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PEACE CORPS
COUNTRY PROGRAM EVALUATION
CHAD

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FOREWORD

This evaluation is presented per the situation as it existed in Chad in November and December 1978. It provides a description and assessment of the Peace Corps operations in Chad at that time and gives an overview of the successes and the difficulties of programming (particularly of Basic Human Need programming) in a politically unstable Sahelian country.

Since the evaluation--in February 1979--the long-time conflict between Chad's Northern Arabs and Southern Bantus erupted into open violence. The Peace Corps staff and volunteers were evacuated and PC/Chad operations were cancelled for an indefinite period. There are no plans at this time for the Peace Corps to 're-enter' the country in the immediate future.

In the event that the Peace Corps is invited to re-establish operations in Chad, however, the observations and recommendations contained in this report (particularly those in the Project Assessments section) should also prove useful in providing the background upon which to rebuild the program in the future.

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May 1979

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COUNTRY PROGRAM EVALUATION

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COUNTRY PROGRAM EVALUATION

CHAD

SECTION I: EXECUTIVE SUMMARY

A Country Program Evaluation was conducted in Chad from November 15 to December 13, 1978. Two evaluators held discussions, interviews and meetings with 79 out of 86 PCVs and over 70 others: officials of the Government of Chad; U.S. Embassy and USAID officials; Peace Corps staff; counterparts, co-workers and friends of PCVs; and a number of other individuals who were in a good position to comment on the Peace Corps program in Chad.

A chart showing the numbers of PCVs working in PC/Chad projects and their sponsoring agencies is presented below, followed by the evaluators' conclusions and recommendations regarding three issues specified by Peace Corps/Washington for the evaluators to study and other issues which surfaced during the course of the evaluation.

PEACE CORPS/CHAD PROJECTS, SPONSORING AGENCIES, AND VOLUNTEERS

| Project Area | Sub-Projects (and sponsoring agency or GOC) | #PCVs |
|--|---|-----------|
| A. Education | 1. Secondary English (GOC) | 42 |
| | 2. University English (GOC) | 3 |
| B. Wells | 3. FDAR Wells (USAID) * | 11 |
| C. Forestry | 4. Acacia Albida (CARE, USAID)* | 4 |
| | 5. Dougui Forestry (UNDP/FAO)* | 4 |
| | 6. Eaux et Forets (GOC)* | 3 |
| D. Food Production | 7. Dougui Farm (UNDP/FAO)* | 2 |
| | 8. SODELAC (World Bank, USAID)* | 3 |
| | 9. Fisheries (GOC, FAO)* | 3 |
| | 10. DEFPA (UNDP, USAID)* | 2 |
| E. Women in Development | 11. Handicrafts (USAID)* | 4 |
| | 12. Handicrafts (GOC)* | 1 |
| F. Health | 13. Rural Health (FED)* | 1 |
| G. Artisan Co-ops | 14. Carpentry (UNDP) | 1 |
| H. Urban Planning | 15. Parks and Gardens (GOC) | 1 |
| I. Volunteer in Special Assignment | 16. Health/Nurse* | 1 |
| Total | | 86 |
| *Projects which could be classified as BHN areas | | |

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ISSUE 1: WHAT PROGRESS HAS PC/CHAD MADE IN EXPANDING BASIC HUMAN NEEDS (BHN) PROGRAMS, PARTICULARLY IN FORESTRY, FOOD PRODUCTION, AND WELLS?

Findings and Conclusions: PC/Chad has worked hard to diversify its programming beyond Wells and TEFL to BHN programs. All of the projects in which PCVs are working have real potential for helping Chad meet its basic human needs. But PC/Chad may have been too ambitious and programmed and diversified a little too quickly. Chad now has 40 PCVs with 16 different skills in 12 projects that could be classified as BHN programs (see chart, pg. I-1), and a number of new projects with different skills are projected for 1979 (See Appendix A.).

Most of the BHN projects were initiated in the last three years, involve several parties for their implementation, and are experiencing the growth pains inherent in any new development project. Trying to supervise all of them has spread the PC/Chad staff too thin. This in turn has led to PCV frustration.

Furthermore, the evaluators found eight PCVs who were involved in programming and support efforts for which PC/Chad staff should be responsible. For instance, a volunteer has been given day-to-day programming and training development responsibilities for the new health project. PC/Chad has had a rather negative experience in the health sector; this is the first real opportunity for the Peace Corps to correct poor relations with the Ministry of Health and begin to realize programming potential in that sector. The negotiations are very delicate, the potential and needs are great.

Recommendations:

1. PC/Chad should hire a health programmer immediately. If it is not possible to fill the permanent slot for APCD/Health, PC/Chad should hire someone on contract to deal with the new health project at this crucial and problem-ridden stage. Or, the new rural health project's start date should be postponed.
2. PC/Chad should slow down the pace of programming and begin a process of internal evaluation to assess how far they have come, where they should expand, and where they might retrench (particularly in the AG/RD program areas).
3. PCVs and host country and third-party project sponsors should be better prepared in terms of expectations, roles, and support needs: TAC sheets should be more honest in terms of the frustrations and situations (the limited resources and difficult living situations, rather than only the rewards and amusements opportunities); PC/Chad staff should be more thorough in defining PCV roles and arranging needed support (especially housing); and

have agreements in writing with host country and third-party sponsors before the volunteers arrive in country.

4. PC/Chad should examine the roles of its Volunteer Leaders and other PCVs who are in quasi-staff positions and modify their assignments so that they are involved in more appropriate volunteer service activities.

ISSUE 2: WHAT IS THE RELATIONSHIP BETWEEN THE PEACE CORPS AND USAID IN CHAD?

Findings and Conclusions: AID currently funds five projects (see chart, pg. I-1) in which PCVs work. Cooperation and mutual respect between USAID/Chad and PC/Chad are unusually good. Consultation, both formal and informal, between the two agencies is frequent. The AID Mission Director stated that AID has a missing link between the planning and the implementation of a program that volunteers are ideally suited to fill. He added that AID technicians cannot do the type of things PCVs do simply and effectively.

The AID programming cycle includes a review with the Peace Corps to see where collaborative efforts have been overlooked. There will always be some problems, because the two agencies have different mandates and different constituencies in Washington, but in Chad problems are held to a minimum.

The relationship seems to flourish because of the good will and professionalism of individuals in the two N'Djamena offices. As it might not survive personnel changes, it is impossible to say how it could be replicated in other countries, but it is certainly working in Chad right now.

Recommendations:

1. PC/Chad and USAID/Chad should work to formally institutionalize such positive aspects of their relationship as program reviews and regular consultation sessions in order to better the odds of the relationship surviving personnel changes.
2. Both agencies should carefully monitor collaborative efforts to guard against: a) complacency with the good relationship, which could lead to sloppy programming and/or project evaluation; b) inappropriate collaboration (since the mandates of the two agencies are different, not all USAID projects are appropriate vehicles for PCVs; and c) the possibility of wide-scale misidentification on the part of the Chadian people, whereby people might consider the two agencies as one (e.g., seeing PCVs as USAID staff members, and/or the Peace Corps as a funding agency).

ISSUE 3: WHAT HAS BEEN THE EFFECT OF THE "SECURITY PROBLEM" ON PC/CHAD'S OPERATIONS AND MORALE?*

Findings and Conclusions: The long-time conflict between Northern Arabs and Southern Bantus, which reached a peak in the Spring of 1978, is quiescent (see footnote). The PC/Chad staff and the American Embassy are in continual touch with the Government of Chad about the security situation. Foreigners may not travel in over one-half of the country and the GOC is particularly eager to keep outsiders away from trouble spots. If the rebels decided to initiate urban terrorist attacks against foreigners, PCVs would certainly be easy targets.

For reasons that are not clear, no one that the evaluators talked to in Chad felt that the rebels will do that. In any case, the security problem seems to have had remarkably little effect on volunteers' morale, work performance, or social lives. If reconciliation is achieved, and the North opens up, PC programming possibilities should expand considerably.

Recommendations:

1. The Peace Corps should maintain its presence in Chad in spite of the security situation there unless the situation worsens to the extent that Peace Corps lives are in jeopardy and/or that it precludes viable programming options for the Peace Corps.
2. PC/Chad should continue to carefully monitor the security situation and the morale of all volunteers (not only the volunteers who are assigned to N'Djamena).
3. Until more stable peace is achieved, PC/Chad should program conservatively, making sure that PCVs are assigned to accessible and safe areas, and limiting the number of PCVs in country to 100 or less.

ISSUE 4: IS THERE A VALID ROLE FOR PEACE CORPS ENGLISH TEACHERS IN CHAD--ONE OF THE WORLD'S POOREST COUNTRIES?

Findings and Conclusions: PC/Chad and the Office of Secondary Education have agreed upon a phaseout plan which calls for reducing the number of new TEFL PCVs by four each year, and replacing them with four University graduate English majors.

* This section is presented per the situation as it existed at the time of the evaluators' visit. Since that time, the conflict erupted into open violence in the capital and in other areas. The Peace Corps staff and volunteers were evacuated and PC/Chad operations were cancelled for an indefinite period.

This line of reasoning overlooks certain realities: University graduates are not trained as teachers; they often do not go into teaching because they are grabbed up by the government, the private sector and international agencies for higher level jobs; the majority of Chadians currently teaching English are unqualified secondary school graduates (bacheliers); it is likely that PCVs will be replaced by more unqualified bacheliers rather than by university graduates; and finally, this solution ignores the fact that Chad's schools could double the number of TEFL teachers and still be understaffed in English teachers.

Furthermore, it ignores the work of the PC/Chad staff and volunteers in making the education program more relevant through an emphasis on secondary projects and in moving into teacher training.

Recommendations:

1. PC/Chad should renegotiate the phaseout with the Office of Secondary Education along more realistic lines in order to not disrupt Chad's educational system. The new phaseout plan should be based on real numbers of trained Chadian English teachers available to replace PCVs.
2. PC/Chad should place more emphasis on teacher training (of Chadian teachers) for all education volunteers at all levels and provide the training and support necessary to assure success in this area.
3. PC/Chad should continue to encourage and train PCVs to initiate and/or participate in secondary activities: Secondary activities training should be more practical than that provided in 1977, and should include local language training; and PC/Chad should continue to share its experience and materials regarding secondary activities with other Peace Corps countries.
4. Discrimination against TEFL PCVs should stop. PC/Chad should move to offset the low morale of its TEFL PCVs due to perceived bias against education programs from PC/Washington and PC/Chad. Furthermore, education volunteers who meet criteria established by PC/Chad and the Ministry of Education should be allowed to extend their Peace Corps service beyond two years.

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SECTION II: COUNTRY PROGRAM ASSESSMENT

Country Background

According to the World Bank, Chad is one of the five poorest countries in the world. Its 4.2 million citizens live in a landlocked area twice the size of Texas. The northern half of the country is in the Sahara Desert, so 90% of the population lives in the savannah lands of the south.

An estimated 90% of Chad's people are subsistence farmers or cattle herders. Only 10% of the population can read and write. Approximately one-half of Chad's children die before they are five years old, and the average life expectancy is a brief 39 years.

Until 1968 Chad produced enough food to feed its people. The devastating 1968-1973 Sahelian drought changed that: it is unclear if and when the country will again reach agricultural self-sufficiency. Modest uranium and oil deposits have been discovered, but have not yet been exploited. By any measurable economic standards Chad's present is grim and its future uncertain.

The monumental development problems that Chad faces are compounded by tribal and religious frictions. The Moslem Arabic tribes, which began migrating across the Sahara into northern Chad as early as the 8th century, have always lived uneasily with the Animist Bantu tribes of the south. Centuries of Arab slave raids on southern villages have not been forgotten by either group.

Since independence in 1960, the central government has been controlled by southerners. During the past fifteen years, growing northern frustration over neglect has manifested itself in banditry, terrorism and full scale battles between Russian-armed, Libyan-trained guerillas and French and Chadian troops. The current government has been trying to negotiate a settlement, unify the country, and turn its full attention to developing a modern nation state. These efforts have met with limited success; foreigners cannot travel in over one-half of the country because of the security situation.

The "security problem" has tied up already scarce resources in money, personnel, and time. As a consequence, Chad has not been able to develop an infrastructure for delivering government services to its citizens. It is lagging considerably behind even most African countries in utilizing its human and natural potential.

Peace Corps/Chad

Background: The first PCVs arrived in Chad in 1966. Of the early projects using volunteers, only two still exist: TEFL and wells. In the mid-1970's programming efforts stagnated due to revolving-door staff (6 directors in one year!). As a result, by February 1976, of the 53 PCVs in-country, just under 80% were in TEFL.

In the past three years, PC/Chad has broadened its programming base dramatically: At the time of the evaluation, there were 86 Peace Corps Volunteers in Chad, working in eight program areas, as seen in the chart on page I-1.

Observations and Conclusions

Overall Assessment: The Peace Corps program in Chad is strong. The PC/Chad staff is professional, competent and aggressive in seeking out ways to help Chad meet its manpower needs. The majority of volunteers are hard-working and committed to helping the people of Chad develop their country. The PCVs see that they are needed and respond accordingly.

Chad is a good country for Peace Corps activity. The lack of trained middle-level personnel in every ministry presents the perfect opportunity to meet the agency's first goal--to provide manpower--while addressing the country's basic development needs. Chad's people have a variety of rich cultural heritages and an uncommonly generous sense of hospitality that lend themselves to the cultural exchange of Peace Corps goals 2 and 3. This is not to say that problems don't exist, but, on the whole, the Peace Corps program in Chad is solid.

Official awareness of the Peace Corps is generally good among national and local government officials. The average citizen is most likely unfamiliar with the Peace Corps, unless he or she has been exposed to volunteers, and even then, the concept of a foreign "volunteer" is an alien one. This does not prevent PCVs from receiving warmth and hospitality from the Chadians they encounter.

Programming and Directions: PC/Chad is implementing the Country Strategy submitted as part of the FY 1979 Country Management Plan. It is diversifying the program into BHN programs: As mentioned, PC/Chad has been expanding its program base for the last three years in order to better meet Chad's needs in forestry, agriculture, fisheries, handicrafts, health, nutrition, and gardening.

At the same time the TEFL program, which receives the greatest material and moral support from the GOC of any Peace Corps program, has been continued, while efforts have been made to shift education volunteers from the secondary level into university education (successful) and teacher training (should begin in 1979). Projects complement each other in that they are all tied into the development effort. PCV teachers are educating the future agriculture agents, foresters, and administrators who will eventually replace PCVs. Volunteers are, on the whole, used effectively, though some of the new BHN projects are encountering initial difficulties in finding the right formula for utilizing PCVs.

This trend will continue: New programs in nutrition and health and expanded programs in forestry and agriculture will begin in 1979. Additionally, the Peace Corps staff in Chad has made strong efforts to program secondary activities for teachers in forestry, nutrition, and sanitation. Teachers are also encouraged to incorporate health and developmental issues into their lesson plans.

Programming strength lies in the thoroughness with which the PC staff, the GOC, and international agencies explore the possibilities of PCV placements. The major programming weakness is that volunteers have been put into too many new areas in too short a time to effectively monitor their progress/problems. PC/Chad should devise a formal system of on-going monitoring and evaluation of projects. There is good communication between the staff and most volunteers, but both sides might benefit from a more systematic review of program time frames, goals and objectives.

In both BHN and Education programs, PC/Chad might slow down the pace of change for a period of time to assess the success and failure of BHN programs and to avoid pulling out of secondary education so precipitously as to disrupt Chad's educational system and offend GOC officials.

Relations and Lifestyles: PC country staff relations and communications with the GOC, international donor agencies, and the American community are very good. Staff lifestyles are modest, and the "visibility" of the program at the national level is appropriately low key.

There is one problem in lifestyles: too many (35) PCVs live in N'Djamena. This reflects the fact that much of the country's development effort, particularly in education, has gone into N'Djamena. Living in a relatively sophisticated African capital, with a large expatriate community, movie theaters, night clubs, French restaurants, swimming pools and tennis can be a fascinating, if expensive, experience for volunteers. It can also be uncondusive to meeting Chadians,

eating local foods, learning local languages, and immersing oneself in local cultures. This is also potential for a similar problem in the towns of Sarh and Moundou. Efforts are being made by PC/C to reduce the number of N'Djamena PCVs. It will not be easy; it should be pursued.

Administratively, the Peace Corps office in Chad is exceptionally well run. The entire staff is strong, and PCVs voiced almost no complaints about administrative support or medical care! The main failing of the staff is that there are not enough of them to stay on top of all the new programming efforts.

Training and Skills: Chad has a good mixture of skill-trained generalists and high skilled PCVs. No PCVs complained about being mis-matched for their assignments. With a few exceptions, noted in the Sector Assessments, volunteers were positive about language, cross-cultural, and technical training. The 1978 training reports are quite thorough in picking out past problems, and should be used as guidelines for 1979 training.

Greater efforts should be made to include representatives of the ministries requesting and utilizing volunteers into training (pre- and in-service) design and implementation.

The PC library should be beefed up with more texts on development issues, African history, technical manuals, and books on language learning. The PC pays for on-going language lessons, but texts should be given to each PCV to assist them in setting up their own language programs.

PC/Chad has designed ambitious in-service training programs, particularly for TEFL teachers, to encourage them to establish secondary projects. The PC staff might expand this concept, after discussions with the Ministry of Education, to include math training for TEFL PCVs after their first year of service, so that they could then teach some math courses in their second year if they teach at a school that is short on math teachers. In this way, the education project might become even more relevant to Chad's needs than it already is.

Support and Resources: PC/Chad has been able to initiate new programs because international donor agencies have responded to the drought with a variety of programs and large sums of money. Without material support from AID, CARE, FAO, UNDP, FED, and the World Bank, it would be extremely difficult, and in some cases impossible, to program PCVs.

PC/Chad's relationships are particularly good with AID and CARE/Chad. Cooperation with the other agencies is relatively new and many problems are yet to be worked out (e.g., volunteer role definitions, housing issues, and in general, a mutual understanding of what each agency is about and what each's responsibilities are).

SECTION III: PROJECT ASSESSMENTS

Secondary and University Education

Overall Assessment: Education is a priority of the GOC. The country's 10% literacy rate translates into severe manpower shortages in every sector of the economy, and a dependency on expatriates from Europe, Russia, the U.S., and neighboring African countries to fill a variety of jobs. (For example, 41% of Chad's secondary school teachers are expatriates.) It also means that many jobs go unfilled, or are filled with unqualified people. More often than not, Chad employs just-graduated secondary school students (bacheliers) as secondary school teachers: over half (57%) of the Chadians teaching secondary school are themselves only secondary school graduates. Even with these bacheliers, every school in the country is short on teachers. It is common for students to miss a year or more of math, science, or English, because there is no one to teach it. Teachers are then obligated to teach two years of a subject in one year so that their students will have at least an acquaintance with the material required for the two national exams they must pass to graduate from secondary school (the BEPC and the BAC).

There are countries in Africa which cannot absorb their large numbers of graduates into the job markets; Chad is not one of them. There is a demand for trained secretaries, clerks, cashiers, accountants, statisticians, nurses, teachers, agricultural, fisheries, and forestry agents, small businessmen, translators, administrators, policemen, soldiers, and more. The need is as great in the private sector as it is in the public sector. The work is there; the trained Chadians are not.

There are, perhaps, countries in the world where education is "elitist"; Chad is not one of them. The overwhelming majority of students in Chad are the sons and daughters of subsistence farmers. Those students who make it through the educational system and into high level jobs are rarely alienated from their families by their success. Rather, their responsibilities to the extended family are increased and family bonds are strengthened. As a rule, a successful, educated African--in this case, Chadian--must share his wealth with a seemingly endless number of siblings, aunts, uncles, and cousins. The family has given the student everything; to refuse to reciprocate would mean alienation from the family and the tribe, an almost unthinkable alternative, even in modern day Africa.

A large majority of the Chadian officials we talked to, from the cabinet level on down, singled out TEFL as the most important Peace Corps project in Chad. The arguments most frequently heard during the evaluation in support of TEFL are:

- 1) Students must pass two major exams, the BEPC and the BAC, in order to continue their education. English is one of the subjects on these exams. Without PCV teachers, more students will fail the exams, thereby hindering Chad's efforts to meet its needs in trained manpower.
- 2) PCVs stress the importance of students learning to think for themselves as opposed to the traditional French system of learning, which relies on rote memory.
- 3) Native speakers are the best teachers of any language.
- 4) The solid reputation of the PC/C TEFL PCVs has opened the door to BHN programming efforts.
- 5) TEFL PCVs are among the easiest to program, recruit, train, plug into rural areas, and support.
- 6) Chad has Anglophone neighbors in Cameroon, Nigeria (Chad's largest trading partner), and Sudan. More English speakers will improve interaction with these countries.
- 7) The Government of Chad thinks TEFL is important.

Some people interviewed for the evaluation questioned the relevance of teaching English in a country where very few basic human needs are being met. This view always came from Americans, most often from PCVs working in rural development; it never was expressed by a Chadian, and rarely by an education volunteer.

The GOC welcomes the Peace Corps playing a larger role in agriculture, rural development, and health, but they are puzzled as to why more PCVs cannot also be put into education. They do not view PCV teachers as slot-filling cheap labor. They are eager to replace expatriates with Chadian teachers: political pressures demand it, but they realize it will take time.

In an effort to meet Peace Corps/Washington's call for a de-emphasis of traditional education programs in favor of Basic Human Needs programs, the PC/Chad staff met with the Director of Secondary Education to discuss a planned phaseout of TEFL PCVs. The Director was troubled by the Peace Corps'

decision; but felt that he was faced with a fait accompli from Washington that he could not challenge. The two sides therefore proceeded to work out a phaseout plan based on a shaky assumption. English majors at the University of Chad are theoretically required to serve for a number of years as secondary school teachers upon graduation. Approximately four English majors graduate each year. Therefore, PC/C could fill four less slots each year, and phase out PCV inputs by 1983.

Problem or Need Addressed: Chad PCV TEFL teachers are helping the GOC to: a) increase the number of students passing the BEPC and BAC exams, thereby augmenting the number of trained Chadians on the job market; and, b) increase the number of Chadian English speakers, thus improving communications and contacts with Chad's neighboring anglophone trading partners. TEFL does not make a direct contribution to human survival. Indirectly, however, it does, by training people who can find jobs, make money and support their families. PCVs are an appropriate resource to meet this priority of the GOC, and they are not displacing HCNs.

PC/C has done innovative work in terms of secondary activities. A PCV is attached to the Department of Secondary Education to coordinate the development of secondary activities for PCVs with the Ministry, school principals and the PCVs themselves. Volunteers are already incorporating nutrition and preventive health care techniques into TEFL lectures and discussions. GOC officials have greeted this idea with enthusiasm and want to extend the concept to include Chadian teachers.

PC/C also schedules In-Service Training (IST) courses for PCV teachers in such subjects as forestry, gardening, nutrition and health during school vacations, thus permitting education volunteers to more fully understand and participate in Chad's development process.

Project Goals and Objectives: TEFL goals and objectives are directly related to the needs and priorities of the GOC; objectives are well understood by the Ministry of Education, PCVs and PC staff, and they are being accomplished. Disagreement exists only regarding time frames: the GOC and the PCVs feel that the proposed five year phaseout is precipitous.

Participation and Control: This project was initiated by the GOC and PC staff in 1967. Students (the affected people) participate in its implementation. As in any school system, some participate actively and some passively. PCVs generally commented that their students are serious and interested in their studies, realizing that education can open up choices for the future.

In all but two secondary schools in Chad, women constitute only between 10-20% of the student body. There are only two Chadian women teaching in secondary schools in the entire country. On the other hand, 25 of 45 PCV teachers are women. The PCV women present a role model--for both male and female students--of women who are strong, educated, competent, and independent wage earners.

Project Accomplishments/Benefits: The GOC benefits from this project by having a pool of trained TEFL teachers to help staff their secondary schools. PCVs benefit from the cross-cultural experience, and the satisfaction of doing a professional job. The average PCV teaches 250 students, so approximately 11,250 secondary school students directly benefit (and, as mentioned, their families benefit indirectly) from increased access to knowledge, and those who pass the BEPC or the BAC have greater choices of action (job opportunities). The TEFL method encourages students to think for themselves, instead of relying on rote memory. This may be the most important accomplishment of the PC involvement in education, and also the hardest to quantify. Furthermore, TEFL accomplishments are complementary to all of Chad's Basic Human Needs (BHN) programs through providing trained Chadians for development work and stressing secondary activities related to development.

PCV Roles: Volunteers are addressing a real need. Their job descriptions reflect their actual jobs, and their work occupies them full time. They are fully integrated into the host country infrastructure; more so, in fact, than PCVs in any other project. The lifestyles they lead are in line with those of their Chadian colleagues, and they have a real opportunity for cultural exchange. There are, however, too many PCVs in N'Djamena, the capital, and the distractions of a relatively sophisticated city can discourage cross-cultural initiatives. Both staff and volunteers are aware of this, and efforts are being made to program more PCVs in the bush, and fewer in the capital. On the whole, however, TEFL PCVs are positive about their assignments and experiences.

Skills and Training: Chad has never had a problem finding enough qualified trainees to teach English at either the secondary or university level. Volunteers, staff, and host country officials are all generally agreed that all components of the training are adequate and appropriate. IST in both TEFL and secondary activities is available and effective. The major complaint about pre-service training came from PCVs who arrived in-country with an FSI 3 or better in French. They say, correctly, that the Peace Corps does not have adequate advanced level French materials, and they end up reviewing French which they already know. PC should either develop good advanced French materials, or allow trainees with strong French backgrounds to begin local language immediately.

Support: TEFL PCVs feel that they get good support from the PC Director and from the TEFL PCV Leader. They are not, however, happy about moral support from PC/W. They feel that they are as competent and as dedicated to the Peace Corps goals as is any group of volunteers. They deeply resent what they perceive to be an agency-wide campaign to discredit them and make them feel that they are inferior to PCVs in BHN programs. Perhaps they have not properly understood what agency policy towards TEFL programs is, but they feel this acutely, and they feel that this perception has been reinforced through statements of PC/C staff members and articles reprinted in their newsletters. If they and/or PC/Chad staff members are misinformed, efforts should be made to rectify the situation, to tell them that the hard work and dedication of education volunteers are appreciated. If they are correct, or partially correct, agency policy should be reviewed and clarified. It is counterproductive, at best, to program PCVs into jobs where the Peace Corps doesn't want them to be.

The GOC provides good housing for all education volunteers. Beyond that they have few resources to offer. Books, paper, chalk, and blackboards are all in short supply. PCVs show great creativity in dealing with these shortages, and are able to perform effectively with limited resources. Relations between PCVs and their school principals are generally quite good; education volunteers are generally seen and treated as professionals and respond in kind. Chadians rarely, if ever, question the presence, role, or value of a PCV teacher in their midst.

Future Potential: As mentioned in Section I, Executive Summary, PC/Chad and the Office of Secondary Education have agreed upon a phaseout plan which calls for reducing the number of new TEFL PCVs by four each year, and replacing them with four University graduate English majors.

This line of reasoning overlooks certain realities: University graduates are not trained as teachers; they often do not go into teaching because they are grabbed up by the government, the private sector and international agencies for higher level jobs; the majority of Chadians currently teaching English are unqualified bacheliers; it is likely that PCVs will be replaced by more unqualified bacheliers rather than by University graduates; and finally, this solution ignores the fact that Chad's schools could double the number of TEFL teachers and still be understaffed in English teachers.

The evaluators feel that PC/C should renegotiate the phaseout along more realistic lines in order not to disrupt Chad's educational system. The Ecole Nationale Supérieur, Chad's first teacher training college, is scheduled to open in 1979. The GOC has requested that the Peace Corps provide TEFL teacher

trainers to ENS, and PC/C has agreed. A phaseout plan should be drawn up with the Office of Secondary Education, based on real numbers of trained Chadian English teachers replacing PCVs. Volunteers, Chadians and PC staff are all agreed that secondary school TEFL teachers should be phased out, and that PC should concentrate its efforts on training Chadian teachers. They also argue rather convincingly that Chad's unique situation should be treated with understanding, flexibility, and patience by PC headquarters.

Discussing domestic programming efforts, ACTION Director Sam Brown has said:

"...I talk about putting decision-making back at local levels, which we have been doing at this agency. The state directors now make judgements about where the VISTAs go; they don't get made by the region, or by Washington, they get made locally.

And I talk about the importance of government not imposing one uniform vision on every community in the country, but allowing things to spring up and grow, and the government encouraging those volunteer activities that go on at a local level.

Part of our genius in America is letting everybody do crazy stuff; the people in California doing one set of things, the people in New York another, and we can make judgements about them over a period of time; see what works and what doesn't. I really like that.

And it means, too, that you shouldn't do massive social experiments. You ought to do them a little bit at a time."

Surely this same spirit of local-level decision-making should dominate the Peace Corps programming process, particularly given the size and diversity of the Peace Corps world. What is right for Malaysia or Brazil may not be right for Chad or Upper Volta.

The PC/Chad staff has been making great efforts to increase the number of BHN volunteers. In three years, the percentage of BHN PCVs in Chad has jumped from 20% to 49%. In 1979 BHN programs will account for over one-half of Chad's PCVs. At the same time, the staff has been working to make the education program more relevant through an emphasis on secondary projects, and has been anxiously awaiting the opportunity to work in teacher training.

Trying to balance PC/W programming criteria with GOC priorities and desires has not always been an easy task. PC/Chad

should be supported and commended for its efforts to achieve a strong, balanced program.

One final weakness of the TEFL program: PC/Chad currently does not allow TEFL PCVs to extend for a third year as teachers. It is agreed by staff, volunteers, and the Office of Secondary Education that a strong third-year PCV is more capable of meeting all three PC goals than first- and second-year PCVs. The Peace Corps' current extension policy needlessly undercuts the effectiveness of the TEFL program and should be eliminated. TEFL PCVs who meet PC and GOC criteria should be allowed to extend for a third year if they so desire.

Chad Wells

Overall Assessment: There are currently 11 PCVs in Chad installing small bore wells for the Fonds de Development et d'Action Rurales (FDAR). The volunteers report to the Director of FDAR through an AID project liaison officer. The PCVs are responsible for installing wells and pumps, maintaining drilling rigs and project vehicles, training Chadian counterparts as wells technicians, ordering supplies and writing reports for FDAR. They are both managers and technicians. The PCVs are divided into teams: there will be four teams in 1979, each consisting of 2 PCVs and 2 to 4 Chadian counterparts. Some teams concentrate on drilling new wells, while others maintain existing wells.

The estimated lifespan of a small bore well varies between 5 and 10 years, and a maintenance inspection should be done on each well every six months. At the time of this evaluation, 200 wells had been completed; 500 more are planned by 1983.

USAID has given \$3,000,000 for the current five-year project. The wells program is hotly debated within PC/Chad. There is no doubt that the project is a priority of the GOC and is meeting a most basic human need: providing water where it is desperately needed. The small bore method is thought to insure that the water provided is potable, thereby contributing to human survival by replacing traditional hand-dug open (easily contaminated) wells, but tests have not yet been done to verify that assumption. There is also some question regarding the responsibility for the wells once they have been built. Some of the project volunteers and other parties feel that the wells teams and FDAR should be more involved in promoting community responsibility, providing health/sanitation education, and preventing unsanitary conditions surrounding the wells they dig. A wells team arrives in a village, installs a well, and leaves; villagers are usually spectators rather than participants in the process.

Critics of the project also claim that the technology used is inappropriate because villagers will always need outside technicians with drilling rigs to maintain the wells and they question GOC capacity to sustain the program once AID money and PCVs are gone.

Supporters of the wells program admit that the small bore method is technically advanced, but argue that it is also the most efficient and economical method, and therefore the appropriate method, for providing potable water in Chad. Wells PCVs say that they are following the instructions of their Chadian boss, who is mainly interested in numbers of wells installed: He wants to show villagers that the government can provide services to the rural areas. Citizens in the States don't join together to dig sewer lines, the PCVs say: They expect it to be done by government using tax dollars, and Chadians have a perfect right to expect the same thing.

Counterpart training is another much discussed issue. Critics charge that the PCVs are too concerned with administration, installation, maintenance, inventory, and deadlines at the expense of training their Chadian counterparts to really assume control of the program. Wells PCVs admit that more needs to be done, but express frustration at the Chadian habit of separating physical from mental work: if you are an administrator, you do not do manual labor, and vice-versa. Chadian counterparts do manual labor with the PCVs, but are reluctant to assume responsibility for report writing, or inventory control. The Peace Corps has been pressing FDAR for several years to find a Chadian project manager to assume control of the day-to-day administration of the project, so that PCVs can concentrate more on counterpart training. FDAR claims that they have not been able to find a suitable candidate.

The nature of the work necessitates placing PCVs in large cities, with frequent forays out into rural areas. This appears to prevent volunteers from getting to know any one group of Chadians well. It fosters a certain clannishness in wells PCVs that hinders them from meeting Peace Corps goals 2 and 3. Nonetheless, the morale of the wells PCVs is high: they enjoy their physical and technical work, and the satisfaction of seeing a finished product and its impact on local villages.

The Chad Wells Project, then, is a strong BHN effort that could benefit from a frank re-evaluation by the GOC, AID, and PC/C. Some ideas for such re-evaluation will be discussed in the section entitled Future/Potential.

Problem or Need Addressed: The Chad Wells Project was designed as a response to Chad's great need for clean, sufficient, and constant water supplies in rural villages. It makes a direct

contribution to human survival by cutting down on the incidence of diseases caused by contaminated water. (PC/Chad has ordered water-testing kits via USAID and will soon begin a project to measure and document the potability of water from small bore wells.) The project is very much a GOC priority. PCVs are an appropriate resource to meet the need, and they do not displace HCNs.

Project Goals and Objectives: The technical goals, objectives, and time frames of this program are well spelled out in the Project Plan, and are well understood by all parties concerned. Goals for counterpart training and for turning over technical and financial responsibility for the project to the GOC are not spelled out, a serious omission. There is a very real question as to GOC capability to continue this program after 1983, when AID and Peace Corps involvement are scheduled to end.

Participation and Control: PCVs first began hand drilling small bore wells for the GOC in 1967. Over the years the project has changed ministries and continually modified and adapted technologies to produce a longer-lasting, more efficient well. Decisions on placing wells are made by FDAR in consultation with local government officials. Villagers are consulted only on actual site placement within the village; they are not involved in the actual drilling, and only limited cross-cultural exchange occurs between PCVs and the villagers.

Project Accomplishments/Benefits: Rural villagers are the primary beneficiaries of this project. Approximately 400 people use each well. 200 wells have been completed to date, affecting about 80,000 people. By 1983, 500 more wells should be completed, raising the total number of affected people to about 280,000. Theoretically, all of these people should be in better health as a result of a potable water supply, though no formal studies have been done to verify this. Women benefit directly from this project. As in most African countries, Chad's women are responsible for collecting water for their families, often from water sources located a kilometer or more distant from their homes. The installation of a well right in the village is a considerable labor-saving aid to all of the women in a village.

A well increases people's access to a resource which is necessary for human survival (water). Therefore, a well dug by PCVs is greatly appreciated by the affected villagers, despite the fact that they have not been included in either the planning or the implementation of the project.

PCV Roles: The wells program is integrated into the FDAR structure, but it is an autonomous unit within FDAR. The AID project manager and the PCVs effectively control the

implementation of the program. They are training counterparts, but in a haphazard manner: each PCV has a different style of transferring technical information, which can end up confusing the counterparts, as they frequently change teams, and PCVs come and go. PCVs question whether or not some of their counterparts have the competence to make the leap from merely following technical instructions to creatively dealing with unforeseen technical problems. Qualification levels for counterparts could be upgraded, but more qualified counterparts would probably be reluctant to work for the low wages paid by FDAR.

The Chadians that the PCVs know best are their counterparts, but living and working with at least one other PCV often results in the volunteers sticking together. Wells PCVs all feel that they are meeting PC goals 2 and 3; that they are having cross-cultural experiences which are positive. But they certainly do not currently have as much opportunity for the in-depth cultural exchange that PCVs living in rural areas have. At the same time, they seem to be respected by the Chadians they deal with for their hard work, dedication, and modest lifestyles.

Skills and Training: The PCV skills requested are appropriate to the assignment. The TAC sheets are complete and accurate, and, with the exception of a mechanic's position, the Peace Corps has always been able to fill the program. Technical and cross-cultural training are good, but several wells PCVs felt that French training has been inadequate for their project. They are not required to have prior French, but they are expected to begin writing reports and hold meetings with local authorities in French as soon as they are sworn in. They point out that TEFL volunteers are expected to have prior French, and then speak English all day in school. Wells PCVs say it takes about a year to become proficient enough in French to do an adequate job on reports. This seems to make first-year PCVs more dependent on second- and third-year PCVs.

Support: PCVs feel that they get good moral support from the APCD for AG/RD and from the new wells PCVL. They are also happy with the technical and material support they receive from AID (a project manager and \$3,000,000). The Director of FDAR oversees the program, and is aware of all developments. Lines of responsibility are clear, and are followed.

Future Potential: PC involvement in well digging is scheduled to continue at least through 1983. Volunteer numbers should remain constant during this period. Technical goals are clear and should be achieved, barring unforeseen political problems. A resolution of the current security situation would allow PCVs to return to the northern part of the country to maintain wells abandoned in April 1978.

The major weakness of the program is the lack of non-technical goals: there is no formalized training objectives for counterparts, and no agreed upon plan for transferring the program to full GOC control and financing. Solving these problems is complicated by the fact that rumors abound in Chad that the wells program will be re-organized out of FDAR into another, perhaps yet-to-be-created department. PC/C and AID should try to find out what GOC intentions are for the wells program, both in the immediate future and in the long term. They should try to formalize a transfer-of-responsibility plan to insure that the GOC has a real capacity to run this program after outside resources are gone. Admittedly, this is easier said than done, but it seems worth the effort. The specter of 700 broken-down wells littering the countryside is one that should haunt PC/C, AID, and GOC officials.

The three parties should also agree upon a training plan for counterparts to supplement or replace the current haphazard on-the-job training. Counterparts should know exactly what is expected of them, what they are responsible for knowing, and how they are to be taught. PCVs should draw up an inclusive list of the skills needed to do the job, and base the plan on that: if literacy or basic math courses are needed, they should be included. If classrooms, teachers, and books are needed, PC, AID, and the GOC should start trying to find them. If counterparts cannot meet training requirements based on the skills needed to do the job, they should be replaced.

The PC and the GOC should re-evaluate the role of the PCV well-digger, to try and bring it more into line with Peace Corps goals and program criteria. Their role and training should be broadened to allow the volunteers a choice of technologies to employ, and more capability and time to do educational work in individual villages. Villagers should understand why small bore well water is potable; they should understand the importance of keeping the area around the well free of standing water; they should understand that their well might be good for irrigating a small communal garden, or fruit tree nursery: Villagers should be made active partners in the development process.

PCVs should try, wherever possible, not to work in teams with other PCVs. One PCV per wells team should be sufficient, and would force the PCV to rely on French or a local language, and increase opportunities for meeting PC goals 2 and 3. PC/Chad might consider dropping the number of wells PCVs from 11 to 8 encourage this goal.

All of these suggestions could adversely effect the number of wells completed, but it might be preferable to trade off fewer wells in the next five years for creating a really viable capacity within the GOC to run its own wells program.

Forestry

Overall Assessment/Problem or Need Addressed: A combination of drought, overgrazing, over-cultivation, and burning of fields is adversely affecting Chad's environment, turning once fertile soils into barren wastes. PC/Chad, realizing the importance of forestry programs in reversing this desertification cycle, has placed 11 PCVs in three projects, each funded by a different donor. These programs all make a direct contribution to human survival by: increasing fuel supplies; restoring soil productivity for food production; increasing the numbers of fruit trees and species that are used for local medicines, and; increasing shelter for wildlife. Reforestation is a priority of the GOC, the Peace Corps, and most international donors. PCV foresters are meeting a definite manpower need of the GOC. The three forestry projects are: CARE/Chad Acacia Albida (AA); FAO Dougui forestry, and; Eaux et Forets (E and F) forestry.

Project Goals and Objectives: CARE/Chad AA: four PCV foresters work in this project. Acacia Albida is often called a miracle tree, because it has a reverse growing cycle to most other Sahelian species: its leaves fall off just before the planting season, so it can be planted directly in fields and not interfere with crop production; it provides shade for the fields during the long dry season, thus protecting the top soil; and its root system and leaves retain surface moisture and improve nutrient exchange in the soil, which increases crop production. PCVs and their counterparts have set up nurseries, and working with local farmers, have planted 350,000 AAs on 3,500 hectares (ha.). The trees are planted at spaced intervals, 100 trees per ha., and farmers are taught how to protect the trees with thorn branch fences and firebreaks around each tree. Project results will be a long time coming; it takes 15 years for the trees to mature, and the survival rate on AA averages between 20-30%. PCVs will phase out of this project in 1981, when CARE funding ends. In 1979 and 1980, the volunteers will maintain the nurseries, replace dead AA, and continue to train counterparts and farmers in ways to protect the trees.

FAO Dougui Forestry: The United Nations Food and Agricultural Organization (FOA) used aerial photographs of Chad to identify an area 50 to 80 kilometers north of N'Djamena which was being rapidly deforested. They then funded a three-year project to reforest 3,500 ha. through natural regeneration: fencing in parcels of land with thorn branches and allowing the soil and trees to recover on their own, with some supplemental semi-direct seeding. After three years, the fences will be removed, and the villagers will begin to exploit the parcels on a rotating basis: dividing the parcel into three or four sections, and exploiting one section per year.

Four PCV foresters work in the project on mapping, surveying, photo interpretation, setting up a nursery, researching improved methods for making charcoal, and counterpart training. The project is scheduled to end in 1980, but it is running behind schedule and may be extended for 1-2 more years.

Eaux et Forets Forestry: Three PCVs are assigned to the GOC's Department of Water and Forests. Each one works in a slightly different project, funded by different donors. One works in a World Bank project modeled on the Dougui forestry program; one works on projects funded by the U.S. Embassy Self-Help Fund and CARE; and one works on a project funded by the European Development Fund (FED). Goals and objectives are roughly the same as those of the other projects: setting up nurseries, providing trees to farmers, surveying, mapping, establishing land-use plans, and protecting land for natural regeneration.

Participation and Control: All of these forestry projects were designed by outsiders, rather than by the GOC. E and F is poorly managed, underfinanced and short on trained staff, so they have relied on development agencies to supply the necessary expertise and funding for project design and implementation. All of these projects are designed to help rural subsistence farmers, but they were rarely, if ever, consulted about project design. It is difficult for these farmers to see the benefits of reforestation, because it will take anywhere from three to fifteen years for the benefits to occur. Many farmers--several thousand in all--participate in forestry projects, but they work planting and protecting trees because they are paid with money and/or food from Food For Work and World Food Program Stocks. They cannot influence project direction, they can only choose to participate or not.

Project Accomplishments/Benefits:

CARE/Chad: to date 350,000 hectares have been planted with Acacia Albida, 100 trees per ha.. Project benefits from the trees will not be realized for from 15 to 20 years, but participating farmers have already received other benefits: 1) increased access to knowledge about trees; 2) access to resources (nurseries and trees); 3) payment for their work in food and money; and 4) the beginning of soil restoration, which should eventually mean increased crop production. The GOC has benefited from the training that E and F counterparts have received. Since women traditionally work in the fields, they have participated equally in the project and its benefits. The project is definitely complementary to other development efforts in Chad.

In addition to working on AA, CARE/Chad PCVs have grown a variety of popular tree species in their nurseries and distributed them to farmers, and worked on other tree conservation

projects. As an average example, one PCV has supervised the planting of 750 ha. of AA, established a 12 ha. village forest that will one day be exploited for firewood, started several nurseries, and distributed 2,000 fruit trees to interested farmers.

FAO/Dougui: To date, 13 parcels of land covering 900 ha. have been set aside, mapped and fenced. Several counterparts have benefited from training in mapping and surveying. A 60,000 seedling nursery is currently being set up. Charcoal research is just beginning. About 200 rural farmers and their families have benefited from food and money payments. Critics of the project say, however, that education of farmers is the key to the long-term success of this project, and that it has been ignored. They say that it has been sacrificed to technical goals such as precise mapping, that really are of no use to villagers, and that FAO technical experts are insensitive to local farmers, which could doom the project to failure. Unlike the CARE AA program, women are excluded by their husbands from working on the project, though they do benefit from the payments their husbands receive.

Eaux et Foret Forestry: Accomplishments here are mixed. The PCV in the E and F/World Bank project has been idle since he was sworn-in in September, 1978, due to problems discussed under Support (below).

On the other hand, the PCV who receives funding from both CARE and the U.S. Embassy Self-Help Fund has had impressive results in three years in Bongor: 600 ha. of AA planted; 4 village forests established; 13 kilometers of road planted with shade trees; 25 ha. of land reforested; approximately 20,000 fruit and shade trees distributed to farmers from 2 nurseries he set up; and 6 counterparts trained!

PCV Roles: Forestry PCVs are addressing a real need, they work full time, and their job descriptions match their actual jobs. In theory, all forestry PCVs are integrated into Eaux et Forets; in reality, they have very little guidance and support from the national level. They do, however, work closely with E and F counterparts/field agents. Very good opportunities exist for human and cultural exchange, and are generally actively pursued by the PCVs in this project.

Skills and Training: Of 11 PCVs, 9 are degreed foresters, 2 were skill-trained by the Peace Corps. Skills requested are appropriate to the assignments. Adequate numbers of qualified PCVs are available for the project. Technical and cross-cultural components of training were adequate and appropriate. Several PCVs commented that their French levels at the end of training were not sufficient to do a really effective job, yet they also felt that they could not have absorbed any more French in pre-service training. On-going in-service training in French and local languages is available for all PCVs.

Support: PCVs in the CARE and FAO projects report to expatriate forestry technicians in those organizations. Volunteers receive minimal technical and moral support from Eaux et Forêts. E and F does provide housing for several of the PCVs. In the case of the FAO projects, housing has been a problem. E and F was willing to house PCVs in N'Djamena, 40 kilometers from the project sites, for the first year of the project. They were not willing to construct housing at the project site. FAO has now agreed to pay for the construction in the Dougui area, and two forestry PCVs are working full time building their house. Housing is also one of the problems facing the World Bank forester. He has had no work since becoming a PCV in September. Project funds have been delayed, no Chadian project director has been named because of political problems within the GOC, and construction of his house has not yet begun. The PC staff is working to resolve all of these problems, but a more thorough programming process might have eliminated some of the confusion.

Chad has too many PCVs living in N'Djamena. In programming the Dougui project, PC/Chad might have insisted that the PCVs be housed at the project site, to better meet goals 2 and 3. PC goals, objectives and time frames should have been discussed at length with the GOC, FAO and World Bank, in order to avoid having PCVs start off their assignments with idle time and inappropriate or non-existent housing.

It is inevitable that there will be snafus in large development projects with three bureaucracies (PC, GOC, and international donor agencies) involved in the planning. And PC/Chad has been aggressively seeking out BHN possibilities with a number of agencies, which further complicates the programming task. It might be better, however, to err on the side of caution when programming; to be sure that all sides fully understand each other's unique problems. This is especially true when programming with high level expatriate technicians. A few genuinely frustrated PCVs can have an impact on a program out of all proportion to their numbers.

CARE/Chad has given excellent moral, technical, and material support to their forestry volunteers. CARE's understanding of the role that a PCV can play in a development project is unusually good. The CARE/Chad Acacia Albida project is a model of successful third party/Peace Corps cooperation.

Future Potential: Peace Corps/Chad is trying to expand PCV numbers in forestry projects. They are right to be doing so. If national reconciliation is achieved, E and F wants a number of PCVs placed in northern areas of the country, hardest hit by deforestation. A major firewood program for N'Djamena is also in the discussion stage. CARE has requested more PCVs to initiate fruit tree nurseries. Forestry projects

are amongst Chad's greatest needs; it is fitting that the Peace Corps is at the heart of them.

The most controversial aspect of the existing forestry projects is the use of food as payment for participants. PCVs complain that the use of food creates dependencies that ultimately hinder development projects: if people are paid to do projects that are designed for their benefit, they are reluctant to do similar projects unless they are paid. PCVs also complain that they are often caught up in distributing food payments, and are thereafter seen as donors rather than as development agents. They claim that villagers begin to equate trees with handouts.

Supporters of the food program say that it is unrealistic to expect farmers to participate in a project which they very possibly will not live to see the benefits of, without offering some form of compensation. Secondly, they say that the amount of food brought in is small and does not adversely effect crop production. They try to limit food distribution to areas where there are real food shortages, and claim that requests for food assistance fall off when crops are good. Finally, they try to limit food distribution to projects of communal interest as an incentive to cooperative efforts. Whatever the merits or drawbacks of using food, PC/C should try to keep PCVs away from actual food distribution; it seems to discourage the accomplishment of Peace Corps' Goals 2 and 3.

Food Production

Overall Assessment: Increasing food production is an obvious need in Chad, as in all other Third World countries. Chad was self-sufficient in food production until 1968, when prolonged drought forced the country to start importing food. The PC/Chad staff has been attempting to increase participation in this basic human needs area for the last three years. There are currently 11 PCVs in this sector, with 11 different skills, working in 11 different jobs! And PC/Chad has requested 18 trainees with 12 skills for 12 different jobs for summer 1979. (See Appendix A.) This fragmentation raises obvious questions about PC/Chad's ability to properly program, train, monitor, and evaluate PCVs in this sector.

Most of these jobs are directly related to real host country needs, are tied into third-party funding, and have the potential to make a direct contribution to human survival by increasing food production. They have also all suffered from housing and/or support problems, unclear lines of authority and responsibility, vague or non-existent project objectives and time frames, and/or inadequate training design. Several PCVs in this sector have been placed in positions where they are almost totally responsible for designing and implementing their own jobs, with little material or moral support from

the agencies, both Chadian and foreign, which requested them in the first place. PC/Chad's small staff does not have the capability to give adequate program support to all of the PCVs they currently have in-country. An overall increase in volunteer numbers by approximately 37 during 1979 can only complicate the problem.

Increasing BHN programming in food production is an agency goal, and PC/Chad should be commended for the considerable effort they have made to meet this goal. At the same time, this sector can be a programmer's nightmare, particularly in Chad, where infrastructure in agriculture is practically nonexistent, and the GOC has a limited capability to absorb the development monies which have been pouring in since the drought.

To keep the players straight in this sector, it might be worthwhile to list the projects and the PCV jobs. Dougui Farm is an experimental research farm funded by the Food and Agricultural Organization (FAO). An FAO technician who lives in N'Djamena, oversees the project. Three PCVs work at Dougui Farm: a plant biologist who does research on improved species of indigenous crops; a mechanic, who runs the farm garage and is attempting to set up a counterpart training program; and a nurse, married to the mechanic, who is attempting to set up a preventive health program with neighboring villages.

SODELAC, the Society for the Development of Lake Chad, is a semi-autonomous government agency heavily funded by the World Bank and AID. SODELAC, located in the town of Bol, is working to increase food production on the polders of Lake Chad, using a number of expatriate technicians and sophisticated technology. Three PCVs work at SODELAC: a forester, who develops nurseries and plants windbreaks on the polders; an experienced farmer, who works on a truck gardening project, which grows fruits and vegetables for N'Djamena, and; the farmer's wife, who was to begin a women's social center in Bol.

Fisheries: The GOC recently created a Fisheries Department, which has been funded and staffed with expatriate technicians by the FOA. Three PCVs are currently assigned to the Department: a statistician; a fisheries extension agent who is responsible for organizing a program for village women in improved techniques for the preservation and processing of fish, teaching at a fish cooperative, and creating a program of improved village health and sanitation facilities; and a cooperative advisor, responsible for helping local fishermen organize and operate a cooperative, introducing better methods of harvesting fish and new preservation and processing methods, organizing a marketing system and designing a program to re-invest the co-op's profits.

DEFPA is the office responsible for teaching farmers improved agricultural techniques, through a network of rural agricultural training centers, (CFPAs). Two PCVs are assigned to DEFPA: a PCV with an Agricultural Education degree is working to develop an agricultural training program for the wives of farmers attending the CFPAs; and a PCV construction advisor, who's responsible for overseeing construction and repair of CFPAs, using locally available materials wherever possible.

It is impossible to adequately evaluate the SODELAC project because the plane to Bol (the only way of getting there, due to security problems) was broken down while the evaluators were in Chad, and both the PCD and APCD were medevaced during the evaluation, and were unavailable for discussions on SODELAC/BOL. We did find, however, from discussions with a number of PCVs and third parties, that SODELAC is controversial. Rumors and accusations of SODELAC's gross mismanagement and corruption are frequently heard. Both AID and the World Bank have reportedly sent investigators to Bol to check out these allegations.

Complaints are also voiced that the Bol project uses inappropriate technology, that increasing salinity in the lake will doom the project to failure, that two of the three PCVs in Bol have little work to do, and that the PCVs receive little support from the expatriate technicians who control much of the project. All of these may be unfounded rumors, but the frequency with which they are voiced raises suspicions. PC/Chad has requested four more high-skilled PCVs for SODELAC for summer 1979: an agronomist, a horticulturist, a mechanic and a forester. We recommend that these positions not be approved until PC/Chad conducts a thorough evaluation of the problems surrounding this project.

Problem or Need Addressed: The Dougui Farm project is an attempt to meet a real need by increasing food production through seed multiplication of Sahelian varieties of grain. The farm staff uses natural conditions (no fertilizers, no irrigation, and traditional cultivation techniques) to produce improved varieties of seeds, and experiments with crop rotation to produce higher yields and maintain soil fertility. The plant biologist and mechanic PCVs fill jobs which are crucial to the success of this project. There are no qualified Chadians presently available to fill these jobs.

The Department of Fisheries is attempting to set up a coherent national plan of fish cultivation and exploitation. People have always fished Chad's rivers and lakes (particularly Lake Chad), but they have not been assisted or monitored by the government. The GOC is moving on several fronts at once: to set up an office of fish statistics, to collect and analyze data on fish catches, sales, and

loss from spoilage; to set up cooperatives for fishermen; to improve harvesting and marketing techniques; to improve drying and preservation techniques; and to carry out an extensive nutrition education effort involving the increased consumption of fish. If successful, this project could make a real contribution to human survival, by increasing food production and improving nutrition.

DEFPA is also trying to increase food production by training farmers in improved agricultural techniques. Between 25 and 40 farmers and their families live at each rural agricultural training center for one or two years. The farmers and their wives receive instruction in agriculture, literacy, nutrition, health, civics, marketing, and administration and budgeting. They grow food to feed themselves while staying at the center. The CFPAs also send extension agents into villages to teach courses.

PCVs are an appropriate resource to meet some of the staffing needs of the CFPAs as there are not enough trained Chadians.

Project Goals and Objectives: Dougui Farm goals and objectives are directly related to the stated need, though time frames are necessarily vague when research is involved. Not so understandably, goals and time frames for the PCV mechanic are also vague, particularly in regards to counterpart training.

Fisheries goals are clear and related to the need, but there is no organized program for reaching those goals; in effect fisheries PCVs are being asked to figure out how the broad program goals are to be achieved, while overall direction from both Chadian and expatriate fisheries officials can best be described as weak. The PCVs are responding to this challenge with commitment, creativity and patience, but based on Peace Corps history, placing Peace Corps Volunteers in such unstructured programs is risky.

DEFPA faces similar problems. The program appears to have great potential for achieving integrated rural development, but it is relatively new, under-staffed, and under-financed. Goals and time frames are fuzzy. Both Peace Corps Volunteers in this project feel that their work could be important, that the project is worthwhile, and that their Chadian supervisors are dedicated. They are both, however, programming their own jobs as they go along, which can be extremely frustrating, and which should have been done before the Peace Corps Volunteers arrived.

Participation and Control: Dougui Farm: FAO technicians planned and developed this project with GOC participation; the affected farmers were not involved in the planning process.

Close to 1,000 farmers (mostly men, some women) participate in the work by bringing in seeds to be researched, clearing and working the fields. They are paid for their labor with Food for Work stocks. They have no control over the project but they do understand what the project is trying to do, and they use the results of the research: improved seed varieties.

Fisheries: Here again, the project was planned by FAO technicians and officials of the Department of Fisheries. The affected fishermen were not consulted. In the work the PVC statistician is doing, there has been, to date, no participation by fishermen, or by fish sellers. The two other Peace Corps Volunteers recently assigned, do or will work closely with fishermen and their families, trying to set program goals and organize co-ops and nutrition projects.

DEFPA was planned by the GOC, and developed with the help of grants from a number of international donor organizations. Farmers and their families who attend CFPAs courses do not control decision-making, but they do participate actively in the implementation. Women are well integrated into the project.

Project Accomplishments and Benefits:

Dougui Farm: There are approximately 1,000 subsistence farmers participating in the Dougui Farm project. They are learning new agricultural techniques and receiving improved seed for planting, which should lead directly to increased food production. They, and their families, also receive sardines and milk as payment for their work, which gives them a more nutritious diet. In time, many more farmers throughout Chad should benefit from the research being done at Dougui Farm. The Peace Corps Volunteer mechanic is training tractor drivers and trying to establish a program for training mechanics, which will increase Chad's pool of trained manpower.

Fisheries: It is too soon to tell what actual accomplishments will result from this project. In theory, fishermen and their wives will benefit from learning how to organize cooperatives, preserve and market fish, and from health and nutrition education. Chad should benefit from an increase in the quality and quantity of protein-rich fish available in local markets, which should improve nutrition.

DEFPA: The CFPAs are still in the early stages of development, but they have already benefited the 25-40 subsistence farm families who attend each center, by exposing them to better methods of growing crops, child care, nutrition and health education. The end result should be a better trained, better fed rural population.

PCV Roles: All of the PCVs in the Dougui Farm, Fisheries, and DEFPA Projects feel that their jobs address a real need,

but only three out of the eight said that they are working full time. The PCV nurse and two of the three fisheries volunteers decide themselves how much work they can do in a given day; they provide the structure for their jobs. The PCVs generally agree that the lifestyles they lead and the sites where they work are appropriate, and they are unanimous in stating that their placements allow them the opportunity for strong cross-cultural exchange.

Skills and Training: The skills requested for these projects are appropriate, but not necessarily available in adequate qualities or quantities, because of the skills demanded: mechanics, ag degrees, experienced construction workers.

TAC sheets for these projects were accurate, but at the same time misleading to incoming PCVs. Quotes such as: "heavily funded", "high priority program", "challenging", "creating a program", "independence", "flexibility", "determination", and "we can guarantee you will never be bored", are all very upbeat and inspiring, but they need to be balanced by references to the confusion, bureaucratic snafus, delays, misunderstandings, loneliness and frustration that the volunteers most certainly encounter. Finally, TAC sheets for PCVs assigned to N'Djamena say: "Attending French and American movies, visiting bars and nightclubs with friends, playing tennis, volleyball, and swimming are major leisure activities." Is this really the cross-cultural tone that PC/Chad wants to set for new trainees?

Most of the volunteers in this sector came with the skills needed to do the job, so their technical training consisted of orientation to the way things are done in Chad. The fisheries PCVs were to have received their technical training from the FAO expert who designed the project, but he left on a long vacation and the PC/C training staff had to come up with an orientation at the last minute. PCVs are evenly split on the value of cross-cultural training. Those who didn't like it said that it was something that each individual had to work out for him- or herself.

Food Production volunteers felt that language training was as good as could be expected; that it gave a good basis for continuing on-going language training in both French and local language. With the exception of continuing language lessons, none of these PCVs has yet received In-Service Training (seven of eight are first-year PCVs).

Support: Five of the eight PCVs interviewed said that PC staff supervision was inadequate; one said it was adequate with reservations; one said it was adequate, but that he had never asked for it; and one said that it was good. The general complaint was that the Peace

Corps staff was ineffective in helping PCVs straighten out communications, housing, and support problems with ministries and expatriate technicians. They feel that many of these problems should have been solved before they arrived. The Dougui Farm PCVs have had the same housing problems faced by the Dougui forestry volunteers: they were expected to commute 80 kilometers (roundtrip) each day from N'Djamena to the farm. They found this unacceptable. PC/Chad says that the FAO is responsible for building housing at Dougui; the FAO technician has been slow in providing money for the houses. The PCV mechanic is now spending his time building a mud-brick house for the three PCVs stationed there.

PCVs generally rate host country supervision higher, but may well expect less from Chadian officials than they do from the PC/C staff. Reactions to third-party support and supervision are mixed. The Fisheries and Dougui Farm projects are adequately funded by FAO, but PCVs report communications problems between expatriate supervisors and themselves which appear to stem from a misunderstanding by these expatriates as to the role of PCVs. The two DEFFPA volunteers do not have expatriate supervisors and feel that material support from third parties, while limited, should be sufficient.

Future Potential: Peace Corps/Chad has requested the following PCVs for the Food Production sector in Summer 1979: four women agricultural trainers and one grain storage agent for DEFFPA; one ag researcher and one ag extension agent for Dougui Farm; one marketing advisor, one vegetable specialist, and three extension agents for a new vegetable production/marketing project; two farm managers for a new AID-funded project; and one mechanic, one forester, one agronomist, and one horticulturist for SODELAC/Bol. These slots account for only 18 of the 65 trainees requested for Summer 1979. (See Appendix A.) Even with the recent addition of a PCV Leader for AG/RD, it seems unlikely that the AG/RD APCD can successfully take care of the one thousand and one small details of programming, the training designs that need to be done before the trainees arrive, and at the same time prepare for trainees in two wells programs, three forestry programs, and one construction program, while simultaneously supporting and supervising over 40 current PCVs in eight projects.

The PC/Chad staff and the Africa Region should scrutinize all of these requests carefully to analyze PC/Chad's ability to cope with such a large number of skilled PCVs in so many projects. More staff and/or fewer projects seem like obvious, but perhaps unfeasible, solutions. As mentioned above, a close look at the Bol project is in order.

All of these projects have potential for helping increase Chad's food production, and PC/Chad is fortunate to have a

dedicated group of PCVs doing their best to help organize these new programs, but this sector currently has the highest level of volunteer dissatisfaction. Adding a new wave of PCVs without resolving the problems of housing, support, communications, and the role of the volunteers will only compound the problem.

Women In Development

Overall Assessment: In Chad, as in many other African countries, women have been left behind in the country's gradual transition from subsistence agriculture to cash crops. Among the negative effects of "modernization": women took a back seat in crop production; their participation in the evolving educational system was negligible; and the importation of manufactured goods undercut the role of women as artisans.

Following a congressional mandate to insure that women are not excluded from U.S.-funded foreign assistance programs, the Agency for International Development (AID), has been working with several ministries of the GOC to develop programs for women. One of these projects is the "Earning While Learning" program. Five PCVs work in this project: four are assigned to social centers run by the Ministry of Social Affairs, and one works in a handicrafts center of the Ministry of Tourism and Handicrafts. The volunteers teach Chadian women to make handicrafts which they can then sell for cash. While they are learning crafts, they are also exposed to courses in nutrition, child health care, sanitation, and literacy. The PCVs also train counterparts (monitrices) to replace them when they leave.

Problem or Need Addressed: This project addresses Chad's need for better trained, better educated women. The nutrition and child care portions of the project can make a direct contribution to human survival; the handicrafts portion can result in expanded choices and income. PCVs are an appropriate resource for this project, because Chad does not yet have enough trained women to do the job. "Earning While Learning" is not really a priority program of the GOC; it would probably not exist if AID had not proposed and funded it.

Project Goals and Objectives: The goals and objectives are reasonable and achievable, but the project is sputtering along because organizational problems within the Department of Social Affairs have caused confusion and delays at the local level.

Participation and Control: This project was initiated and developed by an AID technician, who originally tried

to sell it to the Ministry of Tourism, which was not then interested in programming handicrafts projects for women, and finally convinced the Ministry of Social Affairs to try it. The women who attend the centers (approximately 20 at each center) were not involved in the planning, but they do participate actively. They invest their time and enjoy learning new skills.

Project Accomplishments: The beneficiaries of this project are the women who attend the courses and the two monitrices at each center who are being trained to replace the PCVs. The participants benefit from the literacy, nutrition, hygiene and crafts training (tie-dying, sewing, embroidery, applique). The project also helps increase their earning power, and teaches self-sufficiency.

PCV Roles: Although PCVs are addressing a real need, they have had to struggle to define their jobs and integrate themselves into the Social Affairs structure. Despite this, they should leave behind trained Chadian women capable of continuing the program, given adequate Ministry support.

The volunteers were unanimous in agreeing that they have had a real opportunity for human and cultural exchange. Their lifestyles are appropriate for their jobs and the communities in which they live. Despite the frustrations they have faced, the volunteers are enthusiastic and dedicated to their work.

Skills and Training: The skills requested are appropriate, and an adequate pool of qualified PCVs are available to fill the program. The PCVs feel that their French training was adequate but that local language training was not. They attribute this to the difficulty of teaching and learning two languages at once. Cross-cultural training was generally seen as adequate. Technical training was very informal; it consisted of an orientation to Chadian handicrafts and to the Ministry of Social Affairs. PCVs complain that it was not well planned, did not adequately prepare them for their assignments, and forced them to do their own training. They also stated that more in-service training is needed.

Support: Volunteers are satisfied with the support and the supervision they receive from Peace Corps/Chad; are positive about the support--but are evenly split about the supervision--received from AID; and are unanimously dissatisfied with host country support and supervision. The Department of Social Affairs is under-staffed and under-financed. Decision-making power is held at the national level and lines of communication between the Department and the local centers are poor. The volunteers say that they receive adequate material support from AID (supplemented by support from CARE), but not enough help from AID in solving their program problems at the national level. At the local level, PCVs say that they do their jobs,

write their reports, hand them in, and receive little guidance or direction from the local supervisors.

Future Potential: Handicrafts volunteers are split on the future of the project. They feel that the work they are doing is valid, but they wonder if the project can overcome the obstacles presented by the structure of Social Affairs.

They debate whether or not the program would be better off in the Ministry of Tourism, which already has a handicrafts program. They want Social Affairs to either run the program effectively from N'Djamena, or decentralize it, so that the local centers can market their own handicrafts locally. Before requesting new PCVs, PC/Chad should conduct an analysis of the program with AID, Social Affairs, and the PCVs to see if the obstacles to the success of the project can be remedied.

Health and Nutrition

Overall Assessment: PC/Chad is just beginning to get re-involved in the health/nutrition sector, after rather discouraging attempts in that area (in the 1960s and early 1970s) followed by several years of inactivity and poor relations with the Ministry of Health. There are currently three areas of PC/Chad activity directly related to health and nutrition: 1) the training and encouragement of all volunteers in the country--but particularly of PCV TEFL teachers--to promote better health and nutrition practices via their primary jobs (as appropriate) and to pursue secondary activities which would have positive impact on the peoples' health status; 2) the development of a new nutrition project in cooperation with CARE/Chad; and 3) the development of a rural health project in cooperation with F.E.D. (European Development Fund).

In December 1977, PC/Chad provided an in-service secondary activities workshop for education volunteers. This first step has resulted in several volunteers' involvement in a variety of secondary projects and a request from the Ministry of Education for the assignment of one volunteer as coordinator for secondary activities for teachers. The Summer 1978 training program included secondary activities and health as training components, and a second in-service workshop for secondary activities was scheduled for December 1978. Attendance at this workshop by all first-year education volunteers was declared mandatory by the PCD.

In response to criticisms of the workshop, the volunteer coordinator and others were redesigning the workshop to make it as practical and experiential as possible. Hence, volunteers were to decide their particular areas of interest either before or during the workshop, and receive practical

assistance in pursuing their objectives.

This emphasis on secondary activities, though commendable and promising, is not without its difficulties. The volunteer coordinator, based in Moundou, must make frequent and often prolonged trips to N'Djamena for supplies, to visit volunteers in that area, and coordinate with PC/Chad staff and MOE officials. While she receives moral support from both the PCD and the MOE, the PCVLs (for education as well as other projects) are not as supportive as they might be, and she feels that more technical assistance is needed for her to perform effectively.

Furthermore, there is a resistance on the part of education volunteers--particularly second-year volunteers--to the idea of secondary activities. This is due to several factors: The education volunteers feel singled out and unappreciated by the Peace Corps. ("No one believes our jobs are worthwhile."; "Doesn't anyone realize that teachers work full time?"; and "Teaching isn't the only seasonal job in the country." are typical comments); whereas the first-year volunteers were prepared via job descriptions and pre-service training, second-year volunteers did not necessarily expect the emphasis on secondary activities--some had made vacation plans, etc., before realizing that they were expected to work in secondary projects; and most of the second-year PCVs felt that the first workshop and the information, training and support received were inadequate in terms of preparing and encouraging them to participate in secondary activities.

Nonetheless, those second-year PCVs who did participate in secondary projects--particularly in forestry projects--were enthusiastic about their experiences. And most first-year education volunteers were already discussing and investigating possible activities.

Given time and a little more support, PC/Chad's efforts in this area will pay off to the benefit of both the PCVs and the Chadians involved.

The nutrition project, sponsored by CARE/Chad, was not yet documented at the time of the evaluator's visit. In discussions with the CARE representative, who did most of the project development work, and other parties, however, it was clear that the project was in good hands, it had been carefully thought out, and would receive the attention and guidance necessary to see it through its initial stages. CARE was in the process of assigning a project director to the project, completing official negotiations, and writing the project documentation.

A Peace Corps health consultant was sent to Chad in

October to review and critique the Ministry of Health/F.E.D. Rural Health Project as it was being developed; to work out job assignments and other details; and to write project documentation (TAC Sheets, training design, etc.). As her study and reports were at least as comprehensive than those of the evaluators (the consultant spent three-and-a-half weeks in-country, and focussed exclusively on the health/nutrition sector), and as the evaluators share her concerns and conclusions, the reader is referred to relevant portions of her report (the Project Description and the Analysis and Critique) of the Rural Health Project presented in Appendix B.

So it is that progress is underway in the health/nutrition sectors in Chad. It is too early to report accomplishments and to give a comprehensive assessment of these efforts beyond what is discussed above. It is clear, however, that there is great potential for activity in this sector in Chad, and that the future will greatly depend on the success and experience of these three efforts.

Artisan Cooperatives

Overall Assessment: One PCV carpenter was sworn in in September 1978, to work in a UNDP-planned, financed, and supervised project designed to benefit carpenters in N'Djamena. The PCV is supposed to organize a cooperative of cabinetmakers, improve their technical skills, plan, cost, and supervise construction of a center for the co-op, and order power tools to equip it: an ambitious array of tasks for one volunteer. To date the PCV has had little to do. The UNDP money is not yet available, and may not be for up to one year. It has not yet been decided how the cabinetmakers will be chosen, or how exactly the co-op will be structured. Despite three previous surveys of cabinetmakers, no one yet seems sure of how best to approach this project. In effect, the PCV is doing the programming with his expatriate supervisor. It is unclear at this point exactly how much they will be able to accomplish in two years, and it is possible that the PCV will finish his tour without ever having used his carpentry skills to teach local artisans. PC/Chad is fortunate to have this volunteer, who is mature, dedicated, and willing to roll with the punches. But perhaps PC participation in this project might better have been shelved for a year until UNDP and the GOC clarified program goals and structure.

Urban Planning

Overall Assessment: A PCV landscape architect is assigned to the office of the Mayor of N'Djamena. He re-

placed a PCV who worked on landscaping city parks and official government residences. Unsatisfied with this role, the current PCV started creating his own program for city planning, low-cost housing and site planning. He sets his own goals and objectives. The PCV developed a house built with 5% cement mud-bricks, with septic tank, electricity and a water line, and received money from the U.S. Embassy to build three prototypes. Unfortunately, even this model house is prohibitively expensive for the average N'Djamena resident, the city has no money to build them, and credit from lending institutions is unavailable. The PCV argues that his is not a Peace Corps project as it is now. If someone else were to put together a program with adequate financing, he says there might be a role for volunteers. As it stands now, this project should be phased out.

SECTION IV: SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

The following chart summarizes the results of the Peace Corps/Chad Country Program Evaluation by highlighting the major findings and recommendations.

FINDINGS

The proposed plan for phasing-out Peace Corps participation in secondary education is not actively supported by the Government of Chad, and may disrupt the secondary education system.

In an effort to increase the number of Basic Human Need Peace Corps volunteers, Peace Corps/Chad has programmed more people into a wider variety of jobs than it can support.

Peace Corps/W emphasis on BHN programming has seriously affected the morale of education volunteers.

There are 35 Peace Corps volunteers in the capital city, N'Djamena, which hurts efforts to meet Peace Corps Goals 2 and 3.

RECOMMENDATIONS

The plan should be re-evaluated by Peace Corps/Chad with the ministry of education to insure that a Peace Corps pullout will not aggravate the current shortage of teachers. Time-frames for review of a revised plan should be set up, so that future decisions on accelerating or decelerating a withdrawal will take place on a timely basis.

Peace Corps/Chad should explore the possibility of having second year TEFL Peace Corps volunteers trained to teach some math courses, where students would otherwise go without instruction.

Increase the size of the staff, and/or decrease the number of projects Peace Corps/Chad and the Africa Region should re-assess Peace Corps' capabilities to monitor so many diverse projects.

If Peace Corps continues to program education Peace Corps Volunteers in Chad--which they should do--they should make sure that no double standard exists for volunteers working in different sectors; that education volunteers are accorded the same level of respect and support accorded to other volunteers.

Peace Corps/Chad staff is already working to cut down the number of Peace Corps volunteers in N'Djamena. They should be continually encourage to forsake socializing with other Americans, and spend more time with Chadians.

Ag/RD TAC sheets do not adequately explain the problems Peace Corps Volunteers will face.

More emphasis should be placed on presenting the negative-side of Peace Corps Volunteers' jobs and living situations to allow prospective trainees to make a more realistic decision about becoming a Peace Corps Volunteer in Chad.

Several Ag/RD projects have not been adequately programmed. Programming with Chadian officials and with international donor agencies complicates and already difficult process.

Peace Corps/Chad should move slowly in programming to ensure that the issues of Peace Corps Volunteer roles and responsibilities, housing and support, program goals and time frames, are all understood and agreed to in writing before the Peace Corps Volunteers arrive.

TEFL Peace Corps Volunteers are not allowed to extend for a third year as secondary school teachers, thereby depriving Chad of qualified, motivated, integrated teachers.

Discrimination against TEFL Peace Corps Volunteers should stop. If they meet criteria established by Peace Corps/Chad and the Ministry of Education, they should be allowed to extend their Peace Corps service as TEFL teachers.

Peace Corps/Chad has put strong emphasis on secondary activities for Peace Corps Volunteers. They run IST courses to train PCVs for secondary activities and a PCV is assigned to the Ministry of Education to promote and coordinate secondary activities. Peace Corps teachers incorporate health training lessons into their English classes.

Other countries interested in this area might contact Peace Corps/Chad for advice.

APPENDIX A

Peace Corps/Chad Requests for Trainees, Summer 1979

6 Well Drillers
1 Wells Mechanic
2 Hand-Dug Well Diggers
5 Forestry Agents
2 Forest Managers
2 Forestry Agents
4 Womens' Agriculture Trainers
1 Agriculture Researcher
1 Agriculture Extension Agent
1 Mechanics Trainer
1 Forester
1 Grain Storage Agent
1 Agronomist
1 Horticulturist
1 Marketing Advisor
1 Vegetable Specialist
3 Vegetable Extension Agents
2 Farm Managers
21 Secondary TEFL
4 University TEFL
2 Construction Supervisors
2 English Teacher Trainers
65 Trainees

APPENDIX B

CONSULTANT'S REPORT

PC/Chad Health Project

Description and Analysis and Critique

Kathy Tilford, Consultant, Oct. 1979

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BRIEF DESCRIPTION OF REVISED MOH/FED PROJECT: PROGRAMME
D'ACTIONS SOCIO-SANITAIRES

History

On March 1, 1978, the European Development Fund (Fond European de Developpement - FED) and the Government of Chad signed an agreement calling for FED to fund a three-pronged approach for encouraging health and social welfare at the village level. A key component of the program is the training of 525 Agents Sociaux et Sanitaires Villageois (ASSV). The project is designed for 3 years but may continue longer if the designated funds are not exhausted by the end of the three-year period.

Key personnel involved at the Ministerial level include

1. Mme. Achta Gossingar, Directrice of Affaires Sociales and Chief of Project.
2. Jean-Louis Ridell, Conseiller Technique to Affaires Sociales
3. Marcel Noel, Conseiller Economique to FED
4. Mr. Milner, Conseiller to the Ministry of Plan
5. M. le Docteur Djelardje, liaison for the Health sector of the Ministry for Health and Social Affairs

Components

In order to improve the quality of life in rural areas, three actions will be undertaken:

- I. Repair and renovate designated Social Centers and day care schools
- II. Refurbish the medical equipment and facilities at certain hospitals and health centers
- III. Train ASSVs to undertake a variety of tasks, both in health and non-health areas. The Peace Corps Volunteers will be concerned exclusively with this aspect of the program.

The village agents have been designated Sociaux as well as Sanitaires as it is anticipated that their role will not be exclusively in health projects. It is for this same reason - emphasis on other types of activities in addition to health - that the Project will be supervised by the Department of Social Affairs (Affaires Sociales), not the Health sector of the Ministry.

Method of Procedure

Given regional differences and varying stages of development in rural areas, the project design will be adapted to each Prefecture and even to each village. The following description is general in nature and will need to be detailed for each area before the project can be implemented.

Step 1: A Chadian national team of experts in health, animation, agriculture, development, etc. will be chosen by the Ministry representatives. They will receive an orientation to the project goals and their role which will be to provide support and technical expertise to the Prefectural teams.

Step 2: Each Prefecture will also have a team of experts from the different Services Techniques (agriculture, health, Grandes Endemies, small animal raising, etc.) The team members - who are already assigned to the Prefecture - will be available part-time to serve as resources for projects and to conduct training sessions for the ASSVs. They themselves will have a training workshop in May 1979. This workshop, to be conducted by the Chadian National Team, will include the Peace Corps Volunteers.

Step 3: Forming part of the Prefectural teams will be the community development agents (animateurs): Social Center personnel, expatriates (CUSO, Peace Corps, missions), etc. whose primary job will be to disseminate information and to assist the villagers in organizing village committees and selecting ASSVs to be trained. The expatriates were requested by the Chadian government to fill a temporary manpower gap as the Department of Social Affairs cannot at the present time train enough Aides Sociales to fill all positions.

Step 4: Before trying to designate target villages, the CFPA (Centre de Formation Professionel Agricole) in the different zones will conduct a health survey, including a needs assessment in several villages. This information will be used to choose which villages are willing to and need to participate in the MOH/FED project.

Step 5: Each Prefecture will supervise the project through an administrative committee composed of the Prefet and representatives from Social Center, Grandes Endemies, Rural Animation, CFPA, Education, Health and the missions as well as Agriculture and Animal Husbandry.

Target Population

The Prefectures which have been designated to initiate the project are the regions of Bongor, Sarh, Moundou and Doba. The government has given priority to the region of Bongor (Mayo Kebbi Prefecture) which will serve as a pilot project, scheduled to start Spring 1979.

The date for launching the project in the other prefectures will be determined after the December 1978 tournee by Social Affairs personnel.

Choice of Villages

General criteria as outlined in the FED Project Summary state that preference will be given to villages which are

1. already animated to some extent by Social Affairs, CFPA, missions, and/or other voluntary organizations
2. located near a dispensary or other medical facility
3. likely to support the ASSVs
4. whose priorities (based on the CFPA survey) correspond to the goals of the MOH/FED project

Choice of ASSVs

Depending on the size of the village, two to three ASSVs may be chosen. An example

1 Traditional Birth Attendant (matrone)

2 Secouristes

- 1 for the village pharmacy
- 1 to provide basic primary care

all three would
do health
education

The primary responsibility for selecting ASSVs to be trained (including traditional birth attendants) lies with each village, i.e. the authorities and the general population. Also playing an influential role in their selection will be the Ministry of Health and Social Affairs representatives as well as the trainers and supervisors.

Specific criteria have not yet been established but the ASSV will of necessity be someone who lives permanently in the community and is not likely to leave after receiving training.

Methods of payment, to be determined by the community which the ASSV serves, will vary and may include

- working in the Agent's fields
- payment in foodstuffs and other products
- 10% of the pharmacy's income

Training of the ASSVs

The Prefectural Team will design and conduct an intensive training program for the ASSVs. Topics to be covered will include but not be limited to

- recognition of common conditions and prescription of the appropriate medication
- principles of community organization
- environmental sanitation, especially clean water supply and disposal of human wastes
- accounting, ordering medications
- basic First Aid
- administration and logistics of the MOH/FED project, especially lines of authority and responsibility
- nutrition in the village
- additional possibilities for community projects

In addition to the initial training, refresher courses will be given at least once a year. The Services Techniques will be responding to requests for technical assistance: information, demonstrations, pilot projects, etc.

Range of ASSV Activities

The title Agent Socio-Sanitaire Villageois was given to these village volunteers to emphasize the fact that their activities are not to be limited to health projects alone. They are expected to act as a catalyst and resource for a broad spectrum of activities, all of which are designed to improve the quality of life of the villagers.

Given their lack of expertise in many areas, they are expected to draw upon members of the Prefectural Team representing the different Services available in the area. Some possibilities for projects include

health: village pharmacy

First Aid instruction

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environmental sanitation projects
nutrition demonstrations
agriculture: improvement of agricultural techniques
in-village plantations for firewood
gardening/animal husbandry
- home consumption
- income generating
organization of coops
education: organization of literacy classes, functional
math sessions
health education in the primary school
- organize with school teachers

The choice of activities will depend on the villagers' expressed needs; limitations are of course numerous on the part of the ASSV, especially since he is an unsalaried, part-time Volunteer and has to make a living.

Funding

Support for the project will come from three major sources:

Village - provide a workplace for the ASSVs

assume costs of village-initiated projects, including the initial stocking of the pharmacy

provide some form of recompense to the ASSV

Government - upkeep of vehicles

provide a system for the regular procurement of supplies for the village pharmacy

FED - transportation (bicycles for ASSVs, mobyettes for animateurs, and one vehicle per prefecture for supervision plus 2 for N'Djamena

gas for all vehicles plus some of the cost of maintenance

a First Aid kit for the ASSVs and perhaps a kit for the trained traditional birth attendants

educational materials, including the development costs for booklets and visual aids adapted to Chad

small grants for initiating projects (not confirmed)

Peace Corps Involvement

PC/Chad has been asked to provide 4 animateurs to assist in (i) the animation of villages (ii) the organization of village health committees (iii) the selection and training of ASSVs and (iv) the implementation of projects to meet the objectives of the Programme d'Actions Socio-Sanitaires.

As a result of the trip to Bongor, it was decided by Affaires Sociales representatives that the four PCVs be assigned as follows:

- 1 Moulku
- 1 Koumi
- 2 Bongor (1 to be responsible for organizing the training sessions)

After consultation with Mr. Ridell, it was agreed that four PCVs in one Prefecture would be too many and that 2 will probably be assigned to another Prefecture.

ANALYSIS AND CRITIQUE OF PROGRAMME D'ACTIONS SOCIO-SANITAIRES

The following summary is the result of 3½ weeks of discussions with Chadians and expatriates working in the health sector. I also had occasion to visit one of the 4 regions which will be part of the Mayo Kebbi arm of the project.

I am especially indebted to Judy Collins, CARE/Chad; Charlotte Johnson, PCV; and Gary Engleberg, PCMO for their insightful comments on the program, many of which have been incorporated into this report. Comments from Diane Hedgecock, OPTC, also generated some questions, many of which had already been raised in discussions - but not resolved.

The critique, for organizational purposes, covers the following areas:

1. Design of the project
2. Implementation of activities
3. Training personnel in the project
4. Evaluation
5. Role of the OCV

1. Design of the project

- (a) There are no stated goals (other than "training 525 ASSVs in three years) or time-framed objectives. Neither are there recommended activities for implementing the project. These basic shortcomings result in an unfocused program subject to change at the whim of individuals involved.

A second result of these gaps is that no clear-cut goals and objectives will make it difficult to monitor and evaluate the program.

- (b) The one stated goal - train 525 ASSVs in 3 years - is unrealistic. Upon what is the figure 325 is based? In any case, three years will not be enough time as some areas may require a year for animation.
- (c) Neither the budget nor the program design take into account the need to develop educational materials, including visual aids, which are relevant to Chad.

Both funds and technical expertise are needed for this component as the Catholic missions have done what they can with locally available talent and materials.

2. Implementation of the project

- (a) The lines of authority and responsibility are not described; with so many organizations and levels of personnel, confusion is bound to predominate unless the lines of authority are clearly stated and accepted by all components. In this statement, the role of the local Social Center should be described as it relates to the project. Will the Directrice automatically be the Chef Du Project?
- (b) There are no recommendations vis-a-vis the Chadian National Pluridisciplinary Team. What should be its composition? What will its role be? What particular tasks are they meant to perform?
- (c) The same ambiguity exists with the Prefectural Teams. In spite of several questions, it is not yet clear to me whether each Sous Prefecture will also have a team for training ASSVs.
- (d) No instrument is available for determining which villages will be selected for the pilot project.
- (e) The Project Plan prepared by FED states that the CFPA will be doing village needs assessment via cartes sanitaires. In order to cover all the possible villages which might form part of the pilot project, these cartes sanitaires should already be done, at least in the Mayo Kebbi area.

If the CFPA doesn't do the work, who will? when? with what means?

3. Training

No preliminary design has yet been developed for the training of the Prefectural Team, which includes the Peace Corps Volunteers. In any case, given the background of the rest of the team, it is obvious that they will need special skill training. This training will need to be undertaken by the Peace Corps in Chad, working around the Upper Volta stage for French and the May stage for the prefectural team.

Other concerns:

Although many of the activities will be health-related, the doctor from the health sector of the Ministry does not attend meetings and therefore has no input into the program design or into the projected activities. Fortunately, this did not seem to be the case at Bongor where the doctors seemed to be interested in the project.

Almost all the rural health workers involved in village pharmacies mentioned the difficulty of replenishing the pharmacies regularly. At the present time, a comprehensive plan has not been suggested for accomplishing this although it seems to be talked about frequently.

Also, even if medications are available, there is also the problem of reaching villages cut off during the rainy season.

4. Evaluation

- a. Since no measurable project objectives have been stated, it will be difficult both to monitor activities and to evaluate program results. This obstacle to monitoring and evaluation is compounded by the fact that no mention is made in the design of the program about keeping accurate documentation, gathering baseline data, monitoring on a regular basis, etc.

5. The role of the PCV

I am much more comfortable with the concept of the PCV as an amateur, not a supervisor. Not only will they be out of the large towns but they will have the opportunity to work more closely with Africans. Some difficulties in their present job description are

- (i) Few Chadian homologues are available to work with the PCVs. They will instead work in teams (at the beginning) with other expatriate community development agents. They will be working closely with Chadian ASSVs and representatives from other agencies.
- (ii) The PCV will have to learn the local language to be effective; if s/he is weak in French, this can prove to be a trying experience.
- (iii) A two-year term of service is often too short a time for the PCV to see results, especially in a community development-type program.

Conclusion

The flexibility of the program as it now stands is one of its worst - and one of its best - aspects. On the one hand, the project lacks a central focus and seems to change literally from day to day. On the other hand, such flexibility allows revisions to be made as new information is discovered and new ideas are generated. It allows the Peace Corps to have an input into the final product (such as changing rather radically the PCV's role in the program).

Even with the shortcomings outlined in the previous pages, I still feel Volunteers should be part of the program for two reasons. First, as it stands now, they would have a viable job even if, for some reason, the MOH/FED project did not materialize. CUSO volunteers and the mission animateurs have been working in a similar project without the benefit of an outside source of funding.

Second, a request by Mme. Gossingar for these Volunteers is an entry point for programming other Volunteers in Health and Social Welfare programs. To say No to this request would quite effectively shut the door again.

APPENDIX C

EVALUATION ITINERARIES AND INTERVIEWS

Evaluators' Itineraries

| | <u>Arlene Mitchell</u> | <u>John Reddy</u> |
|--------|-----------------------------|----------------------------|
| NOV 14 | Arrive N'Djamena | |
| NOV 15 | N'Djamena | Arrive N'Djamena |
| NOV 16 | " | N'Djamena |
| 17 | " | " |
| 18 | Gulendeng | Guelendeng |
| 19 | N'Djamena | N'Djamena |
| 20 | " | Mandelia |
| 21 | N'Djamena - Lere | Mandelia - Mailao |
| 22 | Lere - Pala | N'Djamena |
| 23 | Pala - Fianga | " |
| 24 | Fianga - Kelo - Lai | N'Djamena -Bongor |
| 25 | Lai - Doba | Bongor - N'Djamena |
| 26 | Doba - Moundou | N'Djamena |
| 27 | Moundou | " |
| 28 | Moundou - Koumra - Moissala | " |
| 29 | Moissala - Sarh | " |
| 30 | Sarh | " |
| DEC 1 | Sarh | N'Djamena |
| 2 | Sarh | " |
| 3 | Sarh - N'Djamena | " |
| 4 | N'Djamena | " |
| 5 | " | N'Djamena - Dougui |
| 6 | " | Dougui - Alaia - Minjelgue |
| 7 | " | Minjelgue - Massaguet |
| DEC 8 | N'Djamena | Massaguet - N'Djamena |
| 9 | " | N'Djamena |
| 10 | " | " |
| 11 | " | " |
| 12 | Depart for USA | Depart for USA |

Evaluation Interviews

I. Peace Corps Chad Staff

1. Bill Booth, Director
2. Phil Infelise, Associate Director, AG/RD
3. Suzy Murday, Associate Director, Admin
4. Dr. Cary Engleberg, Medical Officer
5. Paul Mtainam-Gosseleyo, Cashier
6. Suzanne Outman, Secretary

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II. Host Country Government Officials

1. Mr. Michel Ngangbet, Directeur General de l'Economic
2. Mr. Digambaye, Directeur de l'Artisanat
3. Mr. Yengelbaye, Director of Secondary Education
4. Mrs. Gilot, Office of Secondary Education
5. Mr. Zigoube Passale-Wegoure, Inspector, Secondary Education
6. Mr. Sabit Naim, Director FDAR
7. Mr. Koibla, Prefet, Mayo-Kebbi
8. Mr. Dahai Parsama, Inspector, Mayo-Kebbi, Eaux et Forets
9. Mrs. Rachel Ousmane, Director, Social Affairs Center, Bongor
10. Mr. Ngarmadji Tahitangaiti, Chief, Dougui Farm
11. Mr. Emmanuel Piguët, Chief Administrator, Massaguet
12. Mr. Mahamat Bouba, Chief of Post, Eaux et Forets, Massaguet
13. Mr. Ali Mahamat Diop, Chief of Chari-Baguirmi Agricultural Secto
14. Mr. Jean Gaye, Health Services Chief, Massaguet
15. Jeanne Ahmet, Ministry of Social Affairs
16. Sous-Prefet, Lere
17. Sous-Prefet, Fianga
18. Sous-Prefet, Pala
19. Prefet, Sarh
20. Prefet, Lai

III. Other

1. Tony Dalsimer, Deputy Chief of Mission, U.S. Embassy
2. Dave Wilson, Mission Director, USAID
3. Ray Fontaine, USAID
4. Inga Hvoslef, USAID
5. Mona Greiser, USAID
6. Irna Kernst, USAID (XPCV - Chad)
7. Dorsey Kleitz, USAID (XPCV - Chad)
8. Rich Weldon, USAID (XPCV - Chad)
9. Mr. Ngarmadjibe, USAID
10. Mr. Noel, European Development Fund
11. Jean Ngartodjimbe-Torde, FDAR
12. Nana Nabel, FDAR
13. Helene Dengremian, University of Chad
14. Tom Price, (XPCV - Chad)
15. Dan Devine, Director Peace Corps Technical Training
16. George Racliff, Director, CARE/Chad
17. Judy Collins, Programmer, CARE/Chad (RPCV - Niger)
18. Brian Kavanaugh, Programmer, CARE/Chad (RPCV - Chad)
19. Chris Kopp, Programmer, CARE/Chad (RPCV - Niger)
20. Sandra Lucore, ICA (RPCV - Chad)
21. Mahamat Rhamat, Chief Minjelgue
22. Bill Stringfellow, Moundou (RPCV - Chad)
23. Dr. and Mrs. Thompson, missionaries