PD-AAS-174

ASSIFIED

AGENCY FOR
INTERNATIONAL
DEVELOPMENT

ANNUAL BUDGET SUBMISSION

FY 82

UPPER VOLTA

BEST AVAILABLE

JUNE 1980

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
WASHINGTON, D.C. 20523

UNCLASSIFIED

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FY 1982 Annual Budget Submission

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FY 1982 ANNUAL BUDGET SUBMISSION

TABLE I - LONG RANGE PLAN BY APPROPRIATION ACCOUNT ($ Thousands)

Decision Unit UPPER VOLTA

Development Assistance	FY 1980 EST.	FY 1981 EST.	1982 MIN	1982 CURR	1982 AAPL	1983	1984	1985	1986
Functional Accounts	--	--	--	--	--	--	--	--	--
Other DA Accounts:									
Sahel Development	10,110	15,662	8,557	14,437	24,437	30,000	40,000	50,000	75,000
Total DA Accounts	10,110	15,662	8,557	14,437	24,437	30,000	40,000	50,000	75,000
Security Supporting Assistance	--	--	--	--	--	--	--	--	--
Total DA and SSA	10,110	15,662	8,557	14,437	24,437	30,000	40,000	50,000	75,000
PL 480 (non-add)									
Title I -(of which Title III)	--	--	--	--	--	--	--	--	--
Title II 1/	9,036	12,683	11,927	11,927	15,549	13,200	13,700	14,500	15,000
Total Personnel									
USDH 2/	19	21	18	22	22	23	25	26	28
FNDH 2/	23	23	19	26	26	26	28	31	35

1/ PL 480 in FY 80 includes $8,256 for CRS and $780 for OFNACER; FY 81 includes $11,123 for CRS and $1,560 for OFNACER; FY 82 Minimum and Current includes $11,123 for CRS and $804 for OFNACER; 1982 AAPL includes $14,745 for CRS and $804 for OFNACER; FY 83 and beyond includes CRS only.

2/ Excludes Non-Mission Specific personnel, i.e., all Office of Regional Affairs personnel (see Table IX)

TABLE I - NARRATIVE: LONG RANGE PLAN

Part I: Relationship between the FY 1982 AAPL and the Direct Hire Personnel Planning Level.

USAID/Upper Volta can implement the program planned at the FY 1982 AAPL with a staffing level essentially unchanged from that of end FY 81. The largest part of the increase in program level is accounted for by the $10 million contribution to upgrading the Fada-Niger border road. This project was proposed in the FY 1982 CDSS, with funding split between FY 1982 and 1983. It was approved in principle in STATE 062209 which gave guidance resulting from the AID/W CDSS review, with the recommendation that it be fully funded in FY 1982.

This project is responsive to guidance to:

1) do more with less (i.e., reduce AID management burden);

2) reduce project proliferation by developing projects of larger than average size;

3) concentrate projects geographically; and

4) collaborate with other donors.

As described in the CDSS, the project will essentially be a contribution to a FED-led consortium for the paving of the Fada-Niger border section of what is both the only national route connecting the Eastern ORD to markets in the rest of Upper Volta as well as Niger and is also a segment of the important regional Lome-Niamey route. FED, which has the most extensive experience in major road upgrading in West Africa, will provide project management. Thus, we will both utilize proven other donor capability and "do more with less", as no additional USAID staff, neither DH nor contractor, will be required. As Upper Volta projects go it is large, minimizing proliferation. As it is the essential link for secondary and tertiary farm to market roads being and to be upgraded in the Eastern ORD under three projects (E. ORD Rural Roads I and II and Eastern Region Food Production) it constitutes an important element of further project concentration in a region which is already our major geographic area of concentration, and in which AID/W has urged us to increase our concentration.

The second proposed new project in FY 1982, assistance to the Ministry of Health Planning unit, also recommended for Mission consideration in the FY 1982 CDSS review, is intended to pave the way for future assistance in family planning and rural health delivery systems. It is of modest size in terms of funding, as it is an early effort in the health sector, and will require no increase in DH staff while laying the base for a larger effort later. A three person contract team will provide the necessary technical expertise.

A third proposed start, Strengthening Voluntary Sector Development, is intended to capitalize on the enthusiastic response of PVOs and the Peace Corps to the IRT regional project. Since June, 1979 , approximately 13 projects which USAID believes merit funding, totaling $390,000 have been generated by PVOs and Peace Corps in Upper Volta. This well exceeds the likely funds available under IRT, and may employ already common, though simple, technology and thus do not meet IRT criteria. Nonetheless, we believe this response on the part of PVOs and the Peace Corps to the IRT project gives us a good guide as to one way to effectively enhance our use of them as intermediaries. A project providing support for Peace Corps and PVO-designed and managed small rural development efforts with sub-project approval authority resting with the Mission and funds allocated to the Mission, would allow us to expand our effective collaboration with PVOs and Peace Corps with no increase required in USAID DH American staff.

As noted in the CDSS, USAID/Upper Volta is in process of changing its mix of technical and general development skills in order to more effectively carry out much larger responsibilities with minimal staff increases. We have already moved from the concept of "one project, one project manager" to one of office responsibility for a portfolio of projects, with a mix in each implementation office of complimentary general management and technical skills necessary to deal with that portfolio. The only net USDH staff addition envisioned by end FY 1982 is an environmentalist/ecologist for the Office of Rural Development. The approved CDSS strategy cites Natural Resources Management/Energy as our second highest priority, and proposes significantly increased assistance in this field beginning in FY 1983. The USAID currently lacks technical expertise in this field and has no position for such an advisor. The position should be established and encumbered during FY 1982 so that the incumbent will be on board to participate in design of FY 1983 activities.

SUMMARY OF BILATERAL OBLIGATIONS, ACCRUED EXPENDITURES, AND RATIO TO USDH, BY YEAR

	1978	1979	1980	1981	1982 AAPL
$1,000 Obligated	5,490	8,013	10,100	15,622	24,437
$1,000 Expended	2,190	3,470	8,746	14,726	25,889
USDH	14	16	19	21	22
$1,000 Obl./USDH	392	501	532	744	1,111
$1,000 Exp./USDH	156	217	460	701	1,147

TOTAL VALUE (LOP FUNDING) OF PROJECTS UNDER IMPLEMENTATION, BY YEAR

	1978	1979	1980	1981	1982 AAPL
Total ($1,000)	31,257	50,027	56,033	76,637	78,894

Part II: Relationship between the Program 1983-86 and DH Personnel Levels.

Our judgment on the mix of skills needed for what is described on p. 8 of the ABS guidance as "the out years" is still evolving, but will become more precise as we undertake the analyses proposed in the FY 1982 CDSS. In any case, in keeping with our FY 1982 CDSS proposals and AID/W guidance, we expect to keep staffing increases to a minimum, with a rather dramatically rising program/staff ratio through the FY 1986 planning horizon. The changing mix of skills will occur, as noted in the CDSS, as staff turnover and AID/W recruiting allow.

We have described above for the near future and in the CDSS over the longer-term our intentions for maximizing use of intermediaries, such as PVOs, Peace Corps and other donors. The intention is clear and will be pursued. Possibilities for expanded collaboration with PfP, Africare and potentially CRS exist over the next several years. For PfP we wish to see a major expansion of their activities in the Eastern ORD funded by AID as a part in conjunction with the new E. Region Food Production project. In any expansion of our regionally concentrated activities, as projected in the CDSS, we may wish to consult with Africare to ascertain whether they would be interested in acting as implementing agent. We need to see how CRS resolves its leadership problem, but CRS could potentially be implementors for future assistance in rural primary education reform, a field in which they are currently gaining some experience. Either CRS or Africare might be considered for expanded assistance in the environment field, the nature of which is yet to be defined, or in the expansion of the rural health care delivery system. Peace Corps collaboration in small projects in all priority strategy areas is highly desirable.

While PVOs currently active here may be considered for any of the above noted activities, they are unlikely to be able to handle them all simultaneously. There are limits to their ability to expand, and we should not force the pace to the extent that their circuits overload. That implies, as we suggest in the CDSS, an attempt to identify other PVOs with capabilities in the fields into which we hope to expand who would be willing to undertake projects here. We intend to follow-up on this possibility with PVO liaison officers in AID/W. In doing so we will seek PVOs with the capacity to manage major projects as well as the somewhat more common PVO mini-projects. We intend to continue the policy of increasing average project size to reduce project proliferation, and to expand geographically concentrated activity as program levels increase. Moving from project to sector support in agriculture at the national level, perhaps by FY 1983, is suggested in the CDSS and is under active consideration. Success in the FED managed Fada-Niger road project proposed for FY 1982 funding may hopefully lead to further activities utilizing other donor management capabilities. It is clear, however, that even with maximum use of intermediaries, and the other management load reducing options discussed above, if we are to carry out long-term plans, we will need to add technical expertise in family planning, ecology/environment,

rural primary education, and possibly energy/appropriate technology and agriculture credit. Also, as increased emphasis is placed on evaluation, we need to consider the trade-offs between a Mission Evaluation Officer and TDY expertise in the field. We look to AID/W for guidance in this.

The full portfolio of regional projects which we must manage is not considered here. The workforce implications of this must necessarily be considered in the context of Sahel and African regional ABS presentations, to which we will not be privy until after the fact. Still, these projects will place an increasing load, if past experience is a guide, on our Controller and Program Offices. In terms of personnel levels in our tables, we have classified implementation personnel concerned exclusively with regional projects as "Non-Mission specific", although all but one are currently carried under our bilateral ceiling. This is an anomaly which should be rectified by creation of a regional ceiling for Ouagadougou to accomodate these positions.

TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT
FY 1980 TO FY 1982
($ thousands)

Decision Unit UPPER VOLTA

APPROPRIATION ACCOUNT	FY 1980	FY 1981	FISCAL YEAR 1982 MINIMUM	FISCAL YEAR 1982 CURRENT	FISCAL YEAR 1982 AAPL
Sahel Development Program (All Grants)					
686-0201 Eastern ORD IRD	700	--	--	--	--
686-0215 E. ORD Rural Roads	200	--	--	--	--
686-0219 Rural Enterprise Development	110	--	--	--	--
686-0221 Agricultural Human Resources Development	2,000	1,900	1,557	1,557	1,557
686-0222 Volta Valley Devl.	--	750	1,400	2,000	2,000
686-0228 Rural Water Supply	2,500	2,700	1,000	3,580	3,580
686-0231 Seguenega IRD (OPG)	1,000	1,356	1,600	1,600	1,600
686-0235 Forestry Education and Development	1,800	1,500	1,000	1,500	1,500
686-0243 Grain Marketing Devl.	900	1,481	--	--	--
686-0244 E. Region. Food Prod.	--	3,000	2,000	2,500	2,500
686-0245 Foundation Seed Prod.	--	910	--	--	--
686-0247 Rural Roads II	900	2,025	--	--	--
686-0248 Dori Phase II (OPG)	--	(200)		(200)	(200)
686-0249 Rural Enterprise Development II (OPG)	--	(1,200)	(300)	(300)	(300)
686-0250 Strengthening Volun. Sector Development	--	--	--	700	700
686-0251 Rural Health Planning					
686-0252 Fada-Niger Border Road	--	--	--	--	10,000
625-0929 PM&R	(237)	(265)	(310)	(310)	(310)
Total	10,110	15,622	8,557	14,437	24,437

TABLE IV PROJECT BUDGET DATA

DECISION UNIT: UPPER VOLTA

PROJECT NUMBER	PROJECT TITLE	G/L	OBLIGATION DATE INITIAL	OBLIGATION DATE FINAL	DATE OF NEXT PLANNED NON-ROUTINE EVAL.	ESTIMATED U.S. DOLLAR COST ($000)									
						CUM PIPELINE AS OF 9/30/79	FY 1980 OBLIG.	FY 1980 EXPEND.	FY 1980 CUM. PIPELINE	FY 1981 OBLIG.	FY 1981 EXPEND.	FY 1981 CUM. PIPELINE	FY 1982 APL. OBLIG.	FORWARD FUNDED TO (MO/YR)	FUTURE YEAR OBLIGATIONS
686--															
0201	Eastern ORD IRD	G	75	80		974	700	884	790	--	790	--	--	6/81	--
0202	Seed Multiplication	G	75	78		502	--	366	136	--	136	--	--	12/80	--
0203	Village Livestock Development	G	76	79		909	--	643	266	--	266	--	--	9/80	--
0211	Strengthening Women in Devl.	G	77	79		829	--	189	640	--	640	--	--	9/81	--
0212	Ouaho-Freed Area Vol. Devl.	G	78	79*		859	--	120	739	--	185	554	--	12/81	--
0215	E. ORD Rural Roads	G	77	80		1,232	200	1,024	408	--	408	--	--	6/81	--
0219	Rural Enterprise Devl. (OPG)	G	78	80		120	110	185	45	--	45	--	--	12/80	--
0220	Dori IRD (OPG)	G	77	79		30	--	30	--	--	--	--	--	6/80	--
0221	Agr. Human Res. Devel.	G	78	82	1/82	3,806	2,000	1,094	4,712	1,900	2,500	4,112	1,557	3/83	--
0222	Volta Valley Devl.	G	81	84*	8/83	--	--	--	--	750	350	400	2,000	3/83	5,007
0226	TWIS	G	78	78	10/80	1,621	--	155	1,466	--	400	1,066	--	9/83	--
0228	Rural Water Supply	G	79	82	2/82	3,500	2,500	2,000	4,000	2,700	3,900	2,800	3,580	7/84	--
0231	Sequenega IRD (OPG)	G	78	82	9/83	1,153	1,000	1,956	197	1,356	1,158	395	1,600	9/83	--
0235	Forestry Educ. and Devl.	G	79	83	3/82	700	1,800	100	2,400	1,500	1,800	2,100	1,500	3/83	458
0243	Grain Marketing Devl.	G	80	81*	6/82	--	900	--	900	1,481	985	1,396	--	5/83	--
0244	E. Region Food Prod.	G	81	85	9/83	--	--	--	--	3,000	--	3,000	2,500	6/83	4,500
0245	Foundation Seed Prod.	G	81	81	6/82	--	--	--	--	910	325	585	--	11/83	--
0247	Rural Roads II	G	80	81*	12/81	--	900	--	900	2,025	838	2,087	--	10/82	--
0250	Strengthening Volun. Sect.Devl	G	82	84	12/83	--	--	--	--	--	--	--	700	11/82	1,600
0251	Rural Health Plan. and Mgmt.	G	82	85	8/84	--	--	--	--	--	--	--	1,000	3/83	2,000
0252	Fada-Niger Border Road	G	82	82	12/83	--	--	--	--	--	--	--	10,000	9/84	--
	TOTAL					16,235	10,110	8,746	17,559	15,622	14,726	18,495	24,437		

AID 1910-8 (4-80)

PRE-PID PROJECT DESCRIPTION

Program: UPPER VOLTA

Funding: LOP: $988,000
LOP: FY 81-85
FY 81: $200,000
FY 82: $200,000

Grant: SDP Funding

Project Title: Dori Integrated Rural Development Project, Phase II (686-0248), OPG - SCF/CDF

Purpose: To develop the capacity of the people of selected communities of the Sahel ORD to interact in the identification of their own developmental needs and formulate, design and implement community-based projects to address those needs.

Background: Throughout the Sahel region there exists a severe shortage of many basics for the population. A critical shortage of all-year water supplies often results in women walking up to 20 kilometers daily to supply the family needs. There is a complete lack of basic health care and educational facilities. A chronic deficit of cereal and other food crops results in undernourishment, especially of children, and food must be imported regularly into the area. Save the Children Federation/Community Development Foundation (SCF/CDF) initiated the Dori Integrated Rural Development project in the area of 1976. This first phase of their effort was directed towards encouragement of village groups in the planning and implementing of projects in health, water supply, food production and income generating activities.

This project will incorporate experience gained since 1976 to expand project activity. Additional emphasis will be placed on income generating activities such as weaving, vegetable production and other food production for local marketing. SCF will collaborate with Partnership for Productivity, a PVO working with rural enterprises development in the neighboring Eastern ORD, on training of villagers in small enterprise management. Other project activities will deal with introduction of labor-saving devices such as grain mills which will free women's time for other activities.

FYI, this narrative is based on SCF's discussions with USAID regarding SCF's intent to prepare an OPG proposal for Dori. One issue USAID will consider in its review of the proposal is SCF's mixed performance to date under its current OPG. This three-year $220,000 OPG has had a disproportionate number of leadership, accounting, and reporting problems. USAID's one evaluation of the project was, however, generally favorable.

Beneficiaries: The project will place special emphasis on activities for the women and the youth of the Dori area in the Sahel. Sixteen villages will be involved by the end of the project. Based on 350 families per village, the project will directly benefit 5,600 families.

FY 82 Program: Project activities in health, food production, water supply and income generation started in FY 81 in 13 villages will continue and new activities will commence in one additional village.

PRE-PID PROJECT DESCRIPTION

Program: UPPER VOLTA

Funding: LOP: $2,255,000
LOP: FY 81-85
FY 81: $1,200,000
FY 82: $ 300,000

Grant: SDP Funding

Project Title: Rural Enterprise Development II (686-0249) OPG-PfP

Purpose: To increase the production availability of goods and services to the population of the Eastern ORD through further development of rural enterprises using the successful methodology developed by PfP during the first phase: a combination of credit, management assistance, and technical advice.

Background: Within the Eastern ORD, there is a vast potential for improving both the quality of rural life and the development of the market economy. Among the primary constraints to these developments is the relative scarcity of investment capital for both the agricultural and non-agricultural sectors. The capability to provide investment funds for small enterprises is very limited in the government, which finds it difficult to administer small, unsecured loans requiring technical assistance to the borrowers, especially outside the agricultural sector; nor is it common in the formal private sector which tends to concentrate its lending to those medium and larger scale enterprises that are better able to assure repayment. Thus, without project intervention the small-scale entrepreneur is largely dependent on the informal market for his investment capital. The shortage of funds and the exorbitant interest rates charged by the informal sector serve to discourage investment by the small entrepreneur. Another constraint is the lack of technical and management experience necessary to best utilize such funds. These constraints must be addressed in order to achieve the objectives of increased production and commercial activity (both agricultural and non-agricultural) and an improved quality of rural life.

The proposed project is an expansion of activities begun in the pilot Rural Enterprise Development project (686-0219) implemented by Partnership for Productivity. The purpose of the initial project was to determine by experimental implementation the best program design to foster the development of small rural enterprises which have a beneficial impact on incomes and living standards of rural farmers and other residents of the Eastern ORD.

The initial project has exceeded its anticipated major inputs. Through November 1979 PfP had granted 120 loans totaling $92,000 (only 40 such loans were envisaged in the original proposal). The loan repayment rate is 90%, an exceptional rate for unsecured guided credit. Availability of goods and services has been significantly augmented by PfP's program.

During the second phase the project activities of credit, management assistance, and technical advice will be carried out by an indigenous Voltaic institution, the personnel of which will be trained and given increasing managerial responsibility by a staff of four PfP expatriate technicians.

The enterprises aided will be in five economic sectors: commerce, small manufacturing (mostly on the artisan level), agricultural production (vegetable and livestock), agricultural processing, and transport. The strategy will be to maintain an equilibrium among producers, wholesalers, retailers, manufacturers, transporters, and consumers; and to approach small enterprise development in a balanced, integrated fashion, promoting where possible forward and backward linkages among complementary businesses.

The benefits from this project will include the following: an increased supply of goods and services for the people of the Eastern ORD, greater agricultural production, a more developed regional infrastructure, increased incomes among the entrepreneurial population, a greater understanding of good management practices on the part of the local entrepreneurs, and an indigenous Voltaic institution which at the end of five years will be capable of executing the project while at the same time generating self-sustaining income.

Beneficiaries: The most immediate beneficiaries of this project will be the rural entrepreneur households who receive credit and business training from PfP. PfP estimates it will serve 1,000 entrepreneurs during the five-year second phase, and that 10,000 family members will be touched by the effects of these services. The great majority of these people are subsistence farmers who are just beginning to enter the monetized economy.

In addition, the majority of the population of the Eastern ORD will benefit from the increased availability of goods and services, and improved regional infrastructure resulting from the project. Finally, the Voltaic staff members that PfP trains to assume managerial and operational control of the organization will benefit from the credit and business management training they will receive.

FY 82 Program: Project activities will continue in the Fada and Diapaga areas, and expand into other areas of the Eastern ORD. Since the project builds on the earlier pilot activity, the personnel will be in place and the training and loan activities will have begun. It is expected that most commodities will have been ordered during FY 81.

PRE-PID PROJECT DESCRIPTION

Program: UPPER VOLTA

Funding: LOP: $2,300,000
LOP: FY 82-85
FY 82: $ 700,000

Grant: SDP Funding

Project Title: Strengthening Voluntary Sector Development (686-0250)

Purpose: To support private and voluntary sector organizations and the Peace Corps in their efforts to improve the quality of rural life through small project assistance.

Background: There exists in Upper Volta a substantial reservoir of technical and management ability which is under-utilized because of lack of funds. This under-utilized capability is not primarily in the Government, which is heavily involved in larger scale donor-supported efforts, but in the private and voluntary assistance sectors. Numerous PVO's, missions and village associations are active throughout rural Upper Volta and have the capability to successfully manage small scale rural development efforts. Peace Corps also has the potential to manage a large number of projects.

There also exists a wide variety of small-scale rural development opportunities using locally available, replicable and reparable technologies and materials, which could, if exploited, significantly improve the quality of life of rural dwellers. Examples of potential interventions are: village reforestation; production of improved agricultural implements; construction of small dams to retain water near villages during the dry season; vegetable gardening projects; construction of schools or maternity facilities; or provision of materials for small livestock production efforts.

This project will make resources available to local voluntary development groups to enable them to mount development activities. There is a proven demand for this type of activity: under the IRT project, for example, thirteen proposals totalling $390,000 have been submitted to USAID since June, 1979. We anticipate that both the number of requests and the dollar value of requests will increase in the future. Unfortunately, not all proposals received meet IRT criteria and thus, IRT is not available as a funding mechanism for many of these projects.

The project proposes to provide a source of funding which could be tapped by competent organizations that wish to undertake small rural development activities in villages which have expressed a need and are willing to invest their time and effort. Using a standard set of guidelines, the organization would prepare the activity proposal which would then be submitted to USAID for review for technical feasibility and consistency with project guidelines and USAID strategy. As now envisaged, activities would fall into the sectors (or subsectors) of priority as stated in the FY 1982 CDSS: 1) Food Production Related Activities, 2) Natural Resources Management/Energy, 3) Population/Health Related Activities, and 4) Rural Education. Priority would be given to projects that meet the following

additional criteria: strong participatory element; the technology employed is "appropriate"; large number of beneficiaries; the idea is replicable or deals with a "road block" to larger development efforts; and the beneficiaries have the capacity to manage the activity. AID's contribution to any one project would not exceed $50,000.

If USAID approved the individual activity, USAID would execute an agreement with the organization concerned and proceed immediately to disbursement of funds. Implementation of the activity would be entirely the responsibility of the proposing agency, with the USAID role limited to monitoring the use of funds. Evaluation would be based on regular project reports and site visits by USAID monitoring personnel. One or two FSN personnel would be needed. A possible option presents itself in the case of one PVO proposing several different activities: USAID could make a block grant, including provision for management/program development support to the PVO.

It is clear to us that in terms of bringing to bear knowledge of the local situation and organizations in a timely fashion and with minimal administrative overhead, review and approval can best be handled at the Mission level. Also such an effort would permit greater collaboration with the Peace Corps and American and Voltaic PVO's and community associations.

Two additional points merit attention. First, there is already an excellent record of PC-AID collaboration in Upper Volta. We wish to take this a step further by equipping PCV's with additional tools to assist in community development. We see a significant channelling of funds through PCV's. Secondly, we see this project as a "testing ground" for new PVO initiatives -- both U.S. and Voltaic. The private sector can contribute more than it has to Voltaic development. This project will provide a resource transfer of sufficient magnitude to test private sector delivery in small projects, with the possibility for use of PVO's successful in these as intermediaries for larger scale efforts in the future.

Among the issues which will have to be analyzed during project development are: a) can such a project be effectively managed without a disproportionate USAID administration burden; and b) does there exist in Upper Volta a sufficient reservoir of competent private organizations to design and implement activities under the proposed project? Experience to date indicates the probability of affirmative answers in each case.

Host Country and Other Donors: The host country input will be primarily through the self-help efforts of communities participating in the project. Collaboration with other donors is a key-note of this project since it will work through the Peace Corps and voluntary agencies, to achieve its objectives.

Beneficiaries: The project, as outlined above, will provide a mechanism for rapid, effective response to the expressed needs of rural people. Precise numbers of beneficiaries are difficult to determine at this time.

FY 82 Program: The FY 82 program will inform prospective collaborative agencies of the nature and goals of the project, and make the initial selection of project activities. Implementation of the first activities will begin during this fiscal year.

PRE-PID PROJECT DESCRIPTION

Program: UPPER VOLTA

Funding: LOP: $3,000,000
LOP: FY 82-86
FY 82: $1,000,000

Grant: SDP Funding

Project Title: Rural Health Planning and Management (686-0251)

Purpose: To lay the base for more substantial assistance in population/family planning and rural health care delivery systems by establishing a planning unit in the Ministry of Health (MOH) for the systematic analysis of health needs and resources and the development of health strategies and programs.

Background: Conceptualization of population/family planning problems in Upper Volta is at a rudimentary level and no system for delivery of family planning services exists. Health conditions are among the worst in the world, as is health care, both preventative and curative (see FY 82 CDSS, pp. 4-8). The Country Health Programming exercise which took place in 1978 is described in the CDSS (pp. 23-29) and will be further discussed below. The priority of health in USAID programming and our strategy in the sector, which includes this project, are described on p. 38 and pp. 43-46 of the CDSS respectively. The CDSS approval cable urged the USAID to proceed to develop this project.

The Ministry of Health currently lacks the capacity for effective strategy and implementation planning, and management capacity is limited although some individual administrators are competent. Development of a planning capability, including that for planning of implementation strategies and management systems, is an essential prerequisite to the effective utilization of external and national resources for the delivery of family planning and rural health care services. A properly oriented planning unit also has a critical role to play in enhancing the government's understanding of the necessity for a coherent family planning/population policy.

During March and April of 1978 the World Health Organization (WHO) organized a workshop known as the Country Health Programming exercise. Voltaic participants included the Ministries of Health, Plan and Cooperation, Finance, Education, Rural Development and Social Affairs. From this exercise came a 10-year development plan for the health sector which has since been accepted by the Council of Ministers as official government policy and included in the CILSS first generation portfolio of project proposals. The plan conforms to WHO guidelines, with emphasis on providing at least minimal health care for all Voltaics by the year 2000. A primary health care system including training of village health workers is envisioned. The need for child spacing is also addressed, although sufficient attention is not given to family planning in our judgment.

The problem with the plan has been that, while it expresses many useful goals, it has some aspects of the "shopping list" approach. The MOH has lacked the planning capacity to effectively establish priorities for its program or do detailed follow-up planning for implementation. Thus, while several donors including the USG have expressed interest in various elements of the plan, lack of detailed planning for implementation and management of those elements has led to unwillingness of donors to make significant financial commitments. Recognizing this, the GOUV has requested USAID to provide technical assistance to develop the needed planning capacity within the MOH.

This is a sound approach. Before investing major resources in family planning and rural health care delivery systems, the capacity to plan for and manage these resources should be more firmly in place. The project will provide long-term technical assistance in the form of a physician/epidemiologist, a public health planner and a public health economist. Short-term specialist consultation is envisioned as is both long and short-term training for Voltaic counterparts.

Host Country and Other Donors: The GOUV will provide facilities, staff salaries, utilities and contingencies. Present GOUV effort consists of a statistical unit, i.e. two statisticians involved in analysis of data. To date no other donor commitment has been made to the MOH planning unit.

Beneficiaries: The initial beneficiaries of this institution building project will be the government MOH officials who receive project-related training, both on-the-job and more formal participant training. Secondary beneficiaries will include international and bilateral donor organizations who will be able to increase the effectiveness of their efforts due to increased availability of well-prepared, well-researched project proposals. The ultimate beneficiaries will be that portion of Upper Volta's population reached by an improved health delivery system and population/family planning services.

FY 82 Program: Initial logistical activities will be completed, i.e. office rented and furnished, vehicles ordered and local staff hired. The technical assistance team will arrive and initiate preliminary organizational work with MOH counterparts. One or two special studies will be started.

PRE-PID PROJECT DESCRIPTION

Program: UPPER VOLTA

Grant: SDP Funding

Funding: LOP: $10,000,000
LOP: FY 82-84
FY 82: $10,000,000

Project Title: Fada-Niger Border Road (686-0252)

Purpose: To assure a maintainable, all-weather main route link for the secondary and tertiary road net of the Eastern ORD to the rest of Upper Volta and to Niger, thus providing reliable market access for rural farmers and enhancing the availability of government and private sector services for them.

Background: There is only one main route link connecting the Eastern ORD to the rest of Upper Volta and to Niger, National Route 4. This road runs from Ouagadougou through Koupela, Fada N'Gourma and Matiakoali to the Niger border. It is also an important part of the inter-regional road network connecting Upper Volta and Niger to Lome. The only segment of both the national route and the inter-regional network (Lome-Niamey, Lome-Ouagadougou and Niamey-Ouagadougou) which is neither paved nor has funding pledged for paving is the 209 kilometer section from Fada to the Niger border.

Our primary concern for this latter section is in the context of USAID/Upper Volta's current regional concentration on food production/integrated rural development in the Eastern ORD, and the proposed major funding increases for these activities over the next five years. A significant facet of this concentration is up-grading and maintenance of the secondary and tertiary farm-to-market road net, essential for increased agricultural production and better access to government and private sector services for isolated ans semi-isolated small farmers. National Route 4, the sole connecting link for this secondary and tertiary road net to markets outside the Eastern ORD, has become continually more degraded and less maintainable between Koupela and the Niger border due to the dramatic upsurge in recent years of heavy tractor-trailer truck traffic between the port of Lome and Niamey. It is a dirt road, not designed for such heavy loads and is now often impassable for periods of time during the rainy season, and passable during other seasons with greater difficulty each year. Voltaic and expatriate road engineers concur that it is unmaintainable as presently built, and that only paving (two lane) can prevent progressively worse degradation.

To reverse this trend and assure the needed main route road link for the Eastern ORD, this project will provide a contribution of $10 million (estimated to be approximately 25% of total cost) to a FED managed multi-donor effort to pave this section.

Issues to be addressed in project design are:

1) Are the FED-funded technical and economic feasibility studies adequate;

2) Will detailed study bear out the Mission's contentions regarding the importance of the paving of this route to AID and other donor funded development activities in the Eastern ORD; and

3) What are the best modalities for collaboration among the donors?

Host Country and Other Donors: The project will be implemented in collaboration with the GOUV Ministry of Public Works. Donors expressing interest are the FED, AID, and Kuwait. Possible collaborative arrangements include tri-partite financing of the entire section, with FED managing implementation for the donors, or FED-USAID financing of the Fada-Matiakoali segment (93 km.) under management arrangements to be worked out between them and the GOUV. FED has informally proposed that this be worked out in a meeting among the donors. Either approach is potentially acceptable to USAID/Upper Volta, and FED representatives have informally expressed the same sentiment.

Beneficiaries: The target group of the project are the small farmers in the Eastern ORD to be served by the secondary and tertiary farm-to-market roads which this route will more effectively link to external markets and sources of services. The beneficiary population is estimated to be 160,000. Benefits will also accrue to Niger due to the inter-regional nature of the route, and to transporters using the improved roadway.

FY 1982 Program: LOP funding will be obligated. IFB will be let, and the construction contract awarded. Construction activities may begin.

TABLE IV PROJECT BUDGET DATA

DECISION UNIT: UPPER VOLTA

PROJECT NUMBER	PROJECT TITLE	O/L	OBLIGATION DATE INITIAL	OBLIGATION DATE FINAL	DATE OF NEXT PLANNED NON-ROUTINE EVAL.	ESTIMATED U.S. DOLLAR COST ($000) CUM PIPELINE AS OF 9/30/79	FY 1980 OBLIG.	FY 1980 EXPEND.	FY 1980 CUM. PIPELINE	FY 1981 OBLIG.	FY 1981 EXPEND.	FY 1981 CUM PIPELINE	FY 1982 APL. OBLIG.	FORWARD FUNDED TO (MO/YR)	FUTURE YEAR OBLIGATIONS
	Sahel Regional (Non-Add) *														
625-0911	AID Cooperation and Planning (CILSS Secretariat Portion)	G	78	82		1,100	860	1,670	290	860	850	300	825	10/82	UNKNOWN
625-0928	Integrated Pest Management	G	78	83		6,400	2,500	2,108	6,792	6,000	6,000	6,792	4,300	3/83	6,080
	Workforce Implications of Non-Add Projects (Data requested by State 124536)														
	In FY 82, one USDH is associated with IPM. CILSS Secretariat liaison will require the substantial time of another USDH.														

* This does not include Africa Regional Projects, i.e. SAFGRAD (698-0393), Appropriate Technology (698-0410.12), Solar Energy (698-0410.13), or Regional Remote Sensing (698-0420). 1 USDH is assigned to SAFGRAD Project. Those included were requested per guidance of State 124536.

AID 1330.8 (4-80)

TABLE IV PROJECT BUDGET DATA

DECISION UNIT: UPPER VOLTA

PROJECT NUMBER	PROJECT TITLE	G/L	OBLIGATION DATE: INITIAL	OBLIGATION DATE: FINAL	DATE OF NEXT PLANNED NON-ROUTINE EVAL.	ESTIMATED U.S. DOLLAR COST ($000): CUM. PIPELINE AS OF 9/30/79	FY 1980: OBLIG.	FY 1980: EXPEND.	FY 1980: CUM. PIPELINE	FY 1981: OBLIG.	FY 1981: EXPEND.	FY 1981: CUM. PIPELINE	FY 1982 APL. OBLIG.	FORWARD FUNDED TO (MO/YR)	FUTURE YEAR OBLIGATIONS
	Sahel Regional, Centrally Funded														
	Sahel - OPG														
686-0248	Dori IRD II - SCF/CDF		81	85	3/83	--	--	--	--	200	--	--	200	9/82	588
686-0249	Rural Enterprises II - PFP		81	84	1/83	--	--	--	--	1,200	--	--	300	9/82	755
	SMDP						200			250			325		
	Sahel - AIP						346			500			500		
	Sahel - Improved Rural Technology						150			250			-0-		
	PM&R						237 1/			265			310		
	Total (Non-Add)						933			2,665			1,635		

1/ An additional $60,000 has been requested for an Environmental profile, but as yet has not been approved.

DECISION UNIT: UPPER VOLTA

DECISION PACKAGE: Minimum

DECISION PACKAGE NARRATIVE

The $8,557 Minimum Decision Package provides sufficient resources for a modest continuing contribution in the areas of highest priority as described in our approved CDSS strategy: 1) Food Production Related Activities; 2) Natural Resource Management/Energy; and 3) Population/ Health. Priority ranking reflects heavy emphasis on the highest priority, Food Production-Related Activities. Projects ranked one through four all fall within this category. The mix reflects our two-tiered strategy outlined in the CDSS: Assistance at the national level addressing systematic constraints to food production which affect the entire country; and regionally concentrated integrated rural development emphasizing food production and related problems in discrete geographic areas of the country.

The first-ranked, Agriculture Human Resources Development project addresses national level problems. The lack of sufficient number of adequately trained agricultural technical personnel is a pervasive constraint affecting most GOUV and donor-supported efforts to increase food production through introduction of improved agricultural methods. Continued support to the Agricultural Human Resources Development Project will make a significant contribution towards alleviating this constraint.

Our most important regional concentration is in the Eastern ORD, and projects ranked two and four are both focussed there. Eastern Region Food Production is a multi-donor (US, IFAD, French) project building on the base layed in the earlier Eastern ORD Integrated Rural Development project. Rural Enterprises Development, which is PVO-implemented, is conceptually a part of the Eastern Region Food Production project, but is presented as a separate budget line item due to OPG funding. It will continue Partnership for Productivity's highly successful efforts to strengthen the private sector network of supporting services necessary to the development of the region.

The third-ranked Seguenega Integrated Rural Development project reflects a second important regional concentration, with substantial emphasis on diversified agricultural production. It is our largest PVO-implemented project (AFRICARE), and continued success here will bode well for future expansion of our use of PVOs as implementing agents for major, high priority projects.

The ranking of Forestry Education and Development immediately after the bulk of our food-production related projects reflects its importance as our major current activity in the second highest priority of our strategy, Natural Resource Management. It will provide a larger and better trained cadre of forestry agents to the GOUV for reforestation

and forest management activities nationwide. Funding provided for it in this package is the minimum needed to avoid terminating the activity.

The Rural Water project is our major on-going project in the CDSS third highest priority area, Population/Health. Health benefits of potable water are being maximized through the health/sanitary education element associated with the well drilling/digging efforts. Funding at this level will carry the project through FY 1982 but will require additional funding in FY 1983 to complete the project.

The Volta Valley Development project will provide for resettlement of rural households from over-populated areas into the river valleys recently freed from onchocerciasis. The intention is both to increase the agricultural production of the resettlers and to protect the new lands from progressive degradation through introduction of better farming techniques. It thus addresses both of the two highest priority strategy considerations, albeit in a limited area. It is ranked somewhat lower than other food production activities both to reflect its newness (and therefore somewhat higher uncertainty level) and to allow at least a modest balance among the top three strategy priorities, all of which are considered important. Funding at this level will continue project activities but at a slower than planned pace.

The minimum PL 480 package includes $11,123,000 of Title II commodities for the CRS program, which represents the minimum amount required for the FY 81 program and $804,000 of Title II required for OFNACER under the Grain Marketing Development Project (686-0243).

The workforce requirements for this level reflect the core Mission staffing necessary to carry out a modestly reduced program. Currently, all mission specific offices are functioning at or near the minimum personnel levels necessary to maintain the program in Upper Volta. The FY 82 Minimum reflects a net reduction of one position (Assistant Program Officer) from our FY 80 year-end level, and a net reduction of three from Table IX's FY 81 level. These are the only savings that can be envisioned.

DECISION UNIT: UPPER VOLTA

DECISION PACKAGE: Current

DECISION PACKAGE NARRATIVE

The Current Level Decision Package adds two new projects with a value of $1.7 million, provides second year funding to Dori IRD II[1/], and increments to four projects in the Minimum Level Decision Package to bring them to full planned funding, with a value of $4.18 million. The total increment of the Current Level Package is $5.88 million.

The first of the new projects is Rural Health Planning and Management which provides technical assistance to the Health Planning Unit of the Ministry of Health. This was highlighted in our CDSS strategy for Population/Health as a vital element for laying a sound base for future expanded assistance in family planning and rural health care delivery systems. It is consonant with the instructions in the guidance cable on the CDSS review which stated that: "In particular, the Mission should consider approaches for assisting the MOH in its formulation of health planning strategies."

The second new project, Strengthening Voluntary Sector Development, has developed from our experience with and the nearly overwhelming response from PVOs and the Peace Corps to the regionally funded IRT project. This new project will provide funding for small rural development activities to be designed and managed by the Peace Corps and PVOs. Sub-project approval up to $50,000 would be vested in the USAID rather than AID/W. The project would allow us to respond to the impressive capacity of PVOs and the Peace Corps to implement small projects in our approved CDSS high priority fields of activity in the prompt and effective fashion so important to this type of small activity. The regionally funded IRT intended this, and quickly generated over $390,000 in basically sound project proposals from the Peace Corps and PVOs in Upper Volta. However, criteria are too restrictive to meet the full spectrum of voluntary agency needs and opportunities within the USAID's top priority sectors, and funding has been very limited. Thus few projects proposed have actually received funding. This lack of responsiveness to raised expectations has potential for a chilling effect on our relations with PVOs and Peace Corps which flies in the face of our instruction and intentions to increase the use of such organizations as intermediaries. In any case, it seems administratively unsound to involve AID/W in review of a large number of small sub-projects ranging from a few thousand to 50,000 dollars, assuming criteria are agreed upon, in an era when USAIDs can approve PPs of up to $10 million. The project will also provide us with valuable experience in using PVOs as implementors of small projects that may lead to their later use as intermediaries for larger scale activities. It is in keeping with our CDSS review guidance that "every effort should be made to increase the use of intermediaries such as PVOs and the Peace Corps". The Dori OPG (Phase II) will receive its second year of funding , thereby allowing SCF to continue community based integrated

1/ as a non-add item, per instructions on OPGs not yet approved.

rural development in the Dori area without interruption.

The additional increments proposed for Volta Valley Development and Rural Water Supply will allow for funding as planned, avoiding slowdown in project implementation and/or "stretch-out" funding into future years, tying up future resources that should be available for new initiatives. The additional increments proposed for Forestry Education and Development and Eastern Region Food Production conform to the guidance of forward funding on-going projects.

The small workforce increment associated with this Decision Package level is not related discretely to individual projects but rather to the overall program workload increase associated with the package. An increase over the Minimum level of four USDH is proposed, with the following rationales:

1) Restoration of the present Assistant Program Officer position, eliminated at the Minimum. Increased overall workload, particularly for program operations, warrants this.

2) Addition of an Environmentalist/Ecologist position in the Office of Rural Development. Lower funding demands for on-going projects in FY 1983 due to full funding as planned of such projects in FY 1982 in this package gives more assurance that expanded natural resource management/energy projects, to be designed in FY 1982, can actually be undertaken in FY 1983.

3) Restoration of a General Agriculturalist/Livestock position (eliminated at the Minimum) in the Office of Rural Development. The lower funding demands for on-going projects in FY 1983 gives more assurance that expanded agricultural and livestock activities, to be designed in FY 1982, can be undertaken in FY 1983.

4) An IDI position. The higher level of activity this Decision Package involves and the implications for a broader future program will warrant the assignment of an IDI.

DECISION UNIT: UPPER VOLTA

DECISION PACKAGE: AAPL

DECISION PACKAGE NARRATIVE

A single but quite significant project is added at the AAPL level: The $10 million U.S. contribution to the up-grading of the Fada-Niger Border road in the Eastern ORD. As described in the FY 1982 CDSS strategy, briefly in the Table I narrative, and in the Table IV project description, this is the sole main route link which can connect the many secondary and tertiary farm-to-market roads being up-graded under AID-funded projects in the Eastern ORD with markets in the rest of Upper Volta and Niger. It is therefore of great importance to AID and other donor supported food production/rural development activities in our primary area of regional concentration. It requires no additional USDH work-force increment, as it will be FED managed. It meets guidance to collaborate with other donors, to concentrate geographically (specifically in the Eastern ORD) and to avoid project proliferation through large units of management.

It was specifically endorsed in the guidance cable following the FY 1982 CDSS review as follows: "The proposed Fada-Niger border road was accepted in principle provided it can be fully justified in terms of its impact on agriculture and rural development in the Eastern region, its favorable impact on basic human needs and the extent of development induced generally... Assuming the project is judged feasible, a one-time AID contribution of $10 million appears reasonable assuming it could be packaged as a multi-donor effort".

We are confident that in the PID and PP we can satisfy these stipulations. The FED-financed feasibility study should be in hand within two months. Based on preliminary review both the Ministry of Public Works and their World Bank technical advisors resident here are confident that the results will be highly satisfactory. The project will complement World Bank transport sector activities as well as our own. FED and the GOUV are willing to collaborate in a multi-donor consortium for the project, potentially including the U.S. and Kuwait along with the FED. This represents a rare possibility to meet a broad spectrum of AID policy and programming concerns in a single project while satisfying an important development need for Upper Volta.

The $3,622,000 addition of PL 480 Title II represents the difference between CRS/UV's request as stated in the Operational Plan and continuing the program at FY 81 levels.

Bureau Code: Decision Code:

TABLE V - FY 1982 PROPOSED PROGRAM RANKING

DECISION UNIT: UPPER VOLTA

RANK	DECISION PACKAGES/PROGRAM ACTIVITY DESCRIPTION	PIPELINE/ ONGOING/ NEW	LOAN/ GRANT	APPROP. ACCT.	PROGRAM FUNDING ($000) INCR	PROGRAM FUNDING ($000) CUM	WORKFORCE (Number of Positions) USDH INCR	USDH CUM	FNDH INCR	FNDH CUM
	DECISION PACKAGE MINIMUM									
	Pipeline Projects									
	686-0212 Oncho-Freed Village Devl.	P	G	SH	(554)	(554)				
	686-0226 TWIS	P	G	SH	(1,066)	(1,620)				
	686-0245 Foundation Seed Prod.	P	G	SH	(585)	(2,205)				
	Subtotal (Non-Add)					(2,205)	16	16	14	14
	New and Continuing Projects									
1	686-0221 Agricultural Human Resources Devl	0	G	SH	1,557	1,557				
2	686-0244 E. Region. Food Prod.	0	G	SH	2,000	3,557				
3	686-0231 Seguenega IRD (OPG)	0	G	SH	1,600	5,157				
4	686-0249 Rural Enterprise Devl. II (OPG)	0	G	SH	(300)	5,157				
5	686-0235 Forestry Educ. and Devl.	0	G	SH	1,000	6,157				
6	686-0228 Rural Water Supply	0	G	SH	1,000	7,157				
7	PL 480 Title II	0	G	SH	(11,927)	7,157				
8	686-0222 Volta Valley Development	0	G	SH	1,400	8,557				
9	Basic Workforce				--	8,557	1	17	4	18
10	Workforce Increment for Project Design				--	8,557	1	18	1	19
	Total Minimum Package and Related Workforce				8,557	8,557	18	18	19	19

Bureau Code: Decision Code:

TABLE V - FY 1982 PROPOSED PROGRAM RANKING

DECISION UNIT: UPPER VOLTA

RANK	DECISION PACKAGES/PROGRAM ACTIVITY DESCRIPTION	PIPELINE/ ONGOING/ NEW	LOAN/ GRANT	APPROP. ACCT.	PROGRAM FUNDING ($000) INCR	PROGRAM FUNDING ($000) CUM	WORKFORCE (Number of Positions) USDH INCR	WORKFORCE (Number of Positions) USDH CUM	WORKFORCE (Number of Positions) FNDH INCR	WORKFORCE (Number of Positions) FNDH CUM
	DECISION PACKAGE CURRENT									
11	686-0244 E. Region. Food Production	O	G	SH	500	9,057				
12	686-0235 Forestry Educ. and Devl.	O	G	SH	500	9,557				
13	686-0251 Rural Health Planning and Mgmt.	N	G	SH	1,000	10,557				
14	686-0228 Rural Water Supply	O	G	SH	2,580	13,137				
15	686-0250 Strengthening Volun. Sector Devl.	N	G	SH	700	13,837				
16	686-0222 Volta Valley Development	O	G	SH	600	14,437				
17	686-0248 Dori IRD II (OPG)	O	G	SH	(200)	14,437				
18	Workforce Increment Current Package						4	22	7	26
	Total Current Package and Related Workforce*				5,880	14,437	4	22	7	26
	DECISION PACKAGE AAPL									
19	686-0252 Fada-Niger Border Road	N	G	SH	10,000	24,437				
20	PL 480 Title II	O	G	SH	(3,622)	24,437				
	Total AAPL Package and Related Workforce*				10,000	24,437		22		26

* Excludes Non-Mission Specific personnel, i.e. all Office of Regional Affairs Personnel (See Table IX). To arrive at the personnel planning level of 27 USDH and 28 FNDH, Non-Mission Specific personnel (5 USDH, 2 FNDH) must be added to this level.

AID 1330-9 (4-80)

TABLE VI
PROJECT SUMMARY

NUMBER OF PROJECTS *

	FY 79	FY 80	FY 81	FY 82 MIN	FY 82 CURR	FY 82 AAPL
IMPLEMENTATION AT BEGINNING OF YEAR.....	21	23	23	20	20	20
MOVING FROM DESIGN TO IMPLEMENTATION DURING YEAR.....	2	7 2/	5	0	2	3
DESIGN FOR FUTURE YEAR IMPLEMENTATION.....	4	5	5 3/	5 3/	5 3/	5 3/
SUBTOTAL.....	26	35	31	25	27	28
NUMBER OF NON-PROJECT ACTIVITIES... 1/.....	7	7	6	6	6	6
TOTAL.....	33	42	37	31	33	34

NUMBER OF PROJECTS MOVING FROM DESIGN TO IMPLEMENTATION BY PROJECT SIZE

AID'S CONTRIBUTION TO LIFE OF PROJECT COST

	FY 79	FY 80	FY 81	FY 82 MIN	FY 82 CURR	FY 82 AAPL
LESS THAN $1 MILLION.....	-	4	2	-	-	-
$1 TO $5 MILLION.....	-	3	1	-	2	-
$5 TO $15 MILLION.....	2	-	2	-	-	1
$15 TO $25 MILLION.....	-	-	-	-	-	-
MORE THAN $25 MILLION.....	-	-	-	-	-	-

* IRT Projects are not included.

1/ Non-Project Activities include: AMDP, SMDP, PM&R, Human Rights, Self-Help, Food for Peace, MOB.

2/ 3 AIP projects designed and implemented within same year.

3/ Future design activities are not included for regional projects.

TABLE VII
OPERATING EXPENSE FUNDED PERSONNEL
YEAR END POSITIONS

FUNCTIONS	FY 79 (Actual)				FY 80				FY 81			
	USDH	FNDH	US CONT	FN CONT	USDH	FNDH	US CONT	FN CONT	USDH	FNDH	US CONT	FN CONT
Executive Direction	1	6			3				3		1	
Program Planning	4	2			4	3			4	3	1	
Project Design	1	-			1	1			1	1		
Project Implementation	6	3			7	4	1		9	6	3	1
Financial Management	3	5			3	7			3	10		
Mission Support	1	2		2	1	8		-	1	6		
Non Mission Specific	6	-			6	2			5	2		1
TOTAL.....	22	18	-	2	25	25	1	-	26	28	5	2
PLUS: PASAs (OE & Program)	0				1				1			
LESS: JAO Details	2	IDIs			2	IDIs			2	IDIs		
MODE Required	20	3			24	1			25	0		

TABLE VII

FUNCTIONS	FY 82 MINIMUM				FY 82 CURRENT				FY 82 AAPL			
	USDH	FNDH	US CONT	FN CONT	USDH	FNDH	US CONT	FN CONT	USDH	FNDH	US CONT	FN CONT
Executive Direction	3		1		3		1				1	
Program Planning	3	1	1		4	3	1		4	3	1	
Project Design	1	1			1	1			1	1		
Project Implementation	7	4	3	1	10	6	3	1	10	6	3	1
Financial Management	3	7			3	10			3	10		
Mission Support	1	6			1	6			1	6		
Non Mission Specific	5	2		1	5	2		1	5	2		1
TOTAL.....	23	21	5	2	27	28	5	2	27	28	5	2
PLUS: PASAs (OE & Program)	1				1				1			
LESS: JAO Details	2	IDIs			2	IDIs			2	IDIs		
MODE Required	22	0			26	1			26	1		

TABLE VIII

OPERATING EXPENSE SUMMARY

COST SUMMARIES	FY 1979			FY 1980			FY 1981		
	($000's)	Related Workyear	Unit Cost	($000's)	Related Workyear	Unit Cost	($000's)	Related Workyear	Unit Cost
US Direct Hire	1,229.1	20.3	60.5	1,216.8	21	57.9	1,493,1	25.2	59.3
FN Direct Hire	102.1	16.3	6.3	128.6	16.5	7.8	274.9	28	9.8
US Contract Pers.	11.4	.9	12.7	37.0	1	37.0	115.0	5	23.0
FN Contract Pers.	14.5	3.4	4.3	XXX	XXX	XXX	30.0	2	15.0
Housing Expense	454.3	27.5	16.5	469.2	27.9	16.8	583.3	28	20.8
Office Operations	1,250.1	xx	xx	1,825.9	xx	xx	2,037.0	xx	xx
Total Budget	3,061.5	xxx	xxx	3,677.5	xx	xx	4,533.3	xx	xx
Mission Allotment	1,507.5	xxx	xxx	1,600.0	xx	xx	2,145.2	xx	xx
FAAS	735.7	xxx	xxx	1,178.9	xx	xx	1,332.2	xx	xx
Trust Fund	xxx	xxx	xxx	xxx	xx	xx	xxx	xx	xx

TABLE VIII

COST SUMMARIES	FY 1982 MINIMUM			FY 1982 CURRENT			FY 1982 AAPL		
	($000's)	Related Workyear	Unit Cost	(000's)	Related Workyear	Unit Cost	($000's)	Related Workyear	Unit Cost
US Direct Hire	1,617.9	22.0	73.5	1,800.0	26.0	69.2	1,800.0	26.0	69.2
FN Direct Hire	230.8	21.0	11.0	289.9	28.0	10.3	289.9	28.0	10.3
US Contract Pers.	140.0	5.0	28.0	140.0	5.0	28.0	140.0	5.0	28.0
FN Contract Pers.	30.0	2.0	15.0	30.0	2.0	15.0	30.0	2.0	28.0
Housing Expense	475.5	24.0	19.8	549.0	28.0	19.6	611.9	28.0	21.9
Office Operations	2,194.5	xx	xx	2,258.5	xx	xx	2,296.1	xx	xx
Total Budget	4,688.7	xx	xx	5,067.4	xx	xx	5,167.9	xx	xx
Mission Allotment	2,108.7	xx	xx	2,357.8	xx	xx	2,458.3	xx	xx
FAAS	1,572.0	xx	xx	1,572.0	xx	xx	1,572.0	xx	xx
Trust Fund	xx	xx	xx	xx	xx	xx	xx	xx	xx

TABLE VIII - NARRATIVE: OPERATING EXPENSES

USAID/Ouagadougou will be able to manage the proposed program given the current personnel planning and operating expense levels for FY 1981 and FY 1982. No mortgage effect has resulted from the restricted operating expense levels in FY 1980, and none is anticipated at the given levels for 1981 and 1982. However, should personnel reductions accompany budget restrictions, the Mission's capacity to carry out implementation will be severely limited.

The mandatory budget increases in FY 1981 which were not foreseen at the time the FY 1981 ABS was prepared include: the FSN pay increase effective July 1, 1980 and the significant increase in FAAS costs.

The Mission does not anticipate excessive or dramatic increases in expenses due to inflation. Transportation costs are expected to increase substantially but our procurement needs are relatively small. Most AID housing leases are long-term and the number of new leases to be negotiated are few. Together these factors have reduced inflation-related budget fluctuations. There are no significant changes in expenses for foreign national employees, other than the previously mentioned pay increase. Expenses for office operations are anticipated to grow moderately.

As for cost-saving possibilities, serious consideration should be given to reviewing various transportation alternatives, since there is the potential for considerable savings if options were made available. As an example, the U.S. Despatch Agent automatically ships privately-owned vehicles to Abidjan via Antwerp, instead of direct to Abidjan. This procedure, in effect, doubles the cost of shipment of vehicles. The same is true for the shipping of bulk items, such as furniture, which follows a similar routing. It is also possible to further reduce costs by shipping most household effects using the unaccompanied baggage rates (50% of air freight) rather than the current procedure of shipping them by surface to Antwerp and air freight from Paris to Ouagadougou.

TABLE IX - SUPPORTING DATA ON PROPOSED PROGRAM RANKING
POSITION REQUIREMENTS - FY 1980 - 1982
(By Function, Organizational Unit, Position Title and Professional Speciality)

DECISION UNIT: UPPER VOLTA

FUNCTION/ORGANIZATIONAL UNIT/ POSITION TITLE/PROFESSIONAL SPECIALITY	NUMBER OF POSITIONS									
	FY 1980		FY 1981		FY 1982					
					Minimum		Current		AAPL	
	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH
Executive Direction										
Director's Office										
Director	1		1		1					
Assistant Director	1		1		1					
All Other (Non-Professionals)	1		1		1					
Sub-Total Exective Direction	3		3		3					
Program Planning										
Program Office										
Program Officer	1		1		1					
Deputy Program Officer	1		1		1					
Asst. Program Officer	1		1		0		1			
Program Economist	1		1		1					
Techn. Specialist/Research		1		1		1				
Program Specialist		1		1		0		1		
Jr. Librarian/Research		1		1		0		1		
Sub-Total Program Planning	4	3	4	3	3	1	1	2		
Project Design and Implementation										
Program Office										
Capital Projects Development Officer	1		1		1					
Asst. Capital Projects Development Off.		1		1		1				
Office of Rural Development										
General Development Officer	1		1		1					
Asst. GDO-Gen. Agr./Livestock	0		1		0		1			
Asst. GDO-Agronomist	0		1		1					
Asst. GDO-Agr.Engineer (Water)	1		1		1					
General Engineering Advisor	1		1		1					

AID 1350-18 (4-80)

TABLE IX - SUPPORTING DATA ON PROPOSED PROGRAM RANKING
POSITION REQUIREMENTS - FY 1980- 1982
(By Function, Organizational Unit, Position Title and Professional Speciality)

DECISION UNIT: UPPER VOLTA

FUNCTION/ORGANIZATIONAL UNIT/ POSITION TITLE/PROFESSIONAL SPECIALITY	NUMBER OF POSITIONS									
	FY 1980		FY 1981		FY 1982					
					Minimum		Current		AAPL	
	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH
Environmental/Ecology Advisor	0		0		0		1			
IDI-Agronomist/Gen. Agr.	0		0		0		1			
Sr. Admin. Assistant		1		1		1				
Sr. Program Specialist		1		1		1				
Admin. Assistant		0		1		0		1		
Office of Human Resources										
General Development Officer	1		1		1					
Agricultural Human Resource Advisor	1		1		0					
Asst. GDO -	1		1		0					
Asst. GDO - Human Resource Development	0		0		1					
Asst. GDO - Agricultural Economist	0		1		1					
IDI - Agricultural Economist	1		0		0					
Senior Admin. Assistant		1		1		1				
Admin. Assistant		1		1		1				
Senior Program Assistant		0		1				1		
Sub-Total Project Design and Imp.	8	5	10	7	8	5	3	2		
Financial Management										
Controller's Office										
Controller	1		1		1					
Accountant/Financial Analyst	1		1		1					
B & A Officer	1		1		1					
Asst. B & A Officer		1		1		1				
Accountant		2		3		2		1		
Asst. Financial Analyst		1		1		1				
Voucher Examiner		2		4		2		2		
All Other (Non-Professional)		1		1		1				
Sub-Total Financial Management	3	7	3	10	3	7	0	3		

AID 1330-18 (4-80)

TABLE IX - SUPPORTING DATA ON PROPOSED PROGRAM RANKING
POSITION REQUIREMENTS - FY 1980 - 1982
(By Function, Organizational Unit, Position Title and Professional Speciality)

DECISION UNIT
UPPER VOLTA

FUNCTION/ORGANIZATIONAL UNIT/ POSITION TITLE/PROFESSIONAL SPECIALITY	NUMBER OF POSITIONS									
	FY 1980		FY 1981		FY 1982					
					Minimum		Current		AAPL	
	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH
Mission Support										
C&R Officer	1		1		1					
All Other (Non-Professional)		8		6		6				
Sub-Total Mission Support	1	8	1	6	1	6	0	0	0	0
Non-Mission Specific										
Office of Regional Affairs										
General Development Officer	1		1		1					
Assistant GDO/SAFGRAD	1		1		1					
Assistant GDO/IPM	1		1		1					
CILSS Health Officer	1		0		0					
Junior Admin. Assistant		1		1		1				
Program Assistant		1		1		1				
Administrative Office										
JAO-Deputy Admin. Officer	1		1		1					
JAO-Personnel Office	1		1		1					
Sub-Total Non-Mission Specific	6	2	5	2	5	2	0	0	0	0
Sub-Total Mission Specific 1/	19	23	21	26	18	19	4	7	0	0
Total Increment	25	25	26	28	23	21	4	7	0	0
Cumulative Total	25	25	26	28	23	21	27	28	27	28

1/ Sub-Total Mission Specific figures conform with personnel totals reported in Tables I and V.

AID 1350-18 (4-80)

FY 1982 ANNUAL BUDGET SUBMISSION
PROJECT BUDGETS AND OBLIGATIONS
TO MEET SPECIAL CONCERNS
(THOUSANDS OF DOLLARS)

DECISION UNIT: 686 UPPER VOLTA

TABLE X

PROJECT NUMBER AND TITLE: 6860212 ONCHO FREED AREA VILLAGE DEVELOPMENT APPROPRIATION: SAHEL DEVELOPMENT PROGRAM

A. BUDGET IN CP: FY 1980 - $ 0 BUDGET IN ABS: FY 1980 - $ -0-

FY 1981 - $ 300 FY 1981 - $ -0-

FY 1982 - MINIMUM: $ -0- CURRENT: $ -0- AAPL: $ -0-

B. OBLIGATIONS TO MEET SPECIAL CONCERNS:

ADP ITEM	CONCERN	SUB-CODE	1980 BUDGET IN CP	1980 BUDGET IN ABS	1981 BUDGET IN CP	1981 BUDGET IN ABS	1982 BUDGET IN ABS MINIMUM:	1982 BUDGET IN ABS CURRENT:	1982 BUDGET IN ABS AAPL:
1275	ENVR	5	$ 0	$ -0-	$ 300	$ -0-	$ -0-	$ -0-	$ -0-

PROJECT NUMBER AND TITLE: 6860222 VOLTA VALLEY DEVELOPMENT APPROPRIATION: SAHEL DEVELOPMENT PROGRAM

A. BUDGET IN CP: FY 1980 - $ 900 BUDGET IN ABS: FY 1980 - $ -0-

FY 1981 - $ 1500 FY 1981 - $ 750

FY 1982 - MINIMUM: $ 1,400 CURRENT: $ 600 AAPL: $ -0-

B. OBLIGATIONS TO MEET SPECIAL CONCERNS:

ADP ITEM	CONCERN	SUB-CODE	1980 BUDGET IN CP	1980 BUDGET IN ABS	1981 BUDGET IN CP	1981 BUDGET IN ABS	1982 BUDGET IN ABS MINIMUM:	1982 BUDGET IN ABS CURRENT:	1982 BUDGET IN ABS AAPL:
1274	ENVR	4	$ 900	$ -0-	$ 1500	$ 750	$ 1,400	$ 600	$ -0-

FY 1982 ANNUAL BUDGET SUBMISSION
PROJECT BUDGETS AND OBLIGATIONS
TO MEET SPECIAL CONCERNS
(THOUSANDS OF DOLLARS)

PROJECT NUMBER AND TITLE: 936-5720 RURAL WATER SUPPLY — APPROPRIATION: SAHEL DEVELOPMENT PROGRAM

A. BUDGET IN CP: FY 1980 - $ 2500 BUDGET IN AID/W: FY 1980 - $_____
FY 1981 - $ 2700 FY 1981 - $_____
FY 1982 - MINIMUM: $ 1,000 CURRENT: $ 2,500 APPL: $ -0-

B. OBLIGATIONS TO MEET SPECIAL CONCERNS:

ADP ITEM	COUNTRY	SUB-CODE	1980 BUDGET IN CP	1980 BUDGET IN AID/W	1981 BUDGET IN CP	1981 BUDGET IN AID/W	1982 BUDGET IN AID/W MINIMUM:	1982 BUDGET IN AID/W CURRENT:	1982 BUDGET IN AID/W APPL:
1	ENVR	0	$ 2500	$ 2,500	$ 2700	$ 2,700	$ 1,000	$ 2,580	-0-

PROJECT NUMBER AND TITLE: 698-0421 SENEGAMBIA IRD (AFRICARE - PVO) — APPROPRIATION: SAHEL DEVELOPMENT PROGRAM

A. BUDGET IN CP: FY 1980 - $ 1600 BUDGET IN AID/W: FY 1980 - $_____
FY 1981 - $ 700 FY 1981 - $ 1,356
FY 1982 - MINIMUM: $ 1,600 CURRENT: $ -0- APPL: $ -0-

B. OBLIGATIONS TO MEET SPECIAL CONCERNS:

ADP ITEM	COUNTRY	SUB-CODE	1980 BUDGET IN CP	1980 BUDGET IN AID/W	1981 BUDGET IN CP	1981 BUDGET IN AID/W	1982 BUDGET IN AID/W MINIMUM:	1982 BUDGET IN AID/W CURRENT:	1982 BUDGET IN AID/W APPL:
1	PVOV		$ 1600	$ 1,600	$ 700	$ 1,356	$ 1,600		

FY 1982 ANNUAL BUDGET SUBMISSION
PROJECT BUDGETS AND OBLIGATIONS
TO MEET SPECIAL CONCERNS
(THOUSANDS OF DOLLARS)

PROJECT NUMBER AND TITLE: 6[illegible] FORESTRY EDUCATION AND DEVELOPMENT APPROPRIATION: SAHEL DEVELOPMENT PROGRAM

A. BUDGET IN CP: FY 1980 - $ 2000 BUDGET IN ABS: FY 1980 - $ 1,800

FY 1981 - $ 1500 FY 1981 - $_____

FY 1982 - MINIMUM: $ 1,000 CURRENT: $ 500 AAPL: $_____

B. OBLIGATIONS TO MEET SPECIAL CONCERNS:

AFR ITEM	SUB-CONCERN CODE	1980 BUDGET IN CP	1980 BUDGET IN ABS	1981 BUDGET IN CP	1981 BUDGET IN ABS	1982 BUDGET IN ABS MINIMUM:	1982 BUDGET IN ABS CURRENT:	1982 BUDGET IN ABS APPL:
[illegible]	ENTR	$ 500	$ 500	$ 405	$ 405	$ 250	$ 125	$_____
[illegible]	ENVR	$ 2000	$ 1,800	$ 1500	$ 1,500	$ 1,000	$ 500	$_____

DECISION UNIT: UPPER VOLTA

TABLE X SPECIAL CONCERNS
ADDITIONAL PROJECTS

PROJECT NUMBER AND TITLE	APPROP	CONCERN CODE		FUNDING FOR SPECIAL CONCERN ($000)				
						FY 1982		
		PRIME	SUB[1/]	FY 1980	FY 1981	MINIMUM	CURRENT	AAPL
686-0244 Eastern Region Food Prod.	SDP	ENVR	4	-0-	300	200	50	-0-
686-0248 Dori IRD, Phase II (OPG)	SDP	PVOU		-0-	200	-0-	200	-0-
686-0249 Rural Enterprises Devl. Phase II (OPG)	SDP	PVOU		-0-	1,200	300	-0-	-0-
686-0250 Strengthening Voluntary Sector Development	SDP	ENVR		-0-	-0-	-0-	350	-0-
		PVOL		-0-	-0-	-0-	100	-0-
		PVOU		-0-	-0-	-0-	200	-0-
686-0221 Agr. Human Resources Devl.	SDP	ENVR	2	1,000	1,425	1,150	-0-	-0-

1/ Use only for Environment Activities

PL 480 NARRATIVE

A. Introduction

The PL 480 program in Upper Volta is carried out through collaboration with Catholic Relief Services (CRS) as well as through a government-to-government program directly with the National Cereals Office (OFNACER) of the Government of Upper Volta under the Grain Marketing Development Project (686-0243). Both programs are Title II food. The Grain Marketing Development project provides OFNACER with the means to increase the effectiveness of its intervention in the cereals market by influencing fluctuations in producer and consumer prices, generating funds for construction of grain storage warehouses, personnel training, and the purchase of locally grown cereals. It also builds up a national security grain reserve as insurance against future drought years.

Title II foods distributed by CRS are an important element in meeting the nutritional needs of vulnerable groups in Upper Volta. The established CRS distribution system is the most efficient channel for direct impact on the nutritional needs of 0-14 year olds and pregnant or lactating mothers. This is especially true in the Maternal Child Health category where a proper food package is provided together with nutrition instruction and evaluation of the individual child's growth progress.

B. Self-Sufficiency

Through the early 1960's, Upper Volta was basically self-sufficient in grains and oil. Imports of foodstuffs were limited to wheat flour and small quantities of luxury foods. Wheat imports have steadily increased to a level of 20-30,000 tons annually. Upper Volta requires about 1,200,000 tons of cereals to meet the annual requirements of its population. Upper Volta has the capacity to be self-sufficient in years of normal rainfall. However, in every year except one since 1970 the harvest was not sufficient to meet annual requirements due to prolonged dry spells during the growing season. Consequently, per capita food production has not yet reached its pre-drought levels and the World Food Program characterizes Upper Volta as having a chronic annual shortage of 40-60,000 tons of cereals.

Nutritional indicators show that the people of Upper Volta, children in particular, are chronically malnourished. It is estimated that only 40% of the preschool-age children have acceptable body weight for age. Rates of infant mortality and child mortality (1-4 years) are among the highest in the world at 182 and 248 per thousand, respectively.

However, a high fertility rate more than compensates for a high mortality rate, and the population continues to increase. To feed itself, the population moves onto more and more marginal agricultural land and shortens restorative fallow periods. Because of this and lack of chemical fertilizers, the soils of Upper Volta are extremely nitrogen deficient.

C. Government Policy

Upper Volta's first priority is the achievement of food self-sufficiency and, eventually, production of an exportable surplus. To do this, the GOUV has placed more emphasis on small farmer production, in an attempt to increase food grain production through price incentives and reform of the public marketing and storage policies. Prices to farmers have been raised to encourage production, and free movement of cereals in any amount is permitted throughout Upper Volta. Last year OFNACER bought and sold grain in competition with the private sector, purchasing about 10% of marketed food grain. Official prices for grains have been raised to an attractive level to encourage food production. Through its decentralized system of eleven Regional Development Organizations, Upper Volta is promoting the adoption of better farming techniques. The number of extension agents is being increased (through AID assistance) to improve coverage of the rural areas. Investment in rural development amounts to a third of planned government investment.

D. Logistic Constraints

For the Title II CRS program FY 1982, there may exist storage, monitoring and transport limitations. Although Title II outreach grant has been signed for FY 1980 and 1981 implementation to overcome these problems, CRS will be asked to satisfy USAID that sufficient resources will be available in FY 82 to support the program. OFNACER storage and market intervention problems are being addressed through the sale of PL 480 Title II commodities to generate local currency for the financing of warehouse construction and the purchase of locally grown cereals.

PL 480 Title II

Narrative Mission Review of
Catholic Relief Services (CRS)
Operational Plan FY 1982

Introduction

The Upper Volta CRS program is one of the largest in all of Africa. The program areas include Maternal Child Health (MCH), A Food and Nutrition Program for School-Aged Children (School Feeding), Food for Work and Welfare assistance. The CRS Operational Plan for FY 1982 follows this USAID commentary and describes the Program in detail.

Commentary

A. Recipient categories and levels:

Recipient categories	FY 81 (per AER)	FY 82 Minimum	FY 82 AAPL
Maternal and Child Health	170,000	170,000	180,000
School Feeding	150,000	150,000	225,000
Food for Work	25,000	25,000	30,000
Welfare Assistance	15,000	15,000	15,000
TOTAL	360,000	360,000	450,000

The PL 480 FY 82 Minimum Decision Package reflects a continuation of FY 81 program levels, while the AAPL level represents what CRS has requested in their Operational Plan. (A Table XIII is attached for each level.) USAID intends to continue support to the CRS regular program but only at justifiable levels. Given the dearth of information available to USAID at this time, there is no substantive basis on which to justify a level above 360,000 recipients. As pointed out in the CDSS, precise tonnage levels of support for the regular program will flow from USAID analysis of the long-awaited CRS multi-year plan, a comprehensive evaluation of the program and other sources. That the multi-year plan has not been submitted is in part due to personnel turnover within CRS/Upper Volta. As for the evaluation, the lack of agreement on a scope of work between AID/W and CRS/NY for such evaluations has forced postponement of the evaluation until at least the Fall of 1980.

CRS Program Summary

The Maternal Child Health Program has as its goals the maintenance of an adequate rate of growth for the children registered in the program and

the improvement of the child-feeding habits of mothers attending.

The Food and Nutrition Program for School-Aged Children is very similar to the MCH program except that the educational target group includes teachers and children 6-14 years of age, as well as parents. The Growth Surveillance System uses a weight-for-height standard, and children are charted every three months.

The Food for Work Program is intended to provide economic assistance for projects which are likely to have significant socio-economic impact on the recipient population, and which are likely to have an improved chance of success because of food input.

The Welfare Assistance Program is directed towards these people who are unable to be self-supportive - the elderly, lepers, polio victims, etc. This program provides humanitarian assistance and generates much local good will. All the above programs operate nationwide.

CRS Managerial Capabilities

As CRS notes in the following operational plan, a Title II Outreach Grant provides CRS with the necessary financial support in FY 80 and FY 81 to expand and improve the Food and Nutrition Program, or 90% of all CRS Upper Volta programs. The grant covers vehicle procurement and maintenance, warehouse rental funds, and personnel costs for additional end-use checkers, warehousemen, etc. CRS should give careful consideration to the level of benefits from the grant that will extend in FY 82, and seek additional funds if needed. USAID's concern is that CRS have the logistic capacity to support a program of 360,000 recipients. Finally, CRS has been without a Director since August, 1979. USAID understands that a new Director will arrive in a few months - we welcome this as an important step in ensuring the success of this large program. There are no outstanding audit recommendations involving the CRS Title II program in Upper Volta.

Bellman Amendment

CRS addresses the questions of storage facilities and production disincentives in the Operational Plan outline. USAID concurs with the CRS conclusions, although it is USAID's hope that the final terms of reference for the above-mentioned Title II evaluation will provide for:

(1) more thorough exploration of the effects of CRS-distributed commodities on local food production;

(2) recommendation for a saturation point on the quantities of commodities to be distributed by CRS.

FY 1982 OPERATIONAL PLAN

Prepared by: Catholic Relief Services
Upper Volta Program
Title II PL 480
FY 1982 Food Program

I. Elements of Operation

A. Identification

1. Cooperating Sponsor: Catholic Relief Services - U.S.C.C.
   Country: Upper Volta (West Africa)
   Date Submitted: May 1980
   Counterparts: The Upper Volta Government Ministries of Health, Social Welfare, Rural Development, National Education and Finance
   The Catholic Church of Upper Volta
   The Protestant Church of Upper Volta
   Many Local Private Voluntary Agencies and Community Groups

2. Yembi Ouédraogo, Acting Director
   B.P. 469, Ouagadougou, Upper Volta
   Director devotes 75% of time to Title II activities
   Other Title II Supervisory Staff
   Paula Bertolin (American) Food and Nutrition Program Supervisor
   Albert Postle (American) Program Assistant
   Linda Postle (American) Supervisor for Primary School Growth Surveillance System
   Béatrice Kam (Voltaic) Asst. F&N Program Supervisor
   Hélène Baron (French) Asst. F&N Program Supervisor
   Françoise Pilon (Canadian) Asst. F&N Program Supervisor
   Deborah Wacirah (American) Asst. F&N Program Supervisor
   Esther Zongo (Voltaic) Asst. F&N Program Supervisor
   Philippe Biyen (Voltaic) Food and Materials Logistical Supervisor
   Alassane Konate (Voltaic) Food for Work Projects Manager

B. Area - Scope - Conditions of Operations

1. -2. Maternal Child Health (Food and Nutrition Program for Pre- and School-Aged Children and Mothers) attempts to address the problem of endemic child malnutrition by providing food assistance within a framework which permits the program to attack simultaneously three aspects of the problem: poverty, ignorance and inadequate consumption. By insuring adequate ration level distribution, accurate nutritional monitoring, and a program of education/motivation based on the change in the child's rate of growth, the food aid becomes at once an economic assistance to the family, a facilitating change in the food budget in favor of the child, a nutritional assistance to the child which corresponds to his consumption deficit, and an educational/ motivational assistance to the mother which enables her to see in real terms (the weight and health of her baby) the relationship between food and health.

The three objectives of the program are: The maintenance of an adequate rate of growth of the child, the permanent improvement in the child-feeding habits of the parents, and the nutritional maintenance of pregnant and nursing mothers. A comprehensive system of Growth, Surveillance permits the objective evaluation of the program by child, center, sous-prefecture, prefecture and country and also by season and year. Since the maintenance of an adequate rate of growth implies improvement (most Voltaic children do not maintain an adequate rate of growth), progress is measured by two benchmarks: an increase in the average percentage of nutritional standard (Harvard weight-for-age) and an increase in the percentage of children of acceptable weight for age.

Although precise definition is required for several program inputs such as the baby scale and the educational weight chart, the entire program (economic, nutritional, educational) is based on one central input assumption: that the ration being provided corresponds to the economic needs of the family as it applies to mother and child feeding and that the ration corresponds to the nutritional deficit of the child, the pregnant woman, or the lactating mother. A less than adequate ration means that the program cannot hope to reach its targeted nutritional objectives because the economic, nutritional and educational assistance plan cannot be implemented. Hence the major food donor for the program, USAID,must allow for a modification in rations during periods of nutritional emergency.

School Feeding (Food and Nutrition Program for School-Aged Children) attempts to address the problem of endemic child nutrition in the age group of 6 to 14. The operational theory and pedagogy for the "school lunch program" is the same as for the preschool program. The educational target group for this program includes teachers, older children and parents. The Growth Surveillance System uses a weight-for-height standard and charts the children every three months instead of every month. Progress is monitored by the supervisor for the Growth Surveillance System. All other input assumptions are the same.

Food for Work objectives are to provide economic assistance through food and to support socio-economic projects which have independant objectives. Since the value of this type of food assistance cannot be evaluated except as one of the inputs which make up the total value of the project, CRS/Upper Volta is very selective in providing Food for Work assistance and accepts only those project requests (Generally hydraulic, agricultural or educational in nature) which are likely to have a significant economic impact on the recipient population and which are likely to have an improved chance of success because of food input. Since Food for Work projects are usually of a short duration and are usually expensive to monitor, CRS/ Upper Volta uses only those infrastructures with which a relation of confidence has already been established.

Welfare Assistance is provided on a small scale for recipient categories which are unable, either temporarily or permanently, to be self-supportive. Recipients include those elderly who have been institutionalized because they have no family, lepers who are in rehabilitation programs or who are unrehabilitatable, polio victims, victims of natural disasters, and those who suffer from severe physical or mental infirmities. In addition to providing much needed humanitarian assistance this program generates a considerable amount of local goodwill and facilitates the negotiation of food programs with more realizable developmental objectives.

3. All food programs are nationwide.

4. Distribution to all centers (approximately 2,500) is made from CRS warehousing in Ouagadougou or in Bobo-Dioulasso. Minor warehousing facilities are provided by the Government of Upper Volta throughout the country. A complete system of receipting and reporting ensures that all deliveries reach their final destinations in entirety.

Transport costs for the Preschool and Mothers Program is paid for by the participants. Transport for the School-Aged Program is paid for by the Government of Upper Volta and by the parents of participants in the program. Transport for the Food for Work and Welfare Assistance Programs is usually paid for by the Government of Upper Volta or by local church or welfare organizations. In addition, the USAID grant AID/SOD/PDC-G-0266 has been provided to improve systems of transport and distribution (including monitoring of all deliveries) through fiscal year 1981. The purpose of the grant is to increase the number of recipients reached by CRS/Upper Volta by 63.6% over a two year period. This grant is to improve the CRS/Upper Volta logistical and administrative control system to the level where no centers suffer from stock disruption or incompletion by the last six months of FY 1981, and where there is a 98% record of accountability on all food shipments. This grant has improved considerable distribution to outlying centers which usually suffers from excess transport costs through reasons of inaccessibility.

5. The participation of the Government of Upper Volta in the CRS food program is extensive. Participation includes the payment of most of the importation costs, warehousing, transportation (internal) costs, as well as much of the planning and administration of programs. Food misuse on the part of public employees is punished severely by the Government; food misuse claims sometimes repaid by loss of a portion of the employee's salary. Collaboration in the apprehension of those who misuse food has increased greatly over the last three years. Government real expenses for the Title II food program are estimated to be $ 1,158,359 in 1982.

6. The only other significant food program in Upper Volta is the World Food Program. The only category of recipient which CRS has in common with the World Food Program is that of Food for Work. As WFP provides most of its food for work assistance to the Ministry of Rural Development, in the rare instances when CRS provides Food for Work assistance to this ministry, CRS verifies that there is no duplication by contacting both the Ministry and the WFP.

C. Control and Receipting - Records, Procedures and Audits

CRS maintains three record-keeping systems: (1) receipting, (2) inventory, and (3) dispatch. Survey reports (i.e., receipts) are performed on three different occasions: (1) on the ship's arrival at the port of Abidjan, (2) when the commodities are turned over to the inland transport company for transport to

Upper Volta, and (3) when the food arrives at CRS warehouses in country. Inventory control is assured by stock registers, delineated by commodity, and stock cards at each warehouse listed by shipment and commodity, which note all arrivals and departures. Dispatch control is assured by a notice of availability which is sent to the recipient center with a delivery authorization. The delivery authorization is returned to the warehouse by the truck driver. When the truck is loaded at the warehouse, the delivery authorization and a warehouse stock notice are both signed and dated by driver and warehouseman. Upon arrival at the distribution center, the supervisor will note the quantity of food delivered, sign and date the availability notice, which serves as a receipt, and return it to the warehouse for recording.

D. Port Facilities - Practices

1. The port of Abidjan is one of the most modern and best-equiped in West Africa. Off-loading and storage facilities are more than adequate.

2. The Government of Ivory Coast allows survey reports to be performed at the port of Abidjan, and the Government of Upper Volta allows survey reports to be performed upon arrival of commodities in Upper Volta.

3. Charges other than duty do not present a problem, although the Ivory Coast port charges are normally very high.

E. In-Country Storage, Transportation, and Production Disincentive

1. Acceptable and adequate storage is available in Ouagadougou and Bobo-Dioulasso. Because of program growth and because of emergency programs CRS has rented additional warehousing space on short-term leases. CRS's inland shipper has also made available a large amount of warehousing at no cost. The USAID Grant AID/SOD/PDC-G-0266 has been used during the fiscal years 1980 and 1981 to provide and improve warehouse facilities. The possibility of building a warehouse sufficient for most of our storage needs is being explored at present. At present there is no risk of spoilage due to warehousing shortage or incapacity in Upper Volta.

2. The only significant problem existing for inland transport is the continuing problem of reaching remote schools and centers throughout the year. The AID Grant, AID/SOD/PDC-G-0266, has allowed CRS transport systems to be greatly improved and expanded, especially in the most remote parts of the country. Until more developed economic and transport systems exist throughout the country this problem will continue to be significant. Another problem concerning transport is the continuing inability of certain parent groups to provide funds for transport of food

to their schools. These schools are often found in the most remote and economically disadvantaged areas and can least afford cuts in the amount of Title II foods that they receive.

3. CRS retains legal control of all food commodities until they are consumed by the recipient. The Government of Upper Volta recognizes CRS's right to exercise this control.

4. Production disincentive resulting from food aid is a function of the ratio of importation to local production, the ratio of consumer needs to local production and a function of the pattern of distribution of foods in Upper Volta. Upper Volta has been consistently unable to meet its population's food needs, especially in those areas which suffer from chronic famine. CRS has attempted to provide much of its assistance to those areas with the greatest needs. The tonnages provided by Title II represent only a small percentage of consumption in Upper Volta and with a nation-wide nutrition program, dispersion throughout the country is very great. Since the growth represented in the 1982 AER results primarily from the addition of new participants and does not represent an increase in ration, the ratio of food to recipient population remains largely the same. For example, 5 kilos of food are distributed monthly to participants in the Preschool program. Since this food is planned for a family of six individual rations are not overly large. In many ways it can be argued that food assistance, involved with nutritional planning, has had a positive impact in that it has improved the health of the recipient population, resulting in greater production, and has also increased future consumption expectations.

F. Processing - Reprocessing - Packaging

Not applicable.

G. Financing

1. Once the food arrives in country administrative costs including processing, storage, and repackaging are covered by local Government participation, local private organizations, and CRS (includes AID Grant). Transport of food to program sites is financed by local participation, by Prefectures, by ORD's, by local private groups, and by CRS through the USAID Grant. Benefits from this Grant will extend beyond the 1981 termination date. Program materials including educational materials, are provided by CRS and AID/Afr-G-1467 Grant. See Annex II, Contributions to Program, for details.

2. Commodity containers are sold by center or school directors or returned to CRS for sale. The fixed price per container is 20 CFA ($ .10) per flour sack and 10 CFA ($ .05) per oil container. This money is paid to CRS before a subsequent food shipment is made to a center. Receipts from containers are used to finance warehouse help, end-use checking and repackaging.

H. Acceptability

1. Not Applicable

2. The four types of food used in the CRS have been accepted very well by children and their parents. Milk is usually used in the preparation of porridges for infants and in the preparation of a yogurt-type mixture for school children. Rice and oil are especially appreciated as they afford a great degree of variety in combination with the traditional diet.

I. Program Publicity

1. The preschool program has a strong educational component which tries to insure that Title II food is used as a dietary complement and not as a replacement for traditional diet. The program requirements of growth surveillance, education, and nutritional demonstrations are assured by regular supervisory visits of the nutrition staff. The origin of the food is made very understandable to the recipients through the explanations of the nutrition staff, through explanations from the center health workers and through packaging received with the food. The school lunch program has a growth surveillance component and is in the process of devising an appropriate nutrition and health education program. Schools are visited regularly and CRS has become involved in large group meetings with all teachers from a particular region. Each school director is instructed in the best utilization of the food for his area and is instructed about the origin of Title II Foods.

2. As the program has been very well established in Upper Volta for many years publicity has not been a priority. Organizations and local groups come to CRS and ask for support from the program and local government officials have been very supportive. The main source of adverse program publicity comes from expatriates who are against food assistance programs in general.

II. Contributions toward the functioning of the CRS/Upper Volta Title II Food Programs, 1982

Donor	Requested or confirmed	Description	Total Value in Dollars	Percentage of Total
Private Local (Individual contributions by mothers for the preschool program, Parent Associations for the schools, religious groups).	Confirmed	Warehousing, salaries and operational costs of program on site, transport of food for pre-school program.	957,284	37.9%
Upper Volta Government (Prefectures, ORD's Ministry of Education, Ministry of Finance).	Confirmed	School program transport and storage of food, administrative salaries, ongoing administrative costs, food importation clearance processing.	1,158,359	45.8%
CRS Project Funds	Unconfirmed	Malarial component, training - administrative costs of the Food and Nutrition Supervision program vehicles, salaries	250,760	9.9%
CRS Operating Funds	Confirmed	Salaries of general CRS staff, administrative, warehousing, repackaging, operating costs of food monitoring	162,150	6.4%

FY 1982 ANNUAL BUDGET SUBMISSION

TABLE XIII

PL 480 TITLE II
(All Thousands)

DECISION PACKAGE: MINIMUM

I. Country UPPER VOLTA

Sponsor's Name Catholic Relief Services-U.S.C.C.

A. Maternal and Child Health . . . . . Total Recipients 170

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
170	NFD Milk	4,080	1,710
170	SF Cornmeal	4,080	1,142
170	Vegetable Oil	1,020	1,015
Total MCH		9,190	3,867

B. School Feeding . . . . . Total Recipients 150

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
150	NFD Milk	3,600	1,508
150	SF Cornmeal	5,400	1,512
150	Vegetable Oil	1,800	1,741
150	Rice	1,800	677
Total School Feeding		12,600	5,488

C. Other Child Feeding . . . . . Total Recipients None

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
N O N E	--	--	--
Total Other Child Feeding		--	--

D. Food for Work . . . . . Total Recipients 25

No. of Recipients by Commodity	Name of Commodity	KGS	Dollars
25	Rice	2,800	1,053
25	Vegetable Oil	150	149
Total Food for Work		2,950	1,202

E. Other (Specify) .(Humanitarian) . . . . . Total Recipients 15

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
15	NFD Milk	360	151
15	SF Cornmeal	360	101
15	Rice	360	135
15	Vegetable Oil	180	179
Total Other		1,260	566

FY 1982 ANNUAL BUDGET SUBMISSION

TABLE XIII

PL 480 TITLE II
(All Thousands)
DECISION PACKAGE AAPL

I. Country UPPER VOLTA

Sponsor's Name Catholic Relief Services-U.S.C.C.

A. Maternal and Child Health . . . . . Total Recipients 180

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
180	NFD Milk	4,320	1,810
180	SF Cornmeal	4,320	1,210
180	Vegetable Oil	2,160	2,149
Total MCH		10,800	5,169

B. School Feeding . . . . . Total Recipients 225

No. of Recipeints by Commodity	Name of Commodity	(Thousands) KGS	Dollars
225	NFD Milk	5,400	2,263
225	SF Cornmeal	5,400	1,512
225	Rice	2,700	1,015
225	Oil	2,700	2,687
Total School Feeding		16,200	7,477

C. Other Child Feeding . . . . . Total Recipients None

No. of Recipients By Commodity	Name of Commodity	(Thousands) KGS	Dollars
N O N E		--	--
Total Other Child Feeding		--	--

D. Food For Work . . . . . Total Recipients 30

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
30	Rice	3,600	1,534
30	Oil	180	179
Total Food for Work		3,780	1,533

E. Other (Specify) . (Humanitarian) . . . . . Total Recipients 15

No. of Recipients by Commodity	Name of Commodity	(Thousands) KGS	Dollars
15	NFD Milk	360	151
15	SF Cornmeal	360	101
15	Rice	360	135
15	Vegetable Oil	180	179
Total Other		1,260	566

Title II:

Government-to-Government

The Grain Marketing Development Project (686-0243) includes a Title II Section 206 component. As designed the Project Paper called for shipments according to the following schedule: Shipments: 5,000 MT in 1977; 10,000 MT in 1979, 12,000 MT in 1980; and 12,000 MT in 1981. While the 1977 and 1979 shipments were delivered as scheduled, AID/W delayed 6,000 MT of the 1980 shipment until the first quarter of FY 1981. Therefore, it appears likely that 6,000 MT will be carried over and shipped in FY 1982.

The proceeds from the sales of this grain by OFNACER (The National Cereals Office) will be deposited in a counter-part fund to provide support to the construction of 30 warehouses at selected sites throughout the country, to establish a rolling fund for the purchase of local grain, and to provide support for local and third country training of OFNACER participants.

1982 Program: 1/ 6,000 MT Red Sorghum
$134/MT
$804,000

1/ Calculation is based on the shipment of red sorghum. OFNACER and USAID Upper Volta have requested alternative grains including white sorghum and cornmeal that have a higher income generating potential than red sorghum. There is a low-demand for red sorghum in non-emergency situations. Should these requests be honored, the dollars value of grain shipped will increase.

OPTIONAL FORM NO. 10
JULY 1973 EDITION
GSA FPMR (41 CFR) 101-11.6

UNITED STATES GOVERNMENT

Memorandum

ANNEX #1

TO : AID/W, AFR/SFWA, Jim Kelly

DATE: May 31, 1980

FROM : USAID/Upper Volta, Acting Director, B. L. Eckersley

SUBJECT: Recurrent Costs

The CDSS review cable, (State 062209) requested that we submit furthur refined views of the recurrent costs problem in conjunction with the ABS. These are provided below.

No CIP is included in the FY 1982 ABS, as the CDSS review cable indicated that it is contrary to current AID policy. With regard to other alternatives suggested for dealing at the macro-level with the recurrent costs program, our judgment was as follows:

a) PL 480 Title II 206 or Title III programs could have the same effect as a CIP in terms of generating local currency to cover recurrent costs, simply substituting food imports for the broader range of imports possible under the CIP. However, the impact on a regular (and growing) basis, regardless of harvest results, of additional food in the amounts necessary to generate the needed local currency is not wise in our judgment. Possible disincentives to local production could quickly become a problem.

b) An agriculture sector grant is of interest on its own merits, as indicated in the CDSS. Substantial analysis and discussion with the GOUV will be necessary before we are prepared to go forward with such a program, however, and FY 1983 is the earliest that would be possible. We do not envision such a grant as being the sole or even primary solution to the macroeconomic problems caused by recurrent costs increases, and would like to consider other non-project assistance as well to deal with them.

We look forward to further guidance on AID policy with regard to non-project assistance. We understand this is under study, and hope that the results will be available soon enough to help us better conceptualize the role such assistance might play in our program for FY 1983 and subsequent years. As we are beginning that process in June and much analysis will need to be done, "soon enough" means very soon indeed.

5010-119

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

Per the CDSS guidance cable, we have taken a number of steps to improve our recurrent cost analysis and enlarge its scope. These include the commitment of additional staff resources to the careful examination of as many USAID projects as possible to determine their recurrent cost implications, as well as negotiation of an agreement with Syracuse University and DS/RAD to study the potential for local revenue generation and alternate mechanisms for collectively provided or financed services, such as user charges and voluntary associations. We are also undertaking bilateral discussions with other donors with respect to recurrent costs generated by their programs.

As promised, the Harvard/Montreal study has begun to clarify the issues which surround the recurrent costs question and it has produced preliminary quantifications of the ex-ante recurrent cost gap. For Upper Volta, this gap is estimated to be $10 million in 1982. This amount is equivalent to about five percent of annual foreign aid or approximately one percent of gross national product. Such a gap is estimated by subtracting recoverable (taxable) benefits from total recurrent costs. It appears to be basically in agreement with the order of magnitude estimated for total recurrent costs of the USAID program of $2.35 million in 1982. When the report becomes available this summer, the USAID will carefully analyse the Harvard/Montreal country study in order to ensure that the assumptions employed are not at variance with ours and that similar operationally useful definitions are being used.

The magnitude of the recurrent cost gap is sufficiently large that we believe we will be able to make a strong case for future non-project modes of assistance. Given the favorable policy framework and small-farmer orientation of the GOUV, there is a strong probability that non-project assistance can achieve a significant impact on the well-being of the poor majority.

Regardless of the merits of the case for non-project assistance, we are proceeding with a rigorous analysis of the potential for local revenue generation to meet recurrent costs. This analysis will be carried out by means of the cooperative agreement between Syracuse University and DS/RAD in collaboration with the National Administration School of Upper Volta (ENA). The Syracuse/ENA study of the potential for local resource mobilization and the distribution of revenue sources and expenditure patterns in a particular region of the country will contribute much insight to the question of how the GOUV can help its citizens to help themselves in acquiring public services (health, education, roads) and at the same time contribute to an amelioration of the recurrent costs problem of public service delivery. While not wishing to pre-judge the results of this study, it is reasonable to assume that although local participation and local revenue generation are important aspects of the correct policy response to the recurrent cost problem, they will nonetheless only contribute a fraction of the resources necessary to fill the recurrent costs gap.

If indeed there is a $10 million gap in 1982, then the additional public sector resources required amount to $1.50 per capita or about $3.75 per taxable adult. Head taxes are now set at $2.40 to $3.60 per taxable adult and the rate of recovery is less than 50%, so some means other than direct individual taxes would likely be necessary to meet this gap through local resources. To a modest extent the gap can be reduced by devolution of control to local levels for taxation and decision-making over public service delivery, and that type of political reform is now being considered by the Commission for Administrative Reform. Other types of user charges and possibilities for pricing of public goods will be examined and proposed by the Syracuse University/ENA team. Even with success of these efforts, however, the recurrent costs gap will remain a problem of serious dimensions for Upper Volta.

With respect to our own projects, we will add a PSC assistant to the Program Economist in September/October in order to enable him to supervise the collection of field data on USAID projects to refine the initial recurrent cost estimates made last fall on the basis of project papers, quarterly financial reports and discussions with project managers. We hope to use the services of a recently established economics consulting firm in Ouagadougou. If analyses of several small projects' recurrent costs are thoroughly and competently done, we will consider expansion of analysis to more projects with the assistance of local economics expertise. Regardless of the scope of work to be accomplished by the local consulting firm, we hope by late fall to have a much more accurate set of estimates of recurrent costs than were available as of December, 1979, both for our own projects and for other donors. More important, for several projects the recurrent costs will be set against recoverable (taxable) benefits to determine the net recurrent cost gap as measured by the Harvard/Montreal study.

For discussions with other donors, we have prepared a translation of the CDSS to serve as a basis for exhange of information. It is apparent that no other donor has done as much as we have in attempting to quantify the recurrent costs of its projects. It is also clear that if we can assemble the requisite information, we will be performing a great service for the Ministry of Plan which should begin to keep systematic records of the GOUV's future obligations. As we gather the data, we will consult with the Ministry of Plan to discuss the implications of what we discover and hope eventually to propose seminars with the participation of Harvard/Montreal consultants and training for Plan personnel to institute a tracking system and carry out recurrent cost analyses of their own.

The recurrent cost analysis requires a great deal of staff time and other resources, but we have come to the conclusion that a variety of approaches (through ENA, Ministry of Plan, other donors and USAID itself) and expanded analyses are critical to coming to grips with a central problem of long-term economic development for both Upper Volta and the Sahelian countries in general. Neither the cost nor the potential benefits of careful analysis and policy formulation should be underestimated.

As the above analysis indicates, we are taking significant steps to enhance our understanding in detail of the recurrent costs problems. One thing that is clear without any further analysis, as we have indicated in the CDSS, is that the recurrent cost problem will continue to grow geometrically as assistance levels continue to rise and the effects of previous assistance are more fully felt. It is urgent that we and others continue to explore all potential means for coping with this, including non-project assistance, and within that including, if policy allows it or can be modified to allow it, a CIP.