

UNCLASSIFIED

**Annual Budget
Submission**

FY 1985

CONGO

BEST AVAILABLE



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Agency for International Development
Washington, D.C. 20523

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CONGO FY 1985 ANNUAL BUDGET SUBMISSION

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NOTE: Tables VIII and IX: The AID program in the Congo is managed by direct hire staff in Zaire. The staff used to design and implement the Congo AID program is included in the Zaire ABS. Operating expense requirements for the Congo, which include one long-term PSC and all related support, are included in the Zaire operating expense budget.

CONGO FY1985 ABS

ACTION PLAN

I. Introduction

a. General

For the Congo, USG long-range strategic objectives include economic assistance that enhances U.S. influence; builds up a pro-American constituency within the GPRC; promotes true non-alignment; encourages the Congo's stabilizing efforts in Central Africa; influences the Congo toward better understanding of U.S. positions in international fora; increases American access to Congolese resources, trade and investment; and provides meaningful development assistance to the poor majority, particularly private independent smallholders and farm cooperative members. USAID plans to address these objectives principally in agriculture by training and assisting private small farmers in post-harvest loss reduction (crop preservation and storage), cooperative management, and seed improvement and propagation; and by encouraging a crop marketing system different from and superior to existing state farms and marketing boards. Programs in health also are designed to improve the quality of rural and urban life while projecting a sympathetic image for the U.S.

As described in the FY84-85 SPSS submitted this year, the program proposed herein will serve these objectives in the Congo.

b. Training Emphasis

In addition, Congolese leaders, managers, technicians, entrepreneurs and rural leaders will participate in management seminars and technical and specialized training programs in the U.S., the Congo and in other African countries. Some of this training will be financed from a central training fund whose annual expenditures for the Congo average \$100,000 (AMDP). Additional training is provided for in the agricultural production and public health projects that USAID will support in FY84 and 85.

One purpose of the training is to broaden the exposure of Congolese leaders and influentials to American institutions, philosophy, skills and knowhow. Special emphasis is planned for training:

- about 25 zone chiefs and warehouses managers in data collection, crop storage and fumigation techniques (Western Congo);
- 150 seed technicians, specialists, sector and zone chiefs, and cooperative agents in seed production and seed farm management (Western Congo);
- if the CCCD program is funded, some 50-60 immunization and childhood disease control personnel in immunization techniques, record keeping, health education, oral rehydration therapy, EPI programming, information and publicity, and cold chain management (major population centers);

- about 100 village health workers in the recognition, treatment and referral of common diseases, sicknesses, traumas, nutrition deficiencies, and in record keeping and health education (Western Congo); and
- 60-65 Congolese entrepreneurs and parastatal enterprise managers in American business management techniques, particularly to increase their understanding of the positive role that market forces play in economic life and national development (Brazzaville and Pointe-Noire).

Total FYs 84-85 Participants for All Activities

(\$000 costs for both USAID and AID/W funded Projects)

	<u>FY 84</u>		<u>FY 85</u>	
Out-of-country training	9	\$ 72	10	\$100
In-country training	<u>215</u>	<u>\$109</u>	<u>155</u>	<u>\$170</u>
TOTAL	224	\$181	165	\$270

With major emphasis on building an agricultural and health institutional base in the Congo, and on enhancing the likelihood that this base will become a strong and self-sustaining one in the later 1980s, our program is one in which political and developmental objectives go hand-in-hand to benefit both the U.S. and host country.

II. Agriculture and Rural Development

a. Introduction

AID's Policy Paper, "Food and Agricultural Development," provides the foundation for our agricultural program in the Congo. In it, the Agency's sectorial objectives are defined as "increased agricultural production, greater economic efficiency in marketing (emphasis supplied) and distribution of agricultural and food production... and improved food consumption..." These themes are repeated in various Africa Bureau Policy Statements. The objectives coincide with USAID's in the Congo as expressed in the SPSS.

USAID's approach to agricultural assistance in the Congo, in close cooperation with CARE, is in consonance with the AFR Food Sector Assistance Strategy Paper of October 1981. In this document, the Bureau specifies that "AID-assisted projects should also look toward those institutions and activities which encourage and support the role of small-scale farmers and entrepreneurs in the development process. The development of commercial small-scale food production, through human resource development and the creation of appropriate local-level farmer-managed organizations, should be a major thrust

of AID in African agriculture. The role of PVO's ... will be important in this undertaking."

The general goal of the AID/CARE/GPRC agricultural program is to help the Congo become food self-sufficient by 2000 through improving the production, distribution and quality of food crops (chiefly paddy rice, peanuts and corn); increasing the well-being of private smallholders in two agricultural regions of the Western Congo (Niari and Lekoumou); and strengthening both national and local agricultural organizations and institutions (public and private) as these goals are pursued. The program conforms well to a new emphasis on strengthening smallholder agriculture which emerged from the ruling Congolese Labor Party's Central Committee meeting of April 20-30, 1983.

A \$1,000,000 program to improve farm-to-market roads in the Niari and Lekoumou regions has also been proposed in the context of security assistance (83 Brazzaville 1178).

b. Crop Preservation and Storage

- 1) The specific objective of the off-farm food crop preservation and storage program is to introduce and reinforce small farmers' confidence that they can obtain more revenue by reducing post-harvest losses, and command better prices from crops buyers by improving the quality of their crops.
- 2) In FY84-85, crop preservation and storage facilities for smallholders will be improved in the Niari and Lekoumou regions. A training center, offices and housing will have been completed for the Niari project; 9 crop warehouses built and 11 refurbished (26 more planned or under construction); and crop storage and preservation training courses will be held for local village leaders and extension agents throughout affected districts in the two target regions.

c. Seed Improvement and Propagation

The purpose of improving the quantity and quality of food crop seeds and cultivars is to rejuvenate local stock and to introduce more productive, disease-resistant and profitable varieties of food crops to local farmers.

Beyond the strengthening of local farm cooperatives lies the goal of increasing the economic leverage of smallholders in the Niari and Lekoumou regions, particularly in contrast to the inefficient, low-yielding and cumbersome state farms and government crop marketing boards.

During FY84-85, a 50-hectare seed farm will be established; an initial seed stock will have been contributed to the farm by the GPRC experimental station at Loudima; up to 40 tons annually of improved paddy, peanut and maize seed should be distributed by the Mossendjo seed multiplication center to smallholders organized into cooperatives in the two regions; and adaptive research test plots will be set up for

further seed testing in both regions. A seed dryer and seed and pesticide storage warehouses should be in place; several training programs successfully completed; expatriate and national employees hired; test plot data analyzed; and a second and third round of seed variety trials held.

d. Cooperatives

The objective of improving agricultural cooperatives in the Congo is connected closely to basic U.S. program strategy. Working through CARE, our aim is to strengthen and assist small farmers in the Southwestern Congo to join together to market their food crops. The benchmark of success will be to encourage the GPRC to balance its policy of supporting state farms and crop marketing boards by doing more to encourage the growth of private, independent farms as the backbone of the Congo's rural economy. As noted in II^a above, a new Central Committee emphasis on smallholder agriculture is encouraging.

In FY84-85, additional small farmer cooperatives will be organized and strengthened by management training in cooperative development and cooperative operations.

A regional training center will be built or refurbished in Lekoumou for such courses; a cooperative-operated system will be established for the purchasing, storage, protection and resale of crops; and a revolving fund system will be in place for the purchase of smallholders' crops by the cooperatives in both target regions. A system will be instituted whereby cooperative members will store, weigh, bag and fumigate their crops at greatly reduced cost, thus making possible increased income from the sale of superior food crops.

III. Public Health

a. Introduction

In accordance with AID's "Health Assistance Policy Paper," USAID aims to encourage the Congo to provide self-financed access for its population to basic preventive, promotive and curative health services. Our health program in the Congo is designed to increase individual and community understanding of and participation in attacking health problems, thus encouraging their interaction in improving the health and nutrition status of the country.

In particular, USAID's health strategy in the Congo has been developed within the framework of the Africa Bureau's "Africa Health Strategy Statement" (January 1983). It is designed to assist in:

- "developing an improved primary care system;
- "strengthening health planning and management capability;

- "improving technology for the effective control of disease; and
- "the development of human resources."

b. Sector Goal

The goal of our health program in the Congo is to provide and improve basic health services; to enhance the health status of poor Congolese families in both rural and urban areas; to promote better food and nutrition; and to continue improving control of childhood communicable diseases nationwide.

c. Proposed Activities

In FY84-85, also concentrating its principal sector activities through CARE and other private and public organizations, USAID programs to attain our health and nutrition objectives include organizing and implementing a program with village health workers in 30 localities of the southwestern Congo; continued assistance to an expanded national program of immunization against childhood diseases and other serious causes of infant mortality (through a multidonor CCCD program); delivery of privately-supplied contraceptives and of family planning TA to hospitals and clinics in major population centers in the central and southern Congo; and expansion of a maternal child health nutrition center in Brazzaville, via an OPG to the Salvation Army (PVO).

NOTE: Creating and building toward self-sustaining institutional capacity will characterize all planned AID development activities in the Congo. Examples include strengthening farm cooperatives and village health teams in the rural southwestern Congo; a strong regional center to supply more productive and disease-resistant seeds to smallholders in the two target regions; a new village health care system in Niari staffed with trained GPRC-paid health workers; and a community-supported MCH/nutrition center managed by the Salvation Army for poorer mothers and children living in the outskirts of Brazzaville.

IV. OTHER

a. Country Support

One indication of the viability and likely success of the AID development activities outlined above is represented by GPRC support. The estimated GPRC contribution to the two smallholders agricultural programs alone amounts to \$2.3 million, vs. \$6 million from the USG, through FY87 (estimated LOP). Inter alia, the GPRC's cash and in-kind contributions include in-country training program costs, land, buildings, staff salaries, and equipment and transportation costs.

b. Evaluation

USAID's bilateral program support during FY84-85 is to two coordinated smallholders agricultural projects in the Niari and Lekoumou regions. The second of these projects is now being designed. In the process, particular attention will be paid to the interim evaluation of the first one, to be completed by June 1983.

c. Implementation

So far, only one significant implementation problem has been identified: the isolation and lack of amenities in the rural southwestern Congo make it difficult to attract and retain qualified francophone technicians (both agriculture and health).

d. Donor Coordination

AID and CARE collaborate with the French aid program in EPI (CCCD) and in the seed phase of the smallholders project. There is cooperation with WHO nationally in the EPI activities, and regionally with the primary health care project in Niari. Continued assistance also is anticipated from the FAO in crop fumigation training, as well as in providing cultivar and seed stock to the Mossendjo seed farm.

e. Strengthening Program Management

USAID is adding a PSC to our staff. Based in Brazzaville, she will work with the Kinshasa Mission, the Embassy, CARE, the GPRC and others to improve coordination and general management of the entire program.

f. PL 480

No Title I food has been allocated to the Congo for FY85. Tentatively, an allocation of USD 2 million has been made for FY84. This is an insufficient basis on which to build an extensive policy dialogue, although there may be some discussion on one or two carefully-selected items. For the same reason, we foresee limited opportunity to undertake policy measures to increase local food availability; to establish self-help measures; or to undertake long-term joint measures for the utilization of local currencies.

NOTE: The basic (Country) Agreement for Title I programs in the Congo, dated August 16, 1982, provides additional background information. No Title II or Title III programs have been requested.

FY 1985 ANNUAL BUDGET SUBMISSION
TABLE I - LONG RANGE PLAN BY APPROPRIATION ACCOUNT (\$000)
COUNTRY/OFFICE Congo

	FY 1983	FY 1984		FY 1985	PLANNING PERIOD			
	ESTIMATE	CP	ESTIMATE	AAPL	1986	1987	1988	1989
AGRICULTURE, RURAL								
DEV & NUTRITION								
Total	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Grants	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Loans	-	-	-	-	-	-	-	-
POPULATION								
Total	-	-	-	-	-	-	-	-
Grants	-	-	-	-	-	-	-	-
Loans	-	-	-	-	-	-	-	-
(Cent.Proc.Commod.)	-	-	-	-	-	-	-	-
HEALTH								
Total	-	-	-	-	-	-	-	-
Grants	-	-	-	-	-	-	-	-
Loans	-	-	-	-	-	-	-	-
EDUCATION								
Total	-	-	-	-	-	-	-	-
Grants	-	-	-	-	-	-	-	-
Loans	-	-	-	-	-	-	-	-
SELECTED DEV ACTIVS.								
Total	-	-	-	-	-	-	-	-
Grants	-	-	-	-	-	-	-	-
Loans	-	-	-	-	-	-	-	-
FUNCTIONAL SUBTOTAL								
Total	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Grants	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Loans	-	-	-	-	-	-	-	-
DA ACCTS								
Total	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Grants	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Loans	-	-	-	-	-	-	-	-
(of which PVOs)	(1,000)	(1,000)	(1,000)	(1,000)	(1,000)	(1,000)	(1,000)	(1,000)
ESF								
Total	-	-	-	-	-	-	-	-
Grants	-	-	-	-	-	-	-	-
Loans	-	-	-	-	-	-	-	-
DA and ESF Total								
Total	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Grants	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Loans	-	-	-	-	-	-	-	-
PL 480 (non-add)								
Title I	-	2,000	2,000	-	-	-	-	-
(of which Title III)	-	-	-	-	-	-	-	-
Title II	-	-	-	-	-	-	-	-
Housing Guarantees	-	-	-	-	-	-	-	-
TOTAL PERSONNEL								
USDH	-	-	-	-	-	-	-	-
FNDH	-	-	-	-	-	-	-	-

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TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT
FY 1983 to FY 1985 (\$ thousands)

Country/Office CONGO

<u>APPROPRIATION ACCOUNT</u>	<u>FY 1983</u>	<u>FY 1984</u>	<u>FY 1985</u>
Agriculture, Rural Development and Nutrition			
679-0002 Smallholder Agricultural Development (G)	1,000	1,000	1,000

TABLE IV PROJECT BUDGET DATA

1985 ABS -- CONGO

Number	Title	G/L	OBL Date Init. Final	Total Cost Auth. Planned	FY82 Pipeline	FY83 OBL Expend	FY84 OBL Expend	FY85 AAPL Thru	FY86 OBL	FY87 OBL	FY88 OBL	FY89 OBL
<u>Aq., Rural Dev. and Nutrition</u>												
679-0001	Smallholder Ag. Dev.	G	81 82	3,000	2,639	-	1,000	-	09/85	-	-	-
679-0002	Smallholder Ag. Dev.	G	83 85	-	3,000	-	1,000	250	1,000	09/87	-	-
	Appropriation Total			3,000	2,639	1,000	1,250	1,000	3,100	1,000		
	Grant			3,000	2,639	1,000	1,250	1,000	3,100	1,000		
	Loan			-	-	-	-	-	-	-		
<u>Health</u>												
679-0005	Nutrition Education Dev. and Training	G	80 80	227	227	87	87	-	-	10/83	-	-
	Appropriation Total			227	227	87	87	-	-	-		
	Grant			227	227	87	87	-	-	-		
	Loan			-	-	-	-	-	-	-		
	Program Total			3,227	6,227	2,726	1,000	1,337	1,000	3,100	1,000	
	Grant			3,227	6,227	2,726	1,000	1,337	1,000	3,100	1,000	
	Loan			-	-	-	-	-	-	-		

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TABLE V - FY 1985 PROPOSED PROGRAM RANKING				Country/Office CONGO		
RANK	PROGRAM ACTIVITY	ONGOING NEW	LOAN GRANT	APPR ACCT	PROGRAM FUNDING (\$000)	
	DESCRIPTION				INCR	CUM
	<u>New and Continuing Projects</u>					
1	679-0002 Smallholder Agricultural Development	Ongoing	Grant	ARDN	1,000	1,000

CONGO FY1985 ABS

EVALUATION PLAN

A. ISSUES NARRATIVE

In FY83, two evaluations will be undertaken: a mid-term evaluation of the Congo Smallholder Agricultural Project 679-0001 and the final evaluation of the Expanded Program for Immunization 698-0410.33 (an AIP project).

During the FY84-85 period, three projects will be evaluated in the Congo. Two of these three projects are in the Public Health Sector. These will be end-of-project evaluations. The third project, the Congo Smallholder Agricultural Project 679-0001, will be evaluated at the end of Phase II.

The purpose of these three evaluations is to determine the efficacy of these projects in reaching the sectorial aims of the US Development Assistance Program in the Congo and to measure the progress made in reaching the benchmarks set for these activities.

From the findings of these evaluations, recommendations will flow for funding additional phases for existing projects, as well as possible funding for additional projects.

The FY84-85 evaluation schedule is consistent with the Congo FY85 ABS Action Plan. The evaluation of the Congo Smallholder Agricultural Project 679-0001 in FY85 will measure the degree of success the project is having in assisting small farmers in the private sector to increase their participation in the production, storage and marketing of crops.

The evaluation of the two public health projects will focus on determining the success of these projects in increasing individual and community understanding of, and promoting the improvement of, health and nutrition in the country.

The key issues to be addressed in all three evaluations planned for FY84-85 are in conformance with those addressed in the Congo's SPSS and with the Agency's program priorities.

A presentation of these follows:

1. Popular Participation

To what extent do program recipients play a meaningful role in the implementation of each project?

2. Institution Building

What permanent infrastructure will be left behind which will contribute to the program, at the end of the project?

3. Financial Sustainability

Does it seem likely that GPRC budget contributions will be sufficient to sustain the projects after PACD?

4. Training

Will Congolese leaders and technicians participating in projects acquire sufficient management and technical skills to continue implementing the projects without outside assistance?

5. Technology Transfer

Is the type of technology being transferred in the projects appropriate to the milieu and special needs of the Congo?

6. Effective Use of PVOs

Are the PVOs, CARE/Congo and Salvation Army, effective in implementing the US Assistance Program in the Congo?

B. LIST OF PLANNED EVALUATIONS (TABLE VII) (attached)

TABLE VII - LIST OF PLANNED EVALUATIONS
 FY 1985 ANNUAL BUDGET SUBMISSION
 COUNTRY/OFFICE CONGO

Project List (Project No. & Title)	FY 1984		FY 1985		Reasons/Issues	Funding Source (\$000)	USAID Person Days	Collateral AID Assistance
	Last Eval Completed (Mo./Yr.)	Start To AID/W (Qtr)	Start To AID/W (Qtr)	End To AID/W (Qtr)				
<u>Agriculture, Rural Development and Nutrition</u> 679-0001 Smallholder Agricultural Development		3	4		PACD - 9/85 End of phase evaluation. This project's success at meeting progress goal, purpose and outputs will be evaluated. In particular, the project's impact and its sustainability will be examined. The advisability of adding a new phase will be evaluated. Key issues: 1+2+3+4+5+6	Project	20	REDSO - 21 days Contractor - 21 days.
<u>Health</u> 679-0005 Nutrition Education	1	2			PACD- 10/83 End of project evaluation. The project's degree of success in reaching goal, purpose and outputs will be evaluated. The evaluation will look at the impact of the project on the beneficiaries and on the overall CPRC Health Programs. Key issues: 1+2+3+4+5+6	PL 480 Title I Counterpart funds	10	None
698.0410.33 <u>Primary Health Care</u>		1	2		PACD - 6/84 End of project evaluation. The evaluation will focus on the success of the project in meeting project goal, purpose and outputs. A close look will be given to the impact of the project on the beneficiaries and on the overall CPRC Health Programs. Key issues: 1+2+3+4+5+6	PL 480 Title I Counterpart funds	10	None

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TABLE XI

P.1. 480 TITLE I/III REQUIREMENTS
(Dollars in Millions, Tonnage in Thousands)

COMMODITIES	FY 1983			Estimated FY 1984			Projected FY 1985		
	Agreement \$ MT	Shipments \$ MT	Carry into FY 1983 \$ MT	Agreement \$ MT	Shipments \$ MT	Carry into FY 1984 \$ MT	Agreement \$ MT	Shipments \$ MT	Carry into FY 1985 \$ MT
Title I	-	-	-	2	2	-	-	-	-
Rice	-	-	-	6.0	6.0	-	-	-	-
Total	-	-	-	2	2	-	-	-	-
Of which Title III	-	-	-	-	-	-	-	-	-
Total	-	-	-	-	-	-	-	-	-

COMMENT:

Congo FY 84-85 ABS
Non-Bilateral Funded Activities
(Estimated)

Project Title Project Number	Date Begun PACD	LOP Cost (\$000)	USAID Over- sight Office	Priority	Time Spent (1) on Activity
EPI (CCCD) (2) 698-0410.33	09/26/80- 06/30/83	250	GDO	H	15%
Primary Health Care 698-0410.39	06/17/82- 06/17/84	500	GDO	H	15%
AMDP 698-0433	On-going	200 (3)	GDO/HRD	H	6%
SHDS 698-0398	On-going	800 (4)	GDO	L	2%
Human Rights 679-9801	On-going	20 (5)	GDO	M	< 1%
Special Self-Help 679-9901	On-going	80	GDO	M	< 1%
ETMA (Environmental Management)	03/15/83- 09/30/85	55	GDO	L	2%
NAS/BOSTID (Forestry Project)	12/13/82- 06/30/84	50	GDO	L	0%

(1) About 15% of all USAID/Zaire's work time is spent on Congo affairs, chiefly by the General Development Office (GDO). About 60% of this time is spent on bilateral funded activities. This column shows how the balance of Mission time (40%) is divided among non-bilateral programs.

(2) Expanded Program of Immunization, 09/26/80-06/30/83; a successor CCCD program is under review.

(3) Average estimated annual expenditures of \$100,000.

(4) 20 Participating countries will share \$19,543,000 in FY 84-85.

(5) Projected expenditures based on average of past four years.