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**PAN AMERICAN DEVELOPMENT FOUNDATION
HURRICANE GEORGES RECOVERY PROGRAM
QUARTERLY PROGRESS REVIEW**

October-December 1999

USAID Cooperative Agreement No. 521-A-00-99-00072-00

PADF

B.P. 15574 Petionville, Haiti

Delmas 31, No. 27

Port-au-Prince, Haiti

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**PAN AMERICAN DEVELOPMENT FOUNDATION
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List of Acronyms

CARE	Cooperative for American Relief Everywhere
CBO	Community-Based Organization
CDMP	Caribbean Disaster Mitigation Project
CDRH	Centre de Développement des Ressources Humaines
CECI	Centre Canadien d'Etudes et Coopération Internationale
CIAT	Centro Internacional de Agricultura Tropical
CRS	Catholic Relief Service
DMP	Disaster Mitigation and Preparedness
FAVA	Florida Association of Voluntary Assistance
FEMA	Federal Emergency Management Agency
GOH	Government of Haiti
HGRP	Hurricane Georges Recovery Program
IR	Intermediate Result
M & E	Monitoring and Evaluation
MIS	Management Information System
NGO	Non-Governmental Organization
OAS	Organization of American States
OFDA	Office of Foreign Disaster Assistance
ORE	Organization for the Rehabilitation of the Environment
PADF	Pan American Development Foundation
PVO	Private Voluntary Organization
RFA	Request for Application
RIG	Regional Inspector General (USAID)
SECID	South-East Consortium for International Development
SO	Strategic Objective
TA	Technical Assistance
USAID	United States Agency for International Development
USDA	United States Department of Agriculture

I. EXECUTIVE SUMMARY

In September 1998, Hurricane Georges caused extensive damage in Haiti, particularly in the southern regions. The vulnerability of many localities—areas where a large percentage of the population was already suffering from acute levels of poverty—was significantly heightened by this natural disaster. The USAID-funded Hurricane Georges Recovery Program developed by the Pan American Development Foundation (PADF) is a humanitarian aid response to the most severe effects of the hurricane. The strategic objectives are designed to enhance the capacity of selected communities to recover from the economic impact of the hurricane and to better prepare them for future natural disasters. The targeted results of the program are as follows:

- ♦ to improve food production capabilities in affected areas through production of high-yielding staple crop seeds and plant materials to be made available to participating farmers;
- ♦ to restore productive and social infrastructure by reconstructing farm-to-market secondary and tertiary roads, rehabilitating small irrigation systems, repairing potable water systems, and fixing rural schools damaged by the hurricane;
- ♦ to reduce the environmental impact of future disasters through soil conservation interventions and treatment of degraded ravines, through promotion of environmentally sustainable agricultural practices, and by undertaking a series of small-scale environmental protection initiatives in key micro-zones;
- ♦ to support the above activities with appropriate technical assistance packages and extension activities; and
- ♦ to increase local capacities to address disaster mitigation and preparedness through an extensive training program at local levels, accompanied by workshops, conferences, and coordination efforts at the regional and national level.

On September 27, 1999, USAID/Haiti signed a Cooperative Agreement with PADF to oversee an integrated set of interventions to address many of the identified needs of targeted communities affected by the hurricane's passage and to coordinate these activities with all prospective partners. This coordination has already begun through a collaborative process involving USAID and other supporting US governmental agencies, supervisory sub-grantee institutions, local implementing community-based organizations, and the Haitian government at national, departmental, and local levels. The program implementation methodology calls for a high level of community involvement during the planning, execution, and monitoring phases, and the extensive experience of PADF and its partners executing similar projects throughout Haiti is facilitating the process of rapidly identifying sub-projects and getting local communities on board.

The first quarter of the HGRP activities has focused on office set-up and staff mobilization, preparation and review of technical and administrative guidelines, contact and coordination with many of the institutions implicated in program planning, implementation, and monitoring, and initiation of negotiations with potential sub-grantee organizations, particularly those involved in IR 2 and IR5 support elements, a number of whose proposals were subsequently submitted for USAID/Haiti review. A six-month HGRP workplan was submitted on January 10, 2000.

II. PROGRAM ACTIVITIES AND RESULTS

I. MOBILIZATION AND ADMINISTRATIVE SUPPORT

PADF started mobilizing resources in anticipation of the eventual approval of its Hurricane Georges Recovery Program proposal shortly after its submission at the end of July 1999. These preparations included the rental and beginning renovations of an adjacent building to allow for program expansion while maintaining close physical ties to PADF central offices, and the initiation of the technical and administrative staff recruitment process. Starting on September 1, the potential Administrator of the HGRP was hired by PADF on a consultancy basis to assist with program planning, interviewing, and other start-up issues to facilitate timely mobilization once an agreement was reached. The proposed HGRP Technical Director also worked on staff recruitment on a PADF-funded consultancy for one week during September. After resolution of a number of USAID/Haiti issues involving community participation and remuneration policies, seed pricing, infrastructure maintenance training, sub-grant proposals, staffing, counterpart contributions, procurement, and emergency contingency funds, Cooperative Agreement No. 521-A-00-99-00072-00 was signed by the Mission on September 20. Upon review, PADF requested several modifications and, once these changes were incorporated in the document, subsequently countersigned the accord on September 27. The obligated funds were immediately made available to the PADF letter of credit during the first week of October.

A. Office Set-up

Upon program ratification, PADF immediately undertook additional renovations to the newly-leased annex that would house the HGRP, such as masonry and carpentry work to create more office space, painting, iron security grillwork, window and lighting replacement, and plumbing repair. The entire electrical system was upgraded to handle the increased electrical load required by the new office equipment and the system was tied into PADF's central generators. The building was wired for a UPS and a computer network and an air conditioning system was installed. A guard observation post was constructed at the entrance for increased office security and an additional enclosed parking area was rented across the street from the premises. The new office was fully functional by the first week in December. In the interim period, all HGRP project staff worked out of limited office space in the upstairs conference room of the PADF/PLUS Seed Center Annex.

B. Staff Hiring

While many key staff were identified in the PADF proposal, other important positions needed to be recruited both before and after project signature. The positions of Technical Director, Administrator, Chief Accountant, and three of the four technical supervisors were committed to the HGRP at the proposal stage. All except the Administrator were former PADF employees. The Technical Director, a Haitian national, was recruited back to Haiti from a long-term international posting and, being required to give adequate notice, was not able to take up his

position full-time with HGRP until mid-November. In addition to his initial consultancy work in September, however, he was also available to the project during a key 10-day stretch in mid-October.

As agreed upon by USAID in the issues negotiations, the PADF Representative to Haiti took on the HGRP directorship during the mobilization period on an interim basis until the permanent position could be filled. An international recruitment process led by PADF/Washington was begun in mid-September, and three highly qualified candidates were identified and interviewed by mid-December. Mr. Daniel O'Neil was nominated in late December, and with the Mission providing timely concurrence he was on board by the first week of January.

Interviews were held in September for the remaining Technical Supervisor position, which was offered to a former PADF/Jobs Program hydraulic engineer, Mr. Gary Filipi. Administrative staff interviews were conducted beginning in September, as well. When the Chief Accountant identified in the proposal declined the PADF/HGRP job offer, the top verifier candidate, Ms. Judette Gagneron, an experienced accountant with over eight years in the private sector, was offered the position. Both of these positions were listed in the Substantial Involvement clause of the CA and both candidates were subsequently approved by USAID/Haiti. An Executive Secretary with significant experience with USAID-funded programs and a receptionist were hired in October from among the applicants already on file at PADF. A Driver was engaged in late November as a transfer from PADF/PLUS.

The verifier candidates were chosen from a wide selection of applicants from a recent PADF/PLUS recruitment for a similar accounting position. After being interviewed and tested, the top three candidates were offered positions. One is a former Assistant Accountant for a USAID contractor, another is a former Accountant/Administrator with a law degree, and the third is a recent graduate in Accounting from a local university.

A long-time senior PLUS agronomist with important contacts in many local communities in the Southeast, and extensive experience in related interventions, was selected for a supervisory technical position under HGRP, partly to enhance integration between the two programs. He began full-time with HGRP in November. The HGRP management team has also begun to work in close collaboration with the administration and technical sections of the PADF/PLUS and PADF Special Projects offices.

C. Procurement

Once bank accounts were established (see *D. Accounting and Administrative Systems*, below), the HGRP administrative office immediately began procurement of project vehicles and various equipment. Quotes for Jeeps were requested from three suppliers and Antillean motors, a local dealer, responded with the best terms. Five (5) Cherokees were ordered from Antillean; two (2) 1999 models that were subsequently delivered in late November and three (3) year 2000 models that are scheduled to arrive in Haiti by January. After receiving three local bids, four (4) additional Toyota pick-ups were purchased for field use by the technical supervisors. Given the rough terrain of the provinces, it was determined that Japanese-made vehicles would be more resistant and would have lower repair and maintenance costs. Another important factor was the

short time frame of the program, as ordering and clearing US source and origin vehicles inevitably involves up to 4-6 months delay. Therefore, a USAID waiver was requested and subsequently granted in order to purchase these non-US manufactured pick-ups on the local market.

Office furniture was also purchased from a local supplier. Desks, chairs, and filing cabinets were added to some excess furniture owned by PADF in order to complete the furnishing of the renovated office space. Air-conditioning units were purchased and installed by a local company during the month of November. Before the system was operationalized, however, the electrical system was upgraded to operate at 220 volts and the new building was connected to the existing PADF power plant. Rather than purchasing an additional generator, PADF/PLUS will allow the HGRP to share the use of their 85 kW and spare 50 kW generators on a cost-sharing basis.

Before the electrical upgrade was completed, the HGRP used the PADF photocopiers. A new unit was purchased and delivered during the month of November. PADF/PLUS also assisted HGRP in another fashion by transferring an under-used heavy-load UPS to the new office. New batteries and a small inverter system were purchased for the UPS to provide continuous power to the telephone system. A centralized telephone system was purchased and installed by a local company in December, one of the final steps in making the new office functional. The system allows both PADF offices to communicate with one another, an important aspect for the integration of the HGRP with other PADF programs. Three portable cellular phones were purchased for back-up and security purposes, one each for the Director, Administrator, and Technical Director.

Eleven computers, 4 ink-jet printers, 1 laser printer, a scanner, and a network hub were ordered from the US through a local supplier. The office was also wired for a peer-to-peer computer network allowing for the sharing of files and printers among computers in the workgroup. In addition, a connection was made with the PADF/PLUS network allowing HGRP Accounting staff to use newly-acquired PADF accounting software. Seven mobile and eight portable two-way radios were acquired to ensure field contacts and to provide greater staff security.

A significant number of tools, including machetes, wheelbarrows, shovels, picks, etc. will be purchased locally by PADF in order to commence work on the three priority sub-projects. Although these tools are budgeted in each sub-project proposal (and while this level of procurement will generally be performed by the implementing CBOs), they are being purchased for the execution of the Thomazeau road rehabilitation, the Cajean irrigation system repair, and the Charettes soil conservation project to ensure timely start-up of these initial works activities (see 6. Initial Priority Sub-Project Activities, below). PADF obtained three quotations and requested specific USAID concurrence for these purchases in late December (since the tools had to be ordered before dossier submission), which was granted on January 8, 2000.

D. Accounting and Administrative Systems

As mentioned above, three HGRP bank accounts were set up immediately upon USAID program approval: one US bank account for initial US dollar transfers from PADF/Washington and any overseas US dollar procurement; one local US dollar account for foreign currency exchange and local US dollar purchases; and one local Haitian gourdes account for local currency expenses.

A one-week training session was held for PADF HGRP accounting staff in order to upgrade from the PADF Great Plains accounting software to a newer version called Dynamics. The new software offers greater functionality and provides a cross-platform capability (note: except for the network server, the PLUS program uses Macs, while the HGRP computer procurements have begun PADF's transition towards PCs). The PADF/HGRP Administrator attended these intensive training sessions and subsequently trained other HGRP staff in its use.

A HGRP Financial and Accounting Procedures Manual was created in order to serve as a guide for the accounting staff and for all PADF/HGRP sub-grantees. The procedures manual was created taking into account current PADF financial procedures, the previous experience of the Administrator and other PADF staff, and the USAID/Haiti guide for contractor and grantee financial management. The local community-based organizations that will be executing sub-projects in the field will have more basic guidance for financial accounting and administrative procedures. A CBO financial manual will be ready by mid-January.

In terms of administrative systems, current PADF/Haiti procedures were followed regarding salary scale, payroll procedures, provision of private and state health and life insurance benefits, and co-payments to the state pension system (ONA). Wherever feasible, current PADF/Haiti systems, contracts, procedures, policies, manuals, and any other pre-existing arrangements have been utilized by HGRP in order to ensure uniformity and facilitate the administrative program start-up.

In addition to sharing office space with other PADF projects, HGRP benefited from other resources and staff, in particular from the Washington Home Office. The home office Financial Director was in Haiti during early December to provide guidance and support to the HGRP staff.

E. Staff Training

An intensive, three-week training session on USAID financial regulations and administrative procedures was held with the HGRP accounting staff from November 15-December 3. Subject matter covered included: the USAID/Haiti Financial Management Procedures Manual for Grantees; review of topics addressed in the Financial Management Workshop held in April 1999 by USAID/Haiti Financial Management office; US NGO and non-US NGO USAID Standard Provisions; Section 226 CFR; OMB-122 (Cost Principles); the USAID/Haiti RFA No. 521-99-014 and PADF HGRP financial and technical proposals; a number of United States auditing standards publications, the *Guide for Conducting Audits of non-US organizations*; and various practical applications. As mentioned above, Dynamics Software accounting software training was also provided to appropriate financial staff during the first quarter.

F. Pre-Award Surveys and Payment Verifications

As mandated by the USAID/Haiti FM office, a number of proposed sub-grantees under HGRP will be subject to pre-award surveys. The objective of pre-award surveys is to determine whether the potential sub-grantees have adequate systems and controls in place in order to safeguard and account for the assets provided by USAID through PADF under the HGRP sub-grant

agreements. These surveys—which are conducted by PADF verifiers and reviewed by both FM and the accounting firm of Merovée-Pierre, the HGRP concurrent auditor (see **2. Coordination**, below)—will be performed for all potential sub-grantees who do not have current USAID/Haiti grant or contract experience. Individual sub-grantee financial systems must be deemed adequate by USAID/Haiti before a sub-agreement is approved.

A pre-award survey was already conducted for the Centre de Développement des Ressources Humaines (CDRH), a local NGO, during December 28-29, and surveys of other potential sub-grantee partners including Centre Canadien d'Etudes et Coopération Internationale (CECI), Plan International (PLAN), and World Vision International (WVI) will take place during January and early February 2000.

The pre-award survey of CDRH, a training organization that had been administratively dormant for some time, examined their accounting and internal control structure to determine whether they have taken sufficient actions to redress their financial weaknesses. Although the final survey report has not yet been issued, it is anticipated that CDRH will not be ready to manage grant funds on their own at this time. It is likely that PADF will propose to manage the grant funds on their behalf until sufficient systems and controls can be realized.

Another sub-grantee, the Organisation for the Rehabilitation of the Environment (ORE) was visited by HGRP verifiers from December 14-16 in order to report on follow-up actions taken in response to the recommendations of an independent audit report issued by Merovée-Pierre in April 1999. The PADF report was communicated to both FM and Merovée-Pierre for review. As of December 29, USAID determined that all actions and/or sufficient steps to close any outstanding issues had been taken, which allowed for sub-contract signature on January 13, 2000 (see *4. IR2 and IR5 Sub-Grantees*, below). Following the signature of the sub-agreement, ORE will be subject to monthly payment verifications by the PADF/HGRP verifiers. The verifiers will be conducting sample tests on the costs incurred by the organization.

Other potential sub-grantees such as CARE, CIAT, CRS, and Winrock International are current USAID contractors or grantees and do not require pre-award surveys. Monthly payment verifications will be conducted for the sub-grantees undergoing pre-award surveys mentioned above, and quarterly verification inspection visits will be conducted for the current USAID grantees, with the exception of CIAT (see *4. IR2 and IR5 Sub-Grantees*, below).

2. COORDINATION

A program of this complexity requires a well-integrated management framework for coordinating activities on local, regional, national, and international levels. As the prime grantee under the USAID Hurricane Georges Recovery Program, PADF has begun to create both formal and informal mechanisms during the first quarter to ensure that collaborative information-sharing and internal and external coordination and communication occur on a regular and timely basis. Initial contacts were established, and information-sharing, coordination, and planning has started to take place between many institutions. These include: USAID and other USG partners providing support TA such as US Army Corps of Engineers, USDA, and FEMA; potential sub-grantees under HGRP including CARE, CECI, CIAT, CDRH, CRS, ORE, Plan International, Winrock,

and World Vision; the Government of Haiti through its Ministries of Plan, Interior, Agriculture, Environment, Public Works, and Education, as well as departmental and local officials; implementing CBOs and all concerned local communities; the HGRP monitoring and evaluation contractor, SECID; the USAID RIG and the HGRP concurrent audit firm, Merovée-Pierre; other interested institutions such as Peace Corps, OFDA, the OAS and its Caribbean Disaster Mitigation Program office, Florida Agency for Voluntary Assistance, etc.

While coordination is most often a fluid, on-going collaborative process, the following mechanisms have been put in place to promote the flow of information:

- ♦ Monthly coordination meetings with USAID (and other concerned parties as appropriate).
- ♦ Initial and subsequent quarterly technical meetings with all HGRP sub-grantees.
- ♦ Regular GOH Ministry coordination meetings (post-Hurricane Georges Comité de Suivi).
- ♦ Formalized presentations of project goals, objectives, and strategy (as needed).
- ♦ Joint site visits

The following mechanisms will be put in place over the next quarter:

- ♦ Wide distribution of project papers, work plans and progress reports (monthly updates, quarterly reviews, and semi-annual reports).
- ♦ Regular project information updates through an e-mail network.
- ♦ Public communications through the media (radio, television, and newspaper).

The following section provides a listing of some of the key coordination and planning sessions that have occurred over the past quarter and highlights many of the important issues raised and/or addressed during those meetings:

A. USAID/HGRP Monthly Coordination Meetings

October 6 at PADF offices: Need for a USAID project officer dedicated to HGRP, PADF recruitment of Technical Director and long-term HGRP Director, Vehicle Waivers, EG issues paper on potential sub-grantees, contract mechanism for CIAT, selection criteria for sub-project activities, geographic focus, USAID sub-activity technical approval process, sub-project environmental assessments, role of other USG agencies such as the Army Corps of Engineers and USDA, seed pricing under IR2, monitoring and evaluation to be provided by SECID, initial contacts with the GOH, and the role of the RIG and KPMG in the concurrent audit.

November 9 at PADF offices: Mobilization update and follow-up from last month's issues, presentation of three-month (October-December 1999) benchmark calendar, project work plan and reporting cycle, status of GOH coordination committee, clarification of geographic areas of focus, sub-agreement status, specific TA to be requested from USACE, strategic objectives, intermediate results, results indicators, and performance monitoring plan (with SECID).

December 8 at USAID offices: update and follow-up of preceding issues, sub-grantee negotiations, PADF-managed priority sub-project activities preparation, additional training funding needs under IR5, upcoming USACE and USDA field visits, USDA support for potential Winrock-managed sub-activity, sub-grantee audit and pre-award surveys

B. GOH Comité de Coordination et de Suivi

In order to gain the support of the Haitian Government for the HGRP , an initial meeting was set up with the Prime Minister's Office for USAID/Haiti and PADF to formally present the program to the Council of Ministers on October 22. In addition to the Prime Minister (who also serves as the Minister of the Interior), the Minister of Plan, the Executive Director of the PL-480 Management Office, and the PL-480 post-Hurricane Georges Program Coordinator represented the GOH at the meeting. USAID was represented by the Mission Director, the Chief of the Economic Growth Office, and the newly-arrived HGRP Activity Manager. PADF's Country Director and its Special Projects Coordinator provided a summary of the program objectives and methodologies as well as the principal activities planned. The Government expressed its strong interest in moving the program forward as quickly as possible and proposed a coordination committee be formed with technical representatives of all concerned ministries, the PL-480 Management Office, and PADF. The committee subsequently met on October 25 to create a committee charter and define the roles and responsibilities of each member.

The primary role of this advisory group is to initially review all standards and prototypes and then to facilitate contacts and dialogue between PADF and relevant ministries and GOH institutions to further program objectives. The charter of the Comité de Coordination et de Suivi is found in **Annex 1**. The coordination committee is co-chaired by PADF and the Ministry of Plan and meets on a monthly basis. The following ministries (and associated institutions) have been consulted during the first quarter of operations:

1. Ministry of Plan
2. PL-480 Management Office
3. Ministry of Interior-including the Civil Protection Office
4. Ministry of Agriculture-CIPSDA (seed regulatory agency) and PPI (irrigation system unit).
5. Public Works-including its National Potable Water Service agency
6. Ministry of Environment
7. Ministry of Education

C. Other USG Agencies

The US Army Corps of Engineers and the US Department of Agriculture both signed PASAs with USAID to provide technical assistance to Hurricane Georges reconstruction efforts in Haiti. Initial talks between PADF and USACE began during September to outline the USACE mandate and continued during October 28-29 to specifically plan an initial consultancy to help refine the sub-project selection criteria and develop a scoring system. This technical assistance was provided from December 6-9, and resulted in the issuance of a definitive set of selection criteria (see **3. Technical Dossier Preparations**, below). Future assistance will involve a) development of generalized watershed study using a structured planning process to identify problems and water resources needs for the Rivière de Plantils watershed in Marigot, in the Southeast

department; b) development of a quality control/quality assurance manual for use in infrastructure project implementation; c) support in the development of natural disaster emergency response plans; and d) elaboration of a manual natural disaster damage assessment.

The USDA met with PADF home office staff on November 10 and again on November 23 when the PADF Representative to Haiti and interim HGRP Director was in Washington on official business, both times to explore specific scopes of technical assistance. One potential area of intervention identified was to work with Winrock International to develop an integrated set of land management activities to restore and protect the soil, water, and plant resources of the Bassin Bleu watershed in the Southeast department. Both USDA and USACE were part of a reconnaissance visit to the Southeast (with USAID, PADF, and Winrock) to investigate prospective TA activities from December 14-16.

Although CDRH is not yet under contract, they have established initial contact with the US Peace Corps/Haiti, which has recently begun to implement disaster mitigation and preparedness training for its volunteers and their local community counterparts. The goal will be to draw upon these resources to provide short-term technical reinforcement to CDRH efforts in promotion of community capacity to address disaster issues. CDRH will also review the training methodology and manual developed by Peace Corps.

D. IR2, IR3, IR4, and IR 5 Sub-Grantees

All potential sub-grantees were provided with the HGRP Technical Proposal in early October to begin more detailed sub-project activity preparations. During the initial two months of the mobilization period, PADF's emphasis was focused on preparation of key IR2 and IR5 support activities (see 4. *IR2 and IR5 Sub-Grantees*, below) for three reasons: First, it was essential to begin the improved seed production and its corresponding technical assistance components in order not to miss seasonal deadlines, and thereby ensure that adequate quantities of seeds would be available to program participants. Second, it was deemed crucial to have the Disaster Mitigation and Preparedness Formation component (including infrastructure maintenance training) in place in order to enhance the community mobilization process and to present potential CBOs with a well-defined package of inter-related activities. Third, this period was used to prepare definitive sub-project selection criteria (with USACE assistance), to resolve the issue of geographic focus, and to finalize technical and financial guidelines needed by IR3 and IR4 sub-grantees for preparation of individual sub-project activities. Beginning in December, all potential IR3 and IR 4 sub-grantees—CARE, CRS, CECI, PLAN, Winrock, and World Vision—were provided a detailed presentation of program goals and objectives, technical and financial requirements (including community participation and remuneration policies), and subsequent sub-grant negotiations have begun (see 6. *IR3 and IR4 Sub-Grantees*, below).

E. Monitoring and Evaluation

A series of meetings were initiated during the quarter between USAID, PADF, and SECID, the HGRP M&E contractor to develop criteria for monitoring and reporting-related indicators as an integral component of project management. PADF will oversee the data collection and ensure its

inclusion in a comprehensive project Management Information System (MIS). Although SECID will also develop its own MIS, both systems should be compatible.

PADF will be setting up a database in order to store information collected from field activities on project progress. The data collected will provide PADF management with current information in order to monitor the progress of sub-project activities and take corrective actions, if necessary. The table below shows the current proposed Strategic Objectives, the Intermediate results, and the IR indicators, although these may be further revised. SECID will share the data gathering functions with PADF, in addition to collecting other IR level indicators and conducting baseline studies and field surveys during the life of the project.

Most of the activity level progress indicators will be collected by the Technical Supervisors through the PVOs and CBOs. The technical supervisors will transmit the data to the PADF MIS Specialist who will maintain the database and produce monthly reports on project progress. It is anticipated that the monthly progress reports will be made available to PADF staff through an Intranet that will be created during the second quarter of FY 2000.

PADF/HGRP Results Framework

Strategic Objective	Targeted communities recover from Hurricane Georges' impact and reduce their vulnerability to future natural disasters			
SO Indicators	Increase in annual household income in targeted areas		Percentage of communities more resilient to natural disasters	
Intermediate Results	Capacity for Agricultural production improved.	Damaged infrastructure Restored	Environmental Impact of Future natural disasters reduced	Local capacity to mitigate and prepare for natural disasters increased
IR indicators	# farmers using improved seeds. ORE capacity to produce improved seeds strengthened.	# schools repaired. # km roads rehabilitated. # hectares land returned to irrigation. # Km. potable water systems repaired.	# Km. ravines protected with soil and water conservation structures. # hectares land under improved soil conservation practices.	# communities with functioning DMP committees. # communities with DMP plans in place.

F. Concurrent Audit

An HGRP concurrent audit entrance conference was held on November 5 at PADF with the participation of USAID/FM, USAID/RIG, and the selected auditing firm, Merovée-Pierre. Topics covered included the status of project implementation, responsibilities of the different parties, and the Merovée-Pierre audit SOW. During this kick-off meeting, it was resolved that Merovée-Pierre would submit their reports 30 days after the end of the quarter rather than 15, allowing for PADF to prepare its financial report within 30 days. A follow-up meeting was held at the Merovée-Pierre offices on December 15. Other issues covered involved CIAT status as an International Organization, counterpart funding (including voluntary labor), yearly independent audit requirements for sub-grantees, audit visits schedule, and report submission timetable. At that meeting, PADF was asked to provide financial reports that included local and US-based expenses within the 30-day time frame.

G. Other Institutions

Contacts with other institutions such as the Organization of American States and the Florida Agency for Voluntary Assistance have been established to explore linkages with HGRP, particularly in the Disaster Mitigation and Preparedness component. A series of meetings were held with the OAS CDMP office, which has agreed to share project methodology and lessons learned with PADF and CDRH staff, provide the HGRP any training materials created or collected under the CDMP, potentially provide access to future OAS-sponsored OFDA disaster management training sessions to be held in Haiti, and potential utilization of remaining CDMP "community project funds" for works activities under HGRP. PADF also met with representatives of FAVA on two occasions during the quarter, to discuss possible TA and training to CDRH from its network of technical volunteers.

3. TECHNICAL DOSSIER PREPARATION

PADF has gained considerable experience implementing labor-intensive infrastructure rehabilitation activities in Haiti during the past seven years through a national network of community-based organizations. Using appropriate normative technical documents developed under past programs as a foundation, PADF has refined these standards and prototypes and procedures manuals to respond to HGRP implementation strategy and objectives. A detailed issues paper addressing the proposed voluntary labor and remuneration strategies was included in PADF's Technical Proposal, and this is being revised as a policy document for more general distribution. Other specific technical documentation has been developed to address other essential components within HGRP and to ensure standardized technical and financial monitoring of sub-projects. The following documents were prepared during the first two months of the program:

8. Descriptions and Standards and Prototypes: Infrastructure and Environmental Activities:

Technical guidelines have been prepared for most of the activities envisioned under IR3 and IR4. These guidelines—all of which were completed by the end of November—will provide

appropriate and sufficient tools to prepare the project dossiers, execute and monitor relevant activities, and maintain productive and social infrastructure in the following domains:

1. Secondary and tertiary road reconstruction
2. Irrigation system rehabilitation
3. Potable water system repair
4. School reparation
5. Soil and water conservation activities

In the Description documents, PADF has prepared an overview of the list of activities anticipated for each type of intervention to be implemented. The newly developed standards and prototypes can be used to gauge expected outputs and design a realistic monitoring system based on a day-to-day evaluation of results. These guidelines highlight the necessary inputs (manpower, equipment, tools, and materials), the expected results, and the estimated unit cost for each activity. These figures are indicative and can be adapted by the supervisory PVOs and the CBOs to the specific implementation circumstances. As mentioned above, all of the standards and prototypes for implementation of CBO-executed labor-intensive infrastructure works were reviewed and approved by relevant GOH ministries.

9. Disaster Preparedness and Mitigation Implementation Methodology

PADF has prepared a technical document highlighting an implementation methodology for the Disaster Mitigation and Preparedness training component aimed at local communities that address issues of community mobilization and local institution building. This document will help CDRH and supervisory PVOs in the planning and implementation of this training component. Within communities, emphasis will be put on mobilization of all sectors to actively engage in the development of functional Coordinating Committees and in the elaboration of community-specific disaster mitigation and preparedness plans and procedures.

Maintenance of rehabilitated infrastructure will be an important component of the CDRH training package. PADF intends to enlist the support of US Army Corps of Engineers to assist in the preparation of these training materials.

10. CBO Manual for Technical and Administrative Procedures

A set of technical and administrative manuals has been designed to guide the CBOs in the field implementation and accounting of sub-project activities. These manuals were prepared using simple language based on PADF and USAID administrative rules and procedures for planning, implementation, monitoring, and reporting on sub-project activities. They also include standardized CBO sub-contract models. This will be distributed to all potential sub-grantees in January.

11. Sub-Project Selection Criteria

Using the list of criteria developed in the HGRP proposal, a definitive set of sub-project selection criteria in accordance with program objectives was reviewed and revised with technical assistance from the USACE. Each criterion was attributed a value to allow for comparative scoring, analysis, and eventual prioritization, if necessary. Criteria were broken down into two categories: mandatory and secondary criteria. The secondary criteria were assigned numerical values and weighted in order of importance. This task was completed by December 10.

12. Revised Voluntary Labor Methodology

The focus on labor-intensive activities was deemed an appropriate strategy to target high levels of community participation, which is the methodological foundation of the HGRP. Each activity will also be designed to utilize an optimal ratio between manpower and heavy equipment to ensure that durability is factored into sub-project interventions. As originally proposed by PADF and agreed upon by the Mission in subsequent negotiations before CA signature in September, a mix of voluntary and remunerated labor will be adopted. The rationale and methodology documented from the technical proposal is being simplified for use by supervisory PVOs in presenting the program to prospective implementing CBOs and members of the communities-at-large. This document is in preparation and will be available in mid-January.

4. IR 2 AND IR5 SUB-GRANTEES

As discussed in **2. Coordination**, above, the initial focus was placed on having crucial IR 2 and IR 5 support activities on the ground before the major works activities were set in motion. Intensive discussions and negotiations involving technical, environmental, financial accounting and reporting, audit, and counterpart funding issues been conducted with the following sub-grantees during the two-month mobilization and preparation phase, all of which led to the submission of the following sub-grant proposals to USAID for approval during December 1999:

- ORE–Improved Seeds Program: original submission 11/30, revised submission 12/20
- CIAT–Germplasm Improvement & On-Farm Adaptive Research Program: submitted 11/30
- Winrock International–Farmer to Farmer Program: submitted 12/13/99
- CDRH–Community Disaster Preparedness Training Program: submitted 12/30

The details of the discussions held with these sub-grantees during the quarter are provided below:

1) ORE: Improved Seed Production Program

Discussions with ORE revolved around issues of seed pricing, program income, counterpart contribution, environmental assessment for pesticide use, and particularly audit issues.

In its proposal, ORE's argued that under the current conditions in Haiti (considering historical trends, expectations of local populations, inexperience with improved varieties, and general risk aversion of vulnerable groups) seeds should be provided to participant farmers at subsidized

(grain market) rates, a position with which PADF concurred. USAID/Haiti initially countered that no subsidies should apply under HGRP, however, it later modified this position.

Although ORE was not required to provide counterpart funding under the terms of their proposal, a question arose whether it could include the program income generated by the sale of the seeds as counterpart funding. Ultimately, the Mission disagreed with this proposition.

The Mission Environmental Officer determined that the ORE program must undergo an Initial Environmental Examination and obtain a negative finding to permit the use of pesticides in seed production activities. The result of this assessment is still pending at the issue of this report.

As mentioned in **1. Mobilization and Administrative Support**, above, USAID approval of the ORE proposal depended on whether ORE had taken sufficient steps to resolve outstanding issues from an earlier audit. This issue was resolved following a PADF field verification visit and consultations with the ORE Financial Director. The ORE sub-agreement was initially submitted to USAID on November 30 and received final USAID approval on January 12, 2000, pending a final environmental determination.

2) CIAT: Improved Germplasm Technical Assistance

The CIAT technical assistance package, including improved germplasm production training for ORE staff and field testing of improved varieties with other institutions, was mandated by USAID under the RFA. As the major thrust of the technical program was already established, the initial negotiations by correspondence with CIAT in Colombia revolved around their misinterpretation of the budget limitations and counterpart funding requirements. CIAT believed that USAID/Haiti had made commitments to CIAT for \$500,000, however, PADF had proposed \$400,000 of USAID funding and \$100,000 of counterpart funding in its proposal. In order not to reduce program outputs, CIAT agreed to revise their USAID-funded budget and managed to come with \$466,000 in counterpart contributions. Once this issue was resolved, a CIAT representative visited Haiti in October to finalize their technical approach and corresponding budget. The CIAT consultant met with ORE to discuss the technical assistance and training program and with the PADF/PLUS and CARE/PLUS programs to discuss the field testing of improved beans, corn, and cassava under their respective programs. The CIAT technical proposal was then revised in order to show the outputs of the program rather than the listing the activities. A timeline of activities was also added and a more detailed program description was submitted.

The CIAT proposal was submitted along with the ORE sub-agreement on November 30. USAID approved the sub-agreement on December 22, 1999 and signed copies were sent to Colombia for signature. CIAT representatives will be arriving in Haiti during the second week of January in order to hire staff and initiate planned TA activities.

3) Winrock: Farmer-to-Farmer Program

Discussions were held with the Winrock International Home Office in Little Rock, Arkansas regarding the implementation of the program. The only major issue involved using the value of volunteer consultant time as counterpart funding, which was eventually concurred to by the

Mission. Adjustments and clarifications were made to the proposal and the proposed sub-agreement was submitted to USAID on December 15, 1999. The sub-agreement should be finalized and signed by January 15.

4) CDRH: Disaster Mitigation Training

Discussions with CDRH started in September with preliminary negotiations on financial and administrative issues and then moved on to technical discussions. CDRH had many financial difficulties in the past, including stolen accounting records, missing equipment, and misappropriation of funds. In order to rebuild its financial systems, CDRH first hired a consultant to draft their Operations and Administrative Manual to provide a guide for their financial and administrative staff. The next step CDRH undertook was to hire an Administrative Director who would oversee the reconstruction of the CDRH administrative system. The Administrative Director then hired an accountant, who proceeded to enter the transactions in the accounting software, complete the accounting documentation, and rebuild the filing system. USAID/Haiti also requested that one particular proposed candidate for a senior technical position be removed from involvement with the program.

On the technical side, a series of discussions were held with the PADF technical supervisor responsible for the Community Training component of the program in order to fine-tune the CDRH proposal and to reconcile the two approaches. One issue that needed to be ironed out was the question of the infrastructure maintenance training program. While CDRH mentioned this component briefly in their proposal, it was neither truly reflected in their activities nor in their budget. CDRH believed that the infrastructure training component would be a minor addendum to the disaster preparedness training, however, PADF and USAID had a much more expanded view for this activity. After negotiations between PADF and CDRH, including the technical and budgetary aspect of the issue, an expanded training and motivation component was added to the CDRH proposal and the proposed budget increased by approximately \$100,000. The CDRH technical proposal was submitted to USAID on December 30, and it is expected that the sub-agreement will be signed during January.

5. INITIAL PRIORITY SUB-PROJECT ACTIVITES (IR3 AND IR4)

In order to ensure the earliest possible field presence of HGRP reconstruction activities, after consultations with USAID and the GOH *Comité de Suivi*, PADF selected three of the first six priority sub-projects identified in the RFA and began information-gathering site visits and information-sharing dialogue with local communities. PADF will take on the role of supervisory PVO for this first set of priority activities to guarantee timely start-up of field interventions. Preparation of technical dossiers began during December for the following initial priority sub-project activities:

- ♦ Rehabilitation of the Thomazeau-Carrefour Beaugé road
- ♦ Rehabilitation of the irrigation system at Cajéun (Cayes-Jacmel)
- ♦ Soil and water Conservation at Charettes/Cajéun (Cayes-Jacmel)

The following are the key steps for sub-project startup and implementation at the supervisory PVO/ implementing CBO level, many of which will be executed concurrently:

- ♦ Identification of potentially suitable sub-projects by the participating PVOs with the involvement of the local community and government agencies.
- ♦ Submission of sub-projects to PADF by the participating PVOs.
- ♦ Field site visits by PADF for sub-projects provisionally approved by USAID.
- ♦ Submission of technical and financial proposals to PADF by the participating PVOs.
- ♦ Approval of the technically and financially feasible sub-projects by PADF administration, and submission to USAID for approval.
- ♦ Signature of sub-project contract between participating PVO and PADF.
- ♦ Motivation of local population by the participating PVO to promote community participation.
- ♦ Contracts established between the PVOs and the CBOs.
- ♦ Procurement and distribution of tools, equipment and supplies.
- ♦ Recruitment of CBO personnel (which typically would include the following: administrator, engineer/agronomist, foreman, team leader and specialized labor).
- ♦ Training of CBO personnel by the participating PVO's technical and administrative team.

Sub-project dossier groundwork for the first three priority activities began in late November and included preparation of an inventory of existing documentation, field site visits, and the drafting of project proposals. PADF has held an initial set of meetings with CBOs, GOH representatives, local authorities, and representatives of civil society in concerned geographic zones in order to inform the local community about the sub-project objectives and the implementation strategy. These series of meetings have begun the community mobilization and motivation activities, that will be supported by the selected implementing CBO (and CDRH, when they come on line). These initial proposals will be submitted to USAID in mid-January 2000 and implementation should begin by late January, depending upon the approval process.

During the second quarter, PADF will undertake the initial assessments and make community contact in the remaining three priority sub-project areas and will determine the interest of other potential supervisory PVOs in managing these activities. These sub-project activities are listed below:

- ♦ Rehabilitation of irrigation system at Despuzeau
- ♦ Rehabilitation of irrigation system at La Saline (Anse-à-Pitres)
- ♦ Soil and water Conservation at Ravine Matwala (Anse-à-Pitres)

In the event that no other sub-grantee is interested, PADF will follow-through with the planning and preparation phase, and will begin implementation of these next three priority activities by the end of the second quarter, depending upon the approval process.

6. IR3 AND IR4 SUB-GRANTEES

As mentioned in 2. **Coordination**, above, all potential sub-grantees were provided with the HGRP Technical Proposal in early October to begin more detailed sub-project activity preparations. Beginning in December, all potential IR3 and IR4 sub-grantees—CARE, CRS, CECI, PLAN, Winrock, and World Vision—were provided a detailed presentation of program goals and objectives, technical and financial requirements (including community participation and remuneration policies), and subsequent sub-grant negotiations have begun. The interface between IR3 and IR4 activities and the support activities provided under IR2 (seed distribution and on-demand farmer-to-farmer TA) and IR5 (Disaster Mitigation and Preparedness Training) was also explained in detail. Potential TA by other USG agencies was also described. Revised and updated project proposals from all supervisory PVO sub-grantees including a one-year workplan and execution calendar are expected to be submitted as follows during the second quarter:

January 17-28, 2000: CRS and Plan International
February 7-25, 2000: CARE and CECI
March 1-10, 2000: Winrock International and World Vision International

Minor variations in methodology are to be expected among the participating supervisory PVOs, however, all sub-project interventions must be designed to meet appropriate levels of uniformity concerning a) the benchmarks and performance indicators for reporting and monitoring purposes; b) financial reporting; c) technical specifications for rehabilitation interventions, and d) the methodology for voluntary labor participation and the use of community development funds.

13. Winrock International

Winrock originally proposed to conduct the bulk of its activities in the Belle Fontaine area of the West department. However, after receiving definitive guidance from the Mission concerning the concentrated geographic focus of the program, except for a number of school repairs that were committed to under the first phase of Operation Bounce Back, most of their planned activities will not be eligible. Winrock was advised to concentrate its environmental protection efforts under HGRP in the southeast department. As mentioned above, Winrock may work in the Bassin Bleu area with USDA support.

14. CARE

Once definitive guidance on HGRP geographic focus was received from the Mission, CARE subsequently revised their proposal and will concentrate their activities in the South Department. CARE will possibly use office space and equipment available from another of its program in the Les Cayes region, however, these details still need to be worked out. CARE is slated to submit their proposal in early February.

15. CRS

The original proposal submitted by CRS focused on the Southeast department and included a budget of \$1.2 million. Following meetings with PADF in December, their USAID-funded sub-project activities will be trimmed to approximately \$600,000. CRS expects submit their first projects for approval by late January.

16. Plan International

In the annex to the PADF technical proposal, PLAN submitted school rehabilitation and soil conservation projects in the Southeast. Following discussions with PLAN, they are proposing to submit additional projects that meet the selection criteria should additional funding become available. The first PLAN projects will be submitted in late January.

17. World Vision

Because World Vision only submitted projects that were concentrated in the Central Plateau, they were informed that their projects would not be acceptable under the terms of the program. World Vision was offered the opportunity to resubmit new project proposals within the southern part of Haiti. It is anticipated that World Vision will be submitting new activities for consideration by early March 2000.

18. CECI

During the initial informational meetings held during the second week of December, CECI expressed an interest in participating in the HGRP but they had not yet identified any areas of intervention or potential community partners at that time. CECI intends to complete and submit a proposal by early February.

Notes:

Personnel

Personnel costs are for local staff only, expatriate staff are paid from the PADF counterpart contribution funds. These include the Program Director, Administrator, and Home Office support staff. Fringe benefits include the PADF contribution for health insurance, ONA and the annual bonus for the local employees.

Material Support

An important amount of funds were spent in upgrading the PADF/HGRP offices. Some windows were replaced, air-conditioning units were purchased, the electrical system was upgraded to accommodate the increased load, the building was painted and renovated, and the plumbing system was repaired. The rent for the building is \$1,500 per month. One photocopier, 15 radios, 11 telephones and a receptionist unit, 11 computers, 5 printers, a scanner, in addition to furniture and filing cabinets were purchased. Nine vehicles were ordered, including five Jeep Cherokees and Four Toyota Pick-ups. The Toyota pick-ups were purchased locally after USAID granted PADF a waiver. These vehicles were identified for the use of the Technical supervisors who will spending a significant amount of time outside of the capital visiting the projects.

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ANNEX 1.
GOH COORDINATION COMMITTEE CHARTER

**Cadre de Mission du Comité de Coordination et de Suivi du
Programme de Réhabilitation / Reconstruction d'Infrastructures
Productives Rurales Post-Cyclone Georges
Financé par l'USAID et Administré par la PADF**

Après le passage du Cyclone Georges qui a causé des dommages considérables aux infrastructures de production agricole un Programme a été mis sur pied avec pour objectifs stratégiques de remettre les communautés ciblées dans une situation socio-économique sinon plus stable du moins identique à celle d'avant le sinistre tout en les rendant plus aptes à faire face à d'éventuels futurs désastres naturels. Dans le cadre de la mise en oeuvre de ce Programme dit de Réhabilitation/ Reconstruction d'Infrastructures Productives Rurales Post-Cyclone Georges dont le financement est assuré par l'USAID et l'administration par la Pan American Development Foundation (PADF), un *Comité de Coordination et de Suivi* a été constitué pour appuyer l'exécution des projets relevant des trois composantes prévues : distribution de semences améliorées, réhabilitation d'infrastructures productives rurales (routes, systèmes d'irrigation, petits systèmes d'adduction d'eau potable, écoles, conservation du sol et de l'eau etc.), formation à la prévention et au contrôle des effets des désastres naturels.

I- Composition du Comité de coordination et de suivi

Le Comité est constitué de :

- un représentant du Ministère de la Planification et de la Coopération Externe
- un représentant du Bureau de Gestion PL-480 Titre III
- un représentant de la Pan American Development Foundation
- un représentant de chacun des Ministères concernés par les actions inscrites au programme, à savoir
 - . Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural,
 - . Ministère de l'Environnement,
 - . Ministère de l'Intérieur et des Collectivités Territoriales.
 - . Ministère des Travaux Publics, Transports et Communications.
 - . Ministère de l'Education Nationale.

II- Mission du Comité

Afin de garantir le déroulement harmonieux du Programme, le Comité exercera un rôle consultatif au double niveau national et régional. Sa mission se résume ainsi :

- 1- coordonner les interventions afin d'éviter toute duplication avec d'autres activités programmées et favoriser une utilisation optimale des ressources disponibles dans le cadre du Programme;
- 2- assurer le suivi du Programme;
- 3- introduire pour financement éventuel les projets inscrits au Programme d'Action Gouvernementale (PAG) et aux Programmes sectoriels;
- 4- tenir informés les représentants des institutions impliquées de l'avancement du;
- 5- faciliter le dialogue et la collaboration entre les agences d'exécution et les représentations ministérielles sur le terrain;
- 6- appuyer auprès des instances gouvernementales ou locales concernées toutes démarches tendant à activer l'exécution des projets et à lever les contraintes qui pourraient se poser à leur mise en oeuvre normale;

III- Modalités de fonctionnement

- 1- Le Comité de Coordination et de Suivi évolue sous la Co-Présidence du Ministère de la Planification et de la Coopération Externe (MPCE) et de la Pan American Development Foundation (PADF).
- 2- Le Comité se réunit à l'ordinaire chaque mois et peut être convoqué à l'extraordinaire sur demande de l'un de ses membres.
- 3- Les réunions du comité ont lieu au Ministère de la Planification et de la Coopération Externe, aux heures et dates qui seront communiquées aux membres par le Secrétariat Général. Elles pourront, si

cela s'avère nécessaire, se tenir en tout autre endroit dont les membres seront tenus informés.

3- le Secrétariat général est assuré par le Bureau de Gestion PL-480 Titre III. Il remplit les tâches suivantes :

- recueillir les suggestions des membres en vue de préparer les agendas des rencontres;
- convoquer les réunions et en rédiger les procès-verbaux;
- assurer la distribution des documents;
- recevoir et traiter toutes correspondances et documentations relatives au programme.

4- Chaque Ministère membre du comité devra communiquer au Secrétariat Général les nom et fonction de son représentant dûment désigné. Il présentera également de manière périodique pour information et consultation auprès des membres un rapport de suivi de la représentation sur le terrain. Il désignera aussi l'unité ou direction technique chargée du suivi des projets sur le terrain. Cette entité tiendra le siège central informé de l'évolution de ces projets.

5- La PADF a pour obligation de présenter mensuellement et toutes les fois qu'il sera nécessaire un rapport succinct d'activités relatif au déroulement des projets et un rapport trimestriel sur le déroulement du Programme. Ces rapports seront transmis au Secrétariat Général pour communication aux membres huit (8) jours avant la date de la tenue de la séance du comité.

6- En tant qu'administrateur du programme la PADF présentera au Secrétariat Général du comité:

- les spécifications techniques, prototypes et standards des projets qui auront été agréés avec les ministères concernés;
- la programmation retenue;
- les modalités d'exécution des projets;
- les contraintes ralentissant la mise en oeuvre des projets