transporters who controlled the unloading processes. In addition, NCDS had recorded information on the weighing of each container suspected of being altered. The end result was that losses pertaining to individual containers were fully paid for by the transporters in full, whereas the 85-90 percent of the value of bulk losses were recovered. In sum, total transportation tariffs amounted to \$b. 2,541,317.14 of which \$b. 156,336.38 were deducted for losses, leaving a net payment to the transporters of \$b. 2,384,980.76. The deductions, which represented 6.2 percent of the total value of the invoices, correspond to the following losses by commodity.

Commodity Losses During FY 1981

	<u>% Loss (Weight)</u>	<u>% Deduction from Payment to Transporters</u>
CSH	0.21	3.00
Vegetable Oil	0.80	24.37
NFDM	0.13	3.39
Bulgur	0.39	3.31
Wheat Flour	0.56	4.68
Rolled Oats	0.59	6.76
WSB	0.22	3.05

The greatest losses occurred in the transportation of vegetable oil. Inspections made at the port of disembarkation in the Matarani (Perú) and at the El Alto (La Paz) warehouses indicated that the oil containers (six one-gallon tin cans) were not durable enough to withstand the hand-

ling and land transportation. Evidence of damage due to weak containers was found in both warehouses, wherein warehouse floors and loading platforms were soaked with vegetable oil. In addition, losses of all types of commodities, according to the truckers, have resulted from the imprecise weighing procedures at Matarani (Perú), a charge which the USAID/Bolivia Food for Peace Office is currently investigating.

Under the TA, NCDS was authorized to sell its empty containers at a cost of \$b. 5 to its workers. Nevertheless, based on an NCDS proposal to donate the containers as part payment for the workers' contribution of transportation from the central warehouse to the project sites, USAID/Bolivia concurred in this variance from the TA.

The central warehouse at El Alto is adequate in storage space for the program's needs, with the cold and dry climate conditions contributing to the limited spoilage of commodities and thus keeping losses during storage to a minimum.

Food deliveries to project sites are normally sufficient for one month's feeding, but in some cases where access to the project site is difficult (e.g. long distances, difficult roads, rainy season) two or three month rations were often provided. The rate of food utilization was generally slow during the first year of implementation under TA No. 9646 due to a lack of financial assistance received by the NCDS from the GOB, but this situation has since been ameliorated and the rate of food utilization increased.

The accounting for food arrivals and deliveries were carried out both in the NCDS central office and in its warehouse as a double check, with balances being reconciled at the end of each month when physical

inventories were jointly carried out by NCDS and the USAID/Bolivia Food for Peace Office. In this regard, copies of delivery orders were given to the USAID/Bolivia Food for Peace Office on a weekly basis.

I. Geographic Program Coverage

The following map displays the geographic distribution of the Food-for-Work projects carried out under TA No. 9646 up to September 30, 1981.

The NCDS Directors have realized for a long time that the main reason for the concentration of Food-for-Work programs in the Department of La Paz is because the only warehouse in Bolivia is located in La Paz. NCDS has not been able to afford to build and maintain warehouses in each of the other regions or departments it services. From time to time NCDS has announced plans to construct regional warehouses due to the program's increased volume of food, but these plans have not been carried out due to financial constraints and the frequent changes in personnel at the policy making level.

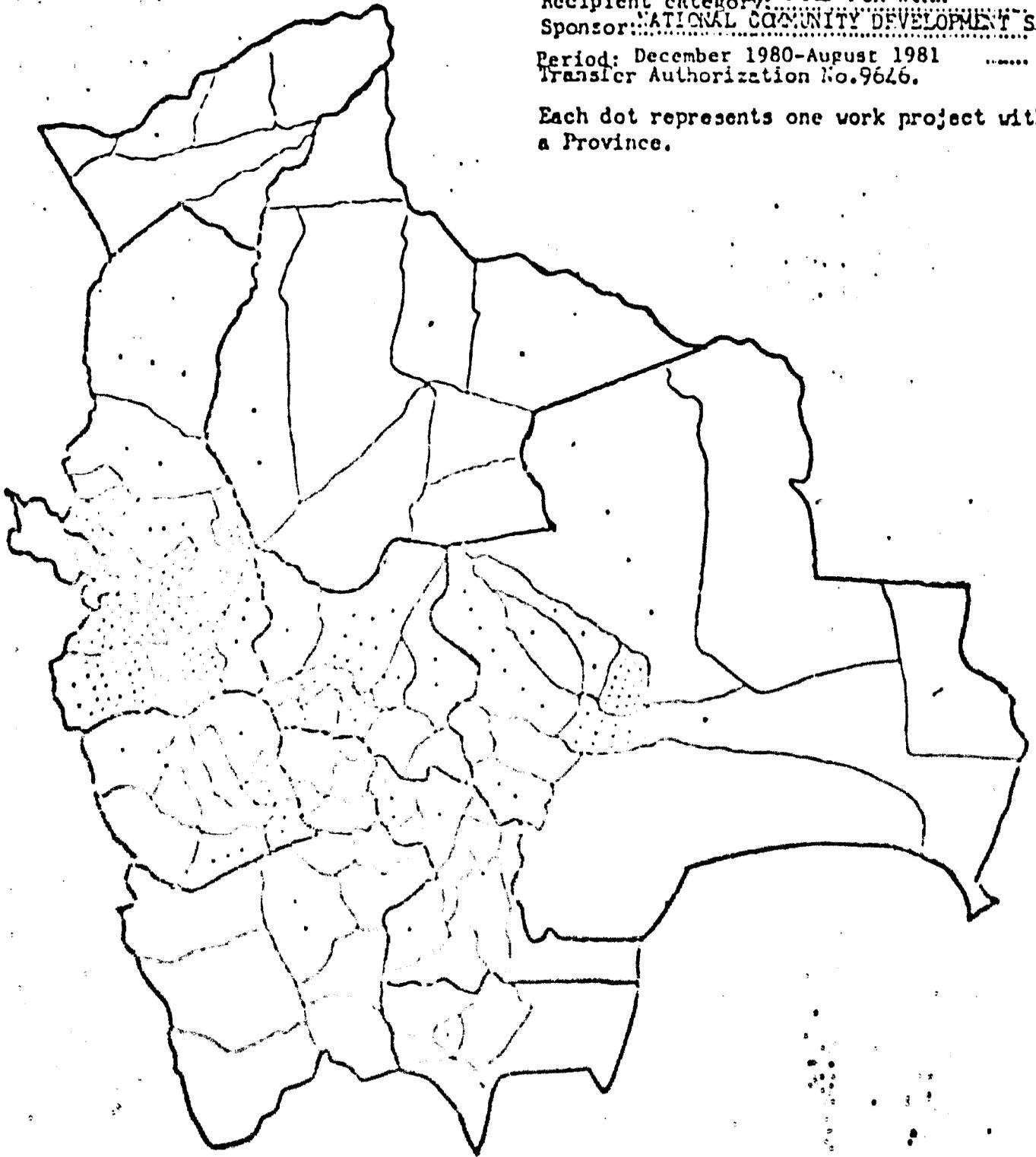
As a means of resolving this problem, USAID/Bolivia has conditioned any expansion of the Food-for-Work program on NCDS's construction of new or rehabilitation of existing warehouses in the other principal regions of the program. The problem is not that NCDS does not have sufficient warehousing space in La Paz, a warehouse which has the capacity to store twice the commodities it currently holds, but that of the high cost of transportation of commodities from La Paz to the distant regions of Potosí, Tarija, Chuquisaca and Santa Cruz. The extreme cases relate to the Beni and Pando regions where the cost of transportation actually exceeds the value of the commodities. In this respect, many of the projects carried out in

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MAP: GEOGRAPHIC DISTRIBUTION OF PL 480 TITLE II PROGRAMS

Recipient category: FOOD FOR WORK  
Sponsor: NATIONAL COMMUNITY DEVELOPMENT SERVICE  
Period: December 1980-August 1981  
Transfer Authorization No. 9626.

Each dot represents one work project within a Province.



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Beni and Pando were possible only because free transportation was provided by community leaders or departmental authorities at no cost to the program.

In FY 1981 the NCDS Directors of Cochabamba and Santa Cruz asked that food assisted projects be expanded to include their regions, fully recognizing the transportation difficulty inherent in these requests. To this effect, the central La Paz NCDS office requested financial assistance from USAID/Bolivia to renovate existing facilities (i. e. Paracaya, Cochabamba and Totokoa, Chuquisaca training centers) to serve as food storage facilities. As of the date of this evaluation, proposals for new constructions have been received from Santa Cruz. These requests were made when the possibility of Outreach Grant projects were being discussed between USAID/Bolivia and the National Complementary Food Program (PRONAC) of the Ministry of Planning and Coordination (MPC). Subsequently, however, AID/W informed USAID/Bolivia that Outreach Grants were designed to improve and assist only Volag Title II programs and not for Government-to-Government programs. The end result was that the proposals were not approved.

J. Recommendations

(1) Using an organizational structure similar to NCDS, the Title II program should encourage programs in the areas of forestation, irrigation, rural housing, colonization, health inputs, potable water, sewage systems, latrines and literacy.

(2) Standard field inspection report forms should be developed including improved information concerning the receipt, distribution, and balances of Title II Food for each sub-project. Copies of these

reports should be provided to the central office of NCDS and the USAID/Bolivia's Food for Peace Office.

(3) NCDS should establish a program supervision system at the national level.

(4) NCDS should instruct its regional offices to promptly report the receipt of food commodities using the standard Food Distribution Reports.

(5) NCDS should study the options available for expanding the Food-for-Work program beyond the Department of La Paz through (a) the establishment of multiple points of entry with their own warehousing facilities, and (b) the design and implementation of a mechanism for financing transportation costs from the La Paz warehouse to other regional project sites.

### III. CRS/Cáritas Title II Program Reporting System

#### A. Overview

In 1976, CRS/Cáritas and USAID/Bolivia agreed that ten reports would constitute the CRS/Cáritas food program reporting system. The Mission also determined that the ten reports would be the standard reporting requirements for all Title II programs in Bolivia which are sponsored by Volags.

Prior to 1976, CRS compliance with the USAID/Bolivia's reporting requirements was generally on time. Since 1976, however, CRS has been attempting to divest itself of bureaucratic requirements and delegated most of its reporting responsibilities to Cáritas, an attitude which Cáritas has resented. Consequently, CRS/Cáritas compliance with USAID reporting requirements deteriorated significantly since that time. For example, the Commodity and Recipient Status report required by AID/

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Washington has had to be prepared by the Mission's Food for Peace Office and not by CRS or Cáritas, as called for, due to CRS and Cáritas' negligence as well as incomplete data provided on ocean shipment losses.

The remainder of this section consists of a brief description of each of the ten reports and the status of their submission to USAID/Bolivia as of September 30, 1981. A tabular summary of CRS/Cáritas' compliance in submitting these reports is included in Annex - Table 6.

B. Recipient List

This is a semiannual report prepared by Cáritas. The report included the name of each recipient institution or group of recipients broken down by region and category. For FY 1981, for example, the recipients included 1,451 mothers clubs, 37 preschool centers, 158 orphanages, 3,412 schools, 85 asylum for the aged, and 46 health care centers. Each organization is identified by region or department and by the number of food beneficiaries. The report also includes the name of the contact person for each institution. The submission of this report has been done in a timely fashion.

C. Commodity and Recipient Status Report

This monthly report is a specific requirement of the PL 480 Title II program and its format has been standardized by AID/Washington. The document contains a summary of all food receipts, previous inventories, and all food transactions up to the time when the commodities are listed under a recipient category. The report permits a determination of commodity losses in transit (ocean and inland) and/or in warehouse facilities. Finally, the report identified the number of beneficiaries reached during the reporting period by commodity.

CRS and Cáritas have had difficulties submitting their report on a monthly basis. In June 1981, CRS hired a person to update this document

and for the first time in six years the report ending September 1981 was received during the same calendar year, on December 1, 1981.

D. Program Inspection Report

These monthly reports are designed to verify the adequacy of site inspections in terms of the total number of visits and their frequency as well as to highlight implementation problems found and corrective actions taken. In this regard the Cáritas reports have been adequate except for those from Santa Cruz where the reports appear to have been assigned a low priority. In general, the submission of these reports has been behind schedule. Assurance of timely reports have been obtained from CRS and Cáritas for FY 1982.

E. Emergency Assistance Report

This is a monthly report to verify that all emergency projects are actually authorized by the Mission and to indicate the amount of food distributed and beneficiaries reached. During FY 1981 this report was combined with the CRS/Cáritas Food-for-Work program report. In FY 1982 this document will again be issued as a separate report and will be based on a standardized format being drafted by Cáritas.

F. Food Loss, Damage and Misuse Report

The purpose of the monthly submission report is to document commodity losses once shipments are received by the Volag. This report has not been submitted to USAID/Bolivia as required by AID regulations, although a summary table of losses between 1976 and 1978 was submitted in 1980. As of the date of this evaluation, losses after 1978 remained unreported, although Cáritas informed that it was preparing another update of this report. This report is the weakest link in the CRS/Cáritas reporting system, whereby the failure to report losses on a timely basis

has remained a concern to USAID/Bolivia because the majority of these losses are claimable.

G. Periodic Evaluation Report

Title II regulations require that each Volag prepare an annual report which constitutes a thorough review of its program. CRS internal audits and project evaluations fulfill this reporting requirement. The last report was received on July 6, 1981, making CRS current on this requirement.

H. Food for Work Report

This monthly report identifies the number of work projects underway, the number of workers and dependents involved, and the amount of food distributed. In general this report has been received by the Mission two to three months late.

I. Condition of Arrival Report

This monthly statement provides information on ocean and inland transportation losses, and complements the data in the Food Loss Damage and Misuse Report. It is important for the verification of the accuracy of the Commodity and Recipient Status Report and for the verification of ocean and inland transportation losses. The submission of this report, however, has been so irregular and slow that its usefulness, when submitted, has been minimal. Discussions between the USAID/Bolivia and Cáritas pointed out that CRS transmittal procedures were partly the cause for the delay and an adjustment in their procedures was being made at the time of this evaluation.

J. Physical Inventories, Flow of Commodities and Recipients Report

This monthly report provides data on the amount of food on hand

for calls forward and also provides the Mission with a cross-check of the CRS/RSR report. When the reports are not received on time from CRS, Cáritas has provided enough information to the Food for Peace Office to enable the Mission to prepare its own quarterly report to AID/Washington.

K. Financial Contribution Report

This monthly document indicates the receipt and expenditures of funds provided by the GOB for operation expenses and it records funds obtained from the sale of empty containers and from recipient contributions. This report is generally submitted by CRS/Cáritas on a timely basis.

IV. Termination of the CARE/JNAS Title II Program

A. Overview

The joint CARE-Junta Nacional de Acción Social (JNAS) program began on May 25, 1977 and was terminated on December 30, 1980. During this time the total amount of Title II food authorized for shipment was 14,717 MT. Of that total, 6,618 MT were cancelled and 1,662 MT had to be transferred to the CRS/Cáritas program at the time of the program's termination because of the slow progress in food distribution. The principal reasons for the termination of the CARE/JNAS program are summarized below.

1. Communications between CARE and the JNAS implementing staff were almost non-existent from the inception of the program. CARE held the majority of its program meetings unilaterally with high level officials without the participation of the counterpart JNAS staff responsible for program implementation. The commitments made during these meetings were seldom transmitted to the JNAS implementation staff. Consequently, these decisions were not

2,1

implemented or were improperly implemented by the JNAS staff.

2. The JNAS staff was not trained in the Title II program regulations and implementation procedures. The JNAS staff requested such training from USAID/Bolivia personnel, but these requests were rejected by CARE, which stated that training was its responsibility. The training was never provided.

3. CARE received \$100,000 in counterpart funds to cover the administrative costs of the Title II program. JNAS complained that no administrative assistance was received from CARE to organize and implement the program, and that the assistance CARE did provide (e. g. office materials, transportation costs) was not commensurate with the amount of money received by CARE or with the needs of JNAS.

4. JNAS did not have a GOB budget to cover the program's operating expenses and, as a result, transportation and warehousing costs were not adequately covered. The inability of the JNAS staff to efficiently transport commodities often caused program delays. Failure to make warehouse rent payments on time in at least one case caused an owner in Cochabamba to close his facilities for several months. When the warehouse was reopened the commodities were found to be spoiled.

5. CARE did not report or issue claims for Title II commodities lost during inland transportation from Matarani to La Paz despite numerous requests by USAID/Bolivia.<sup>1/</sup>

6. CARE and JNAS signed a number of interinstitutional agreements with military groups to provide food under a "Parents School" program, but during its implementation, program supervision was neglected. Complaints received by USAID/Bolivia indicated that food was being

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<sup>1/</sup>  
Note: A bill for collection for \$11,755.35 was issued on December 1, 1982 against CARE.

diverted to feed soldiers and that significant amounts of food were unaccounted for. USAID/Bolivia was also told that food was being used by a political party as an inducement for support in the Congress. An in-house investigation disclosed that 11 MT of Title II food had in fact been diverted by JNAS from one Mothers Club to the political party. In addition, more than 25 instances of misuse were documented by USAID/Bolivia. In this regard, on June 23, 1981 a bill for collection was issued to CARE for \$ 296,268.73.

7. During the CARE/JNAS project 1977-1980 implementation period, distribution levels were less than 30 percent of those planned, resulting primarily from deficient supervision and delinquent reporting. In this regard, on March 30, 1979 AID/Washington formally advised to CARE that: "It is clear that with the present breakdown in logistics, reporting, administration and storage that the program must undergo significant changes or be terminated". Although CARE was given the opportunity to correct its program deficiencies, it took no substantive action. As a result, USAID/Bolivia strongly urged CARE to terminate its program on December 31, 1980, which it did.

CARE placed the blame for the program's failure on its local counterpart, JNAS. Nevertheless, USAID/Bolivia and AID/Washington's assessment was that the lack of organization and control of the Title II program was CARE's responsibility. A final report and accounting for the entire program period was requested of CARE, but as of the date of this evaluation it had not been submitted.

**V. ANNEX**

FOOD FOR PEACE  
USAID/Bolivia

TABLE 1

P.L. 480 TITLE II GOVERNMENT-TO-GOVERNMENT PROGRAM

TRANSFER AUTHORIZATION NO. 5639. PERIOD: February 25, 1965 - March 24, 1970

SPONSOR: NATIONAL COMMUNITY DEVELOPMENT SERVICES PROGRAM: FOOD FOR WORK

TYPE OF PROJECT	No. of PROJECTS	WORK ACCOMPLISHED	No. of WORKERS	No. of DEPENDENTS	Total No. RECIPIENTS	No. of WORK DAYS	KGS. OF FOOD.
Roads Construction	59	1,056 Kms.	7,113	22,103	29,216	1,895	287,577
Schools Construction	24	106 Units	2,606	7,545	10,151	957	108,278
Irrigation Canals	10	1,375 Has.	522	1,526	2,048	480	34,606
Water Tanks	5	5 Units	229	659	838	135	8,147
Latrines	3	139 Units	139	450	589	36	2,778
Athletic Fields	1	1 Unit	102	154	256	29	3,140
Landing Strips	3	1,200 Mts.	110	304	414	96	3,135
Rural Housing	2	6 Units	97	296	393	199	7,316
Bridges	1	1 Unit	80	240	320	4	1,039
River Channel Repair	4	4 Units	891	1,210	2,101	66	12,980
Streets-Parks Repair	7	7 Units	578	2,065	2,643	216	23,677
Milk Bar Construction	1	1 Unit	98	294	392	6	958
Kitchen Construction	1	30 Units	30	72	102	30	1,538
Health Center Construction	1	1 Unit	28	84	112	29	1,398
Fever Eradication	1	1 Unit	44	173	217	306	36,485
Nutrition Rehabilitation	3	-	5,118	-	5,118	-	7,165
Communal Center Construction	4	4 Units	195	694	889	176	9,703
Flood Control	2	2 Units	114	410	524	62	6,265
Colonization	1	1 -	300	900	1,200	10	5,040
Subtotal	133		18,394	39,179	57,573	4,732	561,726
TRAINING ACTIVITIES	No. of Courses		Participants				
Nutrition Education	90		3,816			506	7,499
Community Development Leaders	56		5,701			1,736	68,338
Public Health	5		993			212	13,657
Home Economics	68		1,982			350	5,347
Livestock Improvement	62		3,256			279	6,994
Literacy	11		1,714			631	30,009
Craftsmanship	1		12			60	256
Subtotal	293		17,484			3,774	132,139
TOTAL	426		35,878			8,506	693,865

FOOD FOR PEACE  
USAID/Bolivia

TABLE 2:

P.L. 480 TITLE II GOVERNMENT-TO-GOVERNMENT PROGRAM  
TRANSFER AUTHORIZATION NO. <sup>0543</sup> PERIOD: May 1970 - December 1973  
SPONSOR: NATIONAL COMMUNITY DEVELOPMENT SERVICES PROGRAM: FOOD FOR WORK

TYPE OF PROJECT	No. of PROJECTS	WORK ACCOMPLISHED	No. of WORKERS	No. of DEPENDENTS	Total No. RECIPIENTS	No. of WORK DAYS	KGS. OF FOOD
Roads Construction	155	2,098 Kms.	10,765	25,087	35,852	9,172	567,538
Schools Construction	47	63 Units	1,997	5,904	7,901	1,055	67,189
Irrigation Canals	29	1,852 Hrs.	1,503	3,645	5,148	699	60,433
Water Tanks	6	6 Units	230	696	926	82	8,531
Flood Control	7	6 Kms.	460	1,273	1,733	144	16,455
Sheep Dips	18	20 Units	561	1,668	2,229	169	8,588
Latrines	34	2,196 Units	1,930	5,285	7,215	457	46,906
Sewage Systems	4	4 Units	610	1,830	2,440	34	11,671
Athletic Fields	6	6 Units	467	1,235	1,702	111	11,671
Artificial Ponds	22	105 Units	574	1,671	2,245	846	46,045
Rural Houses	4	68 Units	68	213	281	258	13,935
Bridges	2	2 Units	125	375	500	18	2,441
Contention Walls	3	3 Units	273	819	1,092	44	8,837
Streets & Parks Repair	9	-	376	1,121	1,497	120	10,818
Community Centers	11	11 Units	515	1,448	1,964	353	28,704
Sheep Folds	15	315 Units	399	1,193	1,592	575	29,464
Landing Strips	1	1 Unit	12	29	41	50	970
Landslide Repair	1	1 Unit	60	180	240	8	1,107
River Channel Repair	1	1 Unit	30	-	30	15	258
River Ford	1	1 Unit	40	120	160	10	957
Walling	1	1 Unit	30	90	120	36	1,712
Theater	1	1 Unit	45	135	180	30	3,085
Forestation	1	1 Unit	45	138	184	8	775
Subtotal	379		21,117	54,155	75,272	9,172	948,176
TRAINING ACTIVITIES	No. of COURSES		Participants				
Nutrition Education	84		4,368			585	16,214
Community Development Leaders	128		9,678			1,925	48,082
Public Health	25		2,027			237	6,591
Home Economics	153		5,938			1,515	11,845
Livestock Improvement	77		4,819			928	27,846
Education (Literacy)	12		811			309	6,396
Craftmanship	15		1,316			284	12,919
Subtotal	494		28,957			5,782	145,893
<b>TOTAL</b>	<b>873</b>		<b>31,074</b>			<b>14,954</b>	<b>1,094,069</b>

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TABLE 1: P.L.480 TITLE II GOVERNMENT-TO-GOVERNMENT PROGRAM  
TRANSFER AUTHORIZATION NO. 5644. PERIOD: July 1, 1974 - December 31, 1976  
SPONSOR: NATIONAL COMMUNITY DEVELOPMENT SERVICES PROGRAM: FOOD FOR WORK

TYPE OF PROJECT	No. of PROJECTS	WORK ACCOMPLISHED	No. of WORKERS	No. of DEPENDENTS	Total No. RECIFIENTS	No. of WORK DAYS	KGS. OF FOOD.
Road Construction	177	1,187 Kms.	9,072	31,596	40,668	4,127	540,698
School Construction	51	68 Units	3,415	13,462	16,877	722	63,316
Irrigation Canals	39	1,995 Hrs.	2,436	8,412	10,848	1,156	122,693
Flood Control	33	71 Units	1,793	5,864	7,657	631	47,991
Water Tank	1	1 Unit	24	90	114	12	205
Sheep Dip	16	16 Units	556	2,189	2,745	63	2,650
Latrine Construction	1	15 Units	15	45	60	21	400
Athletic Fields	5	5 Units	253	538	791	124	9,797
Artificial Ponds	4	8 Units	118	345	463	56	2,506
Street & Park Repairs	2	2 Units	650	1,950	2,600	42	10,003
Bridge Construction	6	143 Mts.	1,465	3,834	5,299	198	29,567
Communal Center	9	9 Units	565	1,517	2,082	208	11,663
Rural Housing Construction	10	321 Units	319	920	1,239	750	42,110
Sheep Folds	9	223 Units	270	810	1,080	418	23,454
Health Centers	6	6 Units	167	348	515	142	4,911
Silos Construction	5	5 Units	142	426	568	64	3,758
Wall	3	640 Mts.	248	744	992	42	5,845
Colonization Project	2	2 Units	60	168	228	372	8,725
Storage Center	1	1 Unit	20	60	80	60	1,583
Landing Strip	1	1 Unit	50	150	200	33	1,611
Forestation	1	1 Unit	48	144	192	8	494
Land Clearing	1	20 Hrs.	45	135	180	14	1,169
Subtotal	383		22,531	78,623	101,154	9,263	931,308
TRAINING ACTIVITIES	91 Courses		Participants				
Nutrition Education	5		436			24	678
Community Development Leaders	60		3,769			1,246	28,121
Public Health	6		869			59	1,881
Home Economics	15		996			144	3,817
Agriculture and Livestock	77		5,739			974	24,316
Education (Literacy)	2		65			15	106
Craftmanship	6		387			160	3,653
Subtotal	171		12,261			2,622	68,662
<b>TOTAL</b>	<b>554</b>		<b>34,792</b>			<b>11,886</b>	<b>993,970</b>

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FOOD FOR PEACE  
USAID/Solivia

TABLE 4:

P.L. 480 TITLE II GOVERNMENT-TO-GOVERNMENT PROGRAM  
TRANSFER AUTHORITY NO. 7545 PERIOD: April 1, 1977 - June 30, 1979  
SPONSOR: NATIONAL COMMUNITY DEVELOPMENT SERVICES PROGRAM: FOOD FOR WORK

TYPE OF PROJECT	No. of PROJECTS	WORK ACCOMPLISHED	No. of WORKERS	No. of DEPENDENTS	Total No. RECIPIENTS	No. of WORK DAYS	KGS. OF FOOD.
Road Construction	136	951 Km.	12,413	39,360	51,773	2,888	620,203
School Construction	2	24 Units	2,427	7,927	10,354	322	50,346
Irrigation Canals	34	2,969 Km.	4,117	14,814	18,931	1,389	234,607
Librarian Room	1	1 Unit	80	160	240	10	1,373
Artificial Ponds	2	2 Units	396	1,188	1,584	22	3,357
Bridge Construction	4	20 Km.	309	755	1,064	107	15,957
Communal Center	8	8 Units	390	1,058	1,448	171	9,336
Rural Housing	4	82 Units	469	687	1,156	206	25,644
Sheep Folds	17	430 Units	569	1,658	2,227	498	42,153
Land Clearing	1	1 Unit	50	150	200	42	4,933
Electrification	1	1 Unit	40	120	160	10	1,038
Latrines	10	387 Units	382	1,153	1,535	254	19,210
Sheep Dip	3	3 Units	88	238	326	65	4,325
Fleed Control	8	8 Units	1,098	3,294	4,392	123	37,725
Athletic Fields	2	2 Units	109	327	436	18	2,161
Street and Park Repair	3	3 Units	420	1,242	1,662	50	7,489
Forestation	6	131 Communities	693	1,408	2,101	168	47,911
Silos	1	1 Unit	35	105	140	30	2,415
Subtotal	263		24,085	80,772	104,857	6,373	1,130,539
TRAINING ACTIVITIES	No. of Courses		Participants				
Community Development Leaders	25		2,535			337	17,638
Agriculture and Livestock	23		6,768			368	16,932
Craftmanship	6		408			68	2,423
Administration Con. Dev.	2		150			22	559
Health	1		85			70	3,516
Subtotal	57		9,946			855	41,078
TOTAL	320		34,031			7,238	1,171,617

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TYPE OF PROJECT	No. of PROJECTS	WORK ACCOMPLISHED	No. of WORKERS	No. of DEPENDENTS	Total No. RECIPIENTS	No. of WORK DAYS	KGS. OF FOOD
Road Construction	142	678 Kms.	11,964	32,077	44,041	5,151	716,055
School "	45	86 Units	2,292	6,985	9,277	1,298	76,699
Irrigation Canals	34	3496 Has	4,042	10,431	14,473	1,646	268,973
Flood Control	30	30 Units	1,490	5,782	7,272	967	110,785
Athletic Fields	4	4 Units	189	567	756	140	11,887
Street and Park	5	5 Units	446	1,364	1,810	164	17,383
Comunal Center	10	10 Units	394	1,130	1,524	481	21,063
Rural Housing Construction	2	58 Units	58	174	232	100	5,673
Water Tank	8	8 Units	394	1,182	1,576	176	13,603
Health Center	5	5 Units	259	773	1,032	219	7,345
Latrines	24	1749 Units	1,738	5,034	6,772	455	74,993
Sheep Folds	7	234 Units	234	673	907	791	55,056
Forestation	12	12 Units	673	852	1,525	272	14,820
Sheep Dips	7	7 Units	241	741	982	101	5,768
Bridge Construction	4	4 Units	353	1,055	1,408	157	10,841
Hen Yard	6	321 Units	353	959	1,280	235	29,613
Silos	3	3 Units	131	385	516	37	1,333
Sewage Systems	1	1 Unit	19	57	76	14	516
Watering Place	15	167 Units	677	1,689	2,361	1,004	68,830
Filtration Galery	1	1 Unit	34	102	136	110	8,130
Market	2	2 Units	111	333	444	65	6,285
Wire Fence	1	1 Unit	6	18	24	36	317
Subtotal	359		26,093	72,363	98,424	13,619	1,525,968
TRAINING ACTIVITIES	No. of Courses		Participants				
Community Development Leaders	60		7,162			465	29,428
Cooperative	6		537			33	1,373
Craftmanship	5		449			42	1,320
Nutrition Education	1		38			5	100
Subtotal	72		8,186			545	32,221
TOTAL	441		34,279	72,363	98,424	13,619	1,558,189

PL 480 TITLE II PROGRAM  
BOLIVIA

Cooperating Sponsor ..CBS/CARITAS..  
Fiscal Year ...1981.....

Table 6: REPORTING SYSTEM OF THE  
PL 480 TITLE II PROGRAM.

Name of the Report	Time of Submission	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.
1. Recipients list	Semiannual by the 30th	2.19.81	2.19.81	2.19.81	8.26.81	8.26.81	8.26.81	8.26.81	8.26.81	8.26.81			
2. Commodity/Recipient Status	Monthly by the 10th	8.19.81	8.19.81	8.19.81	9.23.81	9.23.81	9.23.81	10.27.81	10.27.81	10.27.81	12.1.81	12.1.81	12.1.81
3. Program Inspection	Monthly by the 10th	1.30.81	1.30.81	1.30.81	C 5.11.81	C 5.11.81	C 5.11.81	9.9.81	9.9.81	9.9.81			
4. Emergency Assistance	Monthly by the 10th	1.30.81	1.30.81	1.30.81									
5. Food loss, damage, misuse	Monthly by the 10th												
6. Periodic Evaluation	Yearly	7.6.81	7.6.81	7.6.81	7.6.81	7.6.81	7.6.81	7.6.81	7.6.81	7.6.81			
7. Food for Work	Monthly by the 10th	2.5.81	2.5.81	2.5.81	C 5.11.81	C 5.11.81	C 5.11.81	9.9.81	9.9.81	9.9.81	C 9.10.81		
8. Condition of Arrival	Monthly by the 10th				7.19.81				PL 956 7.19.81				
9. Physical inventories, flow of comm. & recipients	Monthly by the 10th	C 1.23.81	C 1.23.81	C 1.23.81	C 3.20.81	C 4.13.81	C 4.20.81	6.19.81	7.22.81	8.26.81	10.28.81	10.28.81	
10. Financial Contributions	Monthly by the 10th	C 2.18.81	C 2.18.81	C 2.18.81	8.26.81	8.26.81	8.26.81	8.26.81	8.26.81	8.26.81	9.24.81	11.30.81	11.25.81

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