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PEACE CORPS CENTRAL AFRICAN EMPIRE
COUNTRY PROGRAM EVALUATION

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COUNTRY PROGRAM EVALUATION

CENTRAL AFRICAN EMPIRE

SECTION I

EXECUTIVE SUMMARY

A Country Program Evaluation was conducted in the Central African Empire from October 8 to November 14, 1978. Two evaluators travelled extensively in the CAE, meeting with 67 of the 75 Peace Corps Volunteers serving in the country and their friends, co-workers and counterparts and local government officials at over 20 volunteer sites. The evaluators attended more than 15 meetings with national government officials, and held numerous discussions with third-party representatives, USAID, US Embassy, and Peace Corps staff members.

Before leaving the CAE the evaluators discussed their initial conclusions and recommendations with PC/CAE staff members and submitted a preliminary report. (See Appendix B.)

Major conclusions and recommendations, based on specific evaluation issues and a review of the PC/CAE program and individual projects are presented below.

ISSUE 1: WHAT ARE VOLUNTEERS DOING IN RURAL AREAS? WHAT IS THEIR ROLE IN THE RURAL INFRASTRUCTURE AND ITS DEVELOPMENT?

Conclusions: According to Spring 1978 volunteer survey data, 53% of the 67 volunteers then in the CAE were serving in the capital city (Bangui) and/or other urban areas (with populations of over 10,000). By October 1978, however, the evaluators concluded that a much lower percentage--30% or even lower--actually serve in urban areas. This is due both to PC/CAE's initiatives to place more volunteers in rural areas and to a different definition of "urban", based on the nature of towns in the CAE: their lack of infrastructure; available facilities, services, and goods; distances from Bangui and other "urban" centers; economic and social conditions, etc.

Volunteers in all nine PC/CAE projects are working in rural areas. Those who are contributing the most to the development of rural infrastructure are: 1) health and community development volunteers, because of their work with village committees and community projects; 2) fisheries PCVs, because of their close interactions with their counterparts, fish farmers and co-ops; and 3) education volunteers, because their work sets

a foundation for building local capabilities, leading to lasting solutions. The Rural Development Project has great potential for providing a model for the building of a rural infrastructure as well, and the groundwork and plans laid by the Wildlife Management volunteers are valuable in terms of the development of a park infrastructure.

Recommendations: The contributions of PCVs to the development of a rural infrastructure could be furthered by:

1. Continued and heightened emphasis on counterparts and the transfer of knowledge;
2. Further integration of all projects with other developmental efforts and more interaction between Peace Corps projects and volunteers;
3. Continued expansion into rural areas, particularly via the health and rural development projects; and
4. Continued emphasis on secondary projects for all PCVs.

ISSUE 2: ARE PEOPLE BETTER OFF BECAUSE OF THE PEACE CORPS' FISHERY AND HEALTH PROJECTS?

Conclusions: An estimated 8-10,000 fish farmers and their families are enjoying an increase in their family incomes and/or protein intake directly due to the efforts of Peace Corps fisheries volunteers. An even larger number of Central Africans benefit from the increased availability of fish in the marketplace via the project (approximately 15 metric tons a year are produced).

The health project is too young and has been beset by too many problems for such benefits to be seen at this point. Progress is being made via village health committees, health education and latrine building projects, however. And as the project is growing and problems are being resolved in a positive manner, it is clear that rural Central Africans will benefit to an even greater degree from the presence of the health volunteers.

Recommendations: In order for the fisheries and health projects to be of continued and/or maximum benefit to rural Central Africans:

1. An APCD/Ag and Rural Development should be hired immediately, and the PC/CAE staff should be supplemented by a health programmer, at least on an interim basis;
2. The current level of fisheries volunteers should be main-

tained for a minimum of five years before gradual phaseout;

3. The health project(s) should be expanded (See ISSUE 3, WHAT OTHER PROJECTS SHOULD PEACE CORPS GO INTO?);
4. An increased effort should be made to further integrate both projects with other developmental services and activities in the country; and
5. Every effort should be made to reach the female rural Central African population: PCVs should be trained in appropriate languages and techniques, and staff members should play a stronger role in encouraging and guiding volunteers to include Central African women at all levels of activity and to be aware of the impact of their efforts on women.

ISSUE 3: WHAT IS THE POTENTIAL FOR PHASING OUT OF EDUCATION? WHAT OTHER PROJECTS SHOULD THE PEACE CORPS GO INTO?

Conclusions: The potential for phasing out of the current education projects in the CAE is very good, but the evaluators conclude that to do so in too hasty a manner would be a serious mistake. Education--even TEFL--is too important a factor in the CAE's development and the need for the type of contribution that PCVs provide is too great for PC/CAE to consider reduced activity in the education sector at this time. Recommendations regarding the education sector and other potential program areas follow.

Recommendations:

Regarding the education sector:

1. PCV TEFL teachers should be more actively and formally working to develop a Central African capability for PCV replacement; PCV training and assignments should be redesigned to allow for on-the-job training of co-teachers;
2. Given this change in focus/role, the current level of PCV TEFL teachers should be maintained or slightly expanded until such time as the secondary school system has an adequate number of well-trained Central African English teachers;
3. The availability of capable Central African teachers should be monitored on a yearly basis to determine an appropriate phaseout schedule;
4. PC/CAE should pursue all possible levels and means of teacher training: PCV teachers providing training to primary school

teachers as a primary or secondary activity; PCV teachers at the the teacher training college; Central African teachers participating in PCV training and conferences; team teaching; co-teacher counselling; etc.;

5. The Peace Corps should pursue creative solutions to the lack of talent in the area of math education, both in the Peace Corps and in the CAE (See specific recommendations for math education in the Project Assessment section.); and
6. PC/CAE should pursue all non-traditional (functional literacy, "Collective Promotion Schools", etc.) approaches to education as well as continuing its efforts to move into the areas of primary and pre-school education.

Regarding other potential projects:

1. PC/W should provide a consultant health expert for a minimum of one month to develop the health component of the ACADOP Rural Development Project;
2. Funding sources should be sought/found to sponsor a poultry and small animal-raising project (see Recommendation #5, below);
3. PC/CAE should actively pursue programming via the Ministry of Social Affairs involving pre-school, social center and/or maternal and child health services;
4. PC/CAE should investigate viable program possibilities in the agricultural sector; and
5. PC/W should grant PC/CAE a "unique program" status, and provide the necessary flexibility (vis-a-vis extension and small projects policies, for example) and resources (e.g., special project support monies, staff and vehicles) necessary at this point if it to reach its potential.

ISSUE 4: WHAT IS THE EFFECT OF THE CAE'S POLITICAL SYSTEM ON DEVELOPMENT PROGRAMS, ESPECIALLY ON THE PEACE CORPS?

Conclusions: The U.S. is not the only government at odds with the CAE's. All development programs in the CAE are negatively affected by the country's political system. The Peace Corps is no exception.

The PC/CAE program is basically a strong one which benefits the country's poor and shows real potential for contributing to an even larger segment of the needy population while maintaining an extremely limited involvement with the country's political system. However, both current and potential Peace Corps activities in the country are threatened because of the

country's politics, particularly in terms of program support. Not only is host country support lacking, but other sources of support are limited as well.

Recommendations:

1. The Peace Corps should maintain its presence in the CAE in spite of the current political climate there, unless the situation worsens to the extent that Peace Corps lives are in jeopardy and/or that it precludes the Peace Corps' provision of needed services to the country's people*;
2. The PC/CAE program should expand along the directions indicated in ISSUE 4, but for the immediate future and/or until the resolution of such problems as those cited above, should not exceed 100 volunteers; and
3. Because the country's politics have resulted in a lack of host country and third-party resources, PC/W should investigate means to provide minimal material support to PC/CAE projects.

* Since the time of the evaluators' visit to the CAE, the general unrest in the country has erupted into open conflict: Student strikes and rioting in Bangui and in secondary schools throughout the country resulted in several deaths. Although there is relative calm at the moment, the situation remains volatile.

SECTION II

COUNTRY PROGRAM ASSESSMENT

Background

The Peace Corps began discussions with the government of the Central African Republic (the CAR), as it was then titled, as long ago as 1964. In 1966, Peace Corps/Washington received its first formal request for volunteers from the CAR government, and notes of agreement were exchanged. However, it was not until six years later, in 1972, that the first Peace Corps Volunteers--a group of seven--arrived in the CAR. One of the volunteers was a basketball coach; the remaining six were assigned to teach English in the country's secondary schools.

By the time of this evaluation, the Central African Republic was no longer a republic, but rather about to recognize its first anniversary as an empire, and the Peace Corps program consisted of 75 volunteers in nine program areas, as shown below:

<u>Project - Year 1st PCV(s) Assigned to Project</u>	<u>- # PCVs</u>
1. Rural Village Health - 1977	13
2. Inland Fisheries Extension - 1974	13
3. Small Bore Wells - 1976	4
4. English Education - 1972	26
5. Math Education - 1975	5
6. Community Development - 1976	2
7. Rural Development - 1977	1
8. Wildlife Management - 1975	2
9. School & Vet Center Construction - 1977	9
total	75

Observations

Programming and Directions: The volunteers and the entire PC/CAE program, geared towards improving the situation of the country's poor, suffer from and must constantly deal with the same negative conditions as the people they mean to serve, most notably: an unresponsive bureaucracy; poor health and dietary conditions and a lack of basic health services; an inappropriate educational system; a lack of a consistent and potable water supply; a lack--at all levels--of trained and conscientious manpower; the exodus--especially of young people--from rural to urban areas; and extremely inadequate and hazardous roads.

In the PC/CAE's program and planning document submitted in 1978 ^{1/} Karen Woodbury, Peace Corps Country Director (PCD) for the CAE, included the above in a list of 11 problem areas considered to be most critical to the Empire's future development and well being. Peace Corps considerations and program opportunities in the CAE were also discussed in the document.

The validity of this problem analysis was verified by the evaluators. Central Africans at all levels, Peace Corps and other American sources, and third-party representatives all recognize these problem areas which most critically affect the country's rural poor.

The following examples illustrate the effectiveness and relevance of the PC/CAE's program strategy in terms of these problems/needs, the three goals of the Peace Corps, and basic human needs priorities and programming criteria. More detailed discussions of the progress PC/CAE has made in these areas and some of the problems encountered in so doing are presented in other sections of this report.

- An estimated 8-10,000 rural Central Africans are enjoying an increase in their family incomes and/or protein intake due to the Inland Fisheries Extension Project. There are 13 PCVs currently working in the project at 11 different sites, developing a total of about 2,000 fishponds and 9 fish stations.
- Peace Corps/CAE activity in rural health projects which began only in 1977 in one region of the country has already expanded to include 13 PCVs working in two regions. Negotiations have begun which could result in an additional 6-8 PCV health worker being assigned to a third region of the country.

In the first region, which has a total population of approximately 350,000, PCV health agents are involved in such activities as: the development of health and nutrition lessons and visual aids for use by local teachers and health workers; the establishment of local health committees and pharmacies; data collection; and latrine construction. In addition, a garage has been established and local mechanics are being trained by a PCV to maintain and repair health service vehicles.

- Several factors, including improved PC/CAE training, a renewed emphasis on secondary projects, and access to small project funding such as the PC/CAE's own "Development Fund" (to which volunteers themselves contribute) and the U.S. Embassy's "Self Help Fund", coupled with traditional volunteer resourcefulness and energy have resulted in a variety of activities:

^{1/}"COUNTRY NARRATIVE: Problem Analysis of the Central African Empire" section of the Country Management Plan, August 8, 1978. Available from the CAE Country Desk Unit, Africa Region, the Peace Corps.

One TEFL teacher worked with farmers during a school vacation to improve animal traction methods; a volunteer architect, assigned to the Rural Development project, travelled to a fisheries volunteer's site to survey and draw plans for the more efficient use of a natural valley fish farm area; several volunteers, working with seeds donated in the U.S., are encouraging Central Africans to plant gardens and use the produce to improve their diets and incomes; a math teacher, in her free time, assists the town's midwife; and TEFL teachers as a group are incorporating health and nutrition in their lesson plans, and several are coordinating with fisheries volunteers for "fish culture" classes and/or field trips.

One volunteer, a health agent, is also teaching English and chemistry to local health workers and carpentry to a local woodworker, and has gardening, fish, and poultry-raising projects in addition to helping his village to construct a "Self Help" school building, being a foster parent to an orphan boy, Volunteer Leader for the Rural Health Project, and other activities.

Relations and Lifestyles: The Peace Corps staff and volunteers enjoy good relations with other parties in the CAE. Interaction with national-level government officials are limited almost entirely to official business; social relationships at that level are all but impossible due to the restraints imposed at the highest level. Official business is conducted in a mutually amicable atmosphere, however, as witnessed by the evaluators, who found that national officials (Ministers, Secretaries and Directors General) were generally accessible and very positive in regards to PC/CAE's staff and volunteers. 2/

The Mayor of Bangui, having officiated at a PC/CAE staff member's wedding earlier in the year, was most amicable towards the Peace Corps and the evaluators. He hosted a reception for one of the evaluators, and made certain that all the heads of city services were there.

The evaluators also met and talked with representatives of the U.N. and the West German equivalent of USAID; Italian, French, American, and Brazilian missionaries; French, Cameroonian, Haitian and Russian teachers; and other "third parties" working both up country and in Bangui. Although each displayed a different degree

2/There was also evidence of interest in establishing better relations with the U.S. government as a whole, particularly on the part of one Minister who had recently returned from an official visit to the U.S. and displayed a keen interest in and knowledge of Peace Corps activities in his country.

of awareness of the Peace Corps and its activities in the CAE, each had something positive to say about an individual volunteer or a particular Peace Corps project.

As discussed, the evaluators were very well received--almost without exception--at government offices in the capital. In the interior of the country, however, access to government officials was limited, due primarily to the fact that at the time, most Prefets and Sous-Prefets were in the process of being reassigned. Some had just arrived at their new posts, some were in transit, some were preparing to leave. The same was true of school directors and teachers, as the school year was just beginning and there was some disagreement about (especially with expatriate teachers), and difficulties concerning, transportation, housing, and other arrangements. By contrast, only one volunteer teacher, who was assigned to the most remote teaching post and was having difficulty finding transportation, was not at his post before the official opening of the school year.

The consensus of the local officials, volunteers' counterparts, co-workers, friends, students, and neighbors with whom the evaluators met was that volunteers are well integrated in their communities, serious and hard-working, and that they are making a real contribution--at great personal sacrifice--to the Central African communities in which they serve.

As a matter of fact, seen as representatives of Peace Corps/Washington, the evaluators were approached several times by volunteers' co-workers and/or friends who expressed concern over the volunteers' difficult living conditions. Expatriate missionaries were especially vocal in criticizing the Peace Corps for not providing refrigerators and assuring better housing for volunteers. Two Russian teachers were aghast when told what their volunteer co-workers were earning, and two different national officials referred to the "great hardship" endured by Peace Corps Volunteers serving in their country.

Although staff and most volunteer housing is comfortable, adequate, and appropriate per Peace Corps standards, there are exceptions. The wells and the wildlife volunteers live in tents; while this is necessary for the wildlife volunteers when out doing animal counts, etc., the wells volunteers who work out of central locations could use more permanent facilities. One health volunteer lives in a tiny ill-kept two-room structure which allows no privacy and within which there is barely space for a mattress, a small table and two chairs, let alone for his books and effects. Two others are temporarily without housing: One lives in a mission's guest room; the other is gathering materials to build herself a small place. As a rule, the government provides volunteer housing, and

these cases are not entirely due to a lack of concern on the part of the local government. There is a serious lack of appropriate housing in these areas: In one of the above cases the Sous-Prefet himself is without housing, living in a borrowed house seen as extremely modest considering that he is the highest ranking local official.

Training: Training volunteers to live and work in the CAE is obviously not a simple matter, and the PC/CAE's training record has been somewhat irregular: from one training cycle to another, one project/technical focus to another, and by components. For instance, more (78%) of the volunteers (trained in 1976 and 1977 for the most part) who responded to the 1978 Volunteer Activity Survey (VAS) ^{3/} rated their technical training positively than either the language (57%) or cross-cultural (17%) components of their training. And in speaking with three "generations" of volunteers in nine different project areas, the evaluators found that volunteers working in the Education and Inland Fisheries projects consistently felt better prepared for their assignments than volunteers working in other projects; that health volunteers agreed that the technical training provided for the 1978 training group was much improved over that provided for the previous group; and that although the cross-cultural component is still seen as weak, the Summer '78 in-country training program as a whole was considered to be very strong.

PC/CAE is committed to in-country training (ICT) and is developing an improved training capability. Current conditions are limiting, however. The Central African government allows the Peace Corps to use a school campus (UTA, an agricultural university), but only during the summer months. PC/CAE, having no permanent training staff and limited resources, must recruit temporary contract personnel for each training program.

These factors, coupled with the high cost of living in the CAE, result in extremely high training costs and inhibit continuity and the development and maintenance of training materials and a trained and experienced training staff.

Nonetheless, the evaluators agree with the PC/CAE staff and volunteers that ICT provides the best preparation for living and working in the CAE. We therefore encourage any efforts to

^{3/}The Volunteer Activity Survey is an annual study conducted by OPP/E and involving all current Peace Corps volunteers. The CAE had an extremely high response rate (82%, or 55 volunteers responding) in 1978. Results of the survey and a summary of volunteer responses from the CAE are available from OPP/E.

improve and augment PC/CAE's training capabilities, including the development/expansion of a regional training and resource center. Such a center could provide the necessary backup and resources to bridge the gaps in PC/CAE's ICT and to expand its training capacity and effectiveness.

Support and Resources: The Central African Empire, and particularly its leader, Emperor Bokassa I, are subject to a great deal of attention--mostly critical--from the outside world. Development aid to the CAE from other governments and international organizations alike is being scrutinized, limited, or withheld entirely by these parties, who accuse the government of the CAE of such irregularities as human rights violations and the misuse of donor resources and monies. This hesitation on the part of the foreign community (with the apparent exceptions of France, which at least supports the Emperor monetarily, and religious missions, which maintain a strong presence in the country), occurs in spite of the country's and its peoples' recognized severe poverty, handicaps, and needs.

PC/CAE thus suffers from a lack of resources and support, not only from the government of the CAE, but from international organizations and the U.S. government as well, as the following examples illustrate:

- While PC/CAE is responding to the mandate of the U.S. Congress that development efforts concentrate upon the basic human needs of poorest peoples of the world, ACTION/the Peace Corps was challenged more than once in 1978 by the same body to justify/defend its presence in that country. 4/
- The future of the Inland Fisheries Extension Project, which has been most successful in achieving its goals, in directly benefiting the rural poor, and in gaining recognition of the Peace Corps' capabilities in areas other than education, is in jeopardy because of the constraints placed on USAID in terms of funding projects in the CAE, and the dearth of other funding sources. (See Section III, pages 14-20).
- Just as Peace Corps Volunteers are gaining recognition as valuable resources for development activities in the CAE, new project ideas and initiatives are being hampered or thwarted by the lack of sources for program funding/support.

4/Congressional hearings at which ACTION representatives were asked to explain and/or defend the Peace Corps' presence in the CAE occurred on the following dates, and are a part of the Congressional record: February 23, 1978; April 25, 1978; June 7, 1978; and Aug. 4, 1978.

Conclusions

The Peace Corps program in the Central African Empire is quite strong and effective. PC/CAE has made a careful analysis of the country's needs and problems, and is responding to them in a timely and appropriate fashion within the framework of the Peace Corps mandate (i.e., goals 1, 2, and 3 of the Peace Corps Act) and programming guidelines (i.e., basic human needs criteria).

The major obstacles to realizing the Peace Corps' full potential for meeting the basic needs of some of the world's poorest people--rural Central Africans--are: 1) the country's uncomfortable political situation and the ramifications thereof, especially the country's unresponsive bureaucracy and lack of infrastructure; 2) the Peace Corps' current staffing and budgetary limitations; and 3) the lack of government (CAE) and outside resources for project funding and support.

These are obstacles which affect Peace Corps programs to some degree in most, if not all, countries in which the Peace Corps operates, however. In the evaluator's opinion, PC/CAE has made substantial progress in spite of these restraints.

In terms of the most sensitive question, that of politics, the evaluators concluded that PC/CAE's relationship with the government of the CAE does not extend beyond what is necessary to conduct business and support the volunteers and their projects; that the Peace Corps' efforts and accomplishments in the CAE could only be seen to be of benefit or of credit to the Emperor in the most abstract of senses.

Allowed a reasonable amount of flexibility and occasional special consideration by Peace Corps/Washington, PC/CAE will be able to maintain its current operations, seek creative solutions to the unique problems it faces, and continue its progress towards realizing its potential as a viable development agency providing assistance to a needy Central African population.

SECTION III

PROJECT ASSESSMENTS

INTRODUCTION

In this section, each of PC/CAE's nine ongoing projects as well as areas for potential activity are discussed. Since current project documentation is available and quite complete, the project assessments will emphasize the evaluators' observations and at times only summarize or refer to relevant material in Project Plans, TAC Sheets, the Country Management Plan (CMP), etc. Each potential project area is discussed to the extent possible, given its stage of development at the time of the evaluation.

The projects are grouped, according to their primary foci, into basic human needs sectors, within which the oldest ongoing project is presented first. The order in which they appear does not necessarily reflect a priority ranking, therefore, nor is a project's listing in one basic human needs category necessarily an indication that all project-related activities would also fall into that category.

The project assessments vary somewhat in their scope and style due to such factors as the evaluators' limited time in the country, their areas of expertise and variations in style; the availability, accessibility, and numbers of volunteers and other participants in given projects; the specified evaluation issues; and the attention accorded to or generated by certain projects for any other reason.

For example, the School and Veterinary Center Construction Project is not discussed to the same extent as for instance, the Inland Fisheries Extension or Health Projects. This is because the evaluators spent less time with construction volunteers and their supervisors and co-workers and visited fewer Construction Project sites; there are fewer Construction volunteers; the project was not specifically named in the Region's list of evaluation issues; the project is considered to be of lower priority (by the Region and PC/CAE, at least); there was less attention generated by the project during the evaluators' visit to stimulate particular interest; and neither evaluator is particularly knowledgeable or experienced in the construction field.

SECTOR: HEALTH AND NUTRITION

CAE/Ouham Rural Village Health - 11 PCVs

Background and Overall Assessment: The CAE Rural Village Health (RVH) Project, sponsored by USAID in collaboration with the CAE government, is a three-to-five-year effort to strengthen preventive and curative health services in the Ouham province by forming a rural health care delivery system.

The first group of Peace Corps Volunteers was assigned to RVH in 1977, and the project got off to a feeble start. Two volunteers, one a third-year extendee from a health project in Niger, and the other a CAE Community Development volunteer, were given responsibility for much of the preparation and training for the project's first volunteer group of 10 PCVs. According to those five volunteers who were still with the project in November 1978, their preparation and training were inadequate. Two Americans (one a medical doctor) were assigned to CAE health projects by USAID. One, assigned to the Ministry of Health (MOH) in Bangui and with primary responsibility for another health project (not RVH), was in country and very active in both projects at the time of the evaluation. The other, assigned to RVH's up-country headquarters in Bossangoa, left the project in 1978 in a state of turmoil and controversy, following a period of disagreeable exchanges between the doctor and Peace Corps Volunteers and staff. At the time of the evaluation, USAID was actively seeking his replacement, while the Bangui coordinator was attempting to fill both his own and his departed colleague's roles.

These and other problems, such as just the logistics of operating in the country, coupled with the normal difficulties of getting a complex new project off the ground, resulted in slow and frustrating progress, in the volunteers' view. Progress was nonetheless made and by the time of the evaluator's visit the project's future looked quite bright.

There were 11 volunteers serving in the RVH project at six sites in the Ouham area; five had just finished training and arrived at their sites, five had been working in the project since 1977, and one--an artist--had recently transferred into the project following an English teaching assignment (also in the CAE).

Problem or Need Addressed: An estimated 350,000 people live in the Ouham province; the majority in small villages, where adequate preventive and curative health services do not exist. The area suffers from all the negative conditions which result in the country's discouraging health statistics (i.e., an average daily diet of 2,100 calories, a life expectancy of 41 years, and an infant mortality rate of 190 per 1,000 live births): Health facilities in the area are extremely inadequate and inaccessible to a large portion of the rural population; there are severe shortages of trained health workers,

medical supplies, sanitary facilities, and clean and constant water sources; communications and roads systems are poor and inadequate; the nutritional status is extremely low (manioc is the country's staple); and there has been little or no effort to provide health- and nutrition education, even in the area's schools.

The CAE government is well aware of the country's health situation and needs, and has participated in developing models for providing health services at the village level by organizing and training local health capacities. Nonetheless, very little of the meager national health budget is allocated to such efforts. Over one-half of the budget is spent to operate the government hospital in Bangui, and the emphasis in spending and in the training of health professionals continues to be on curative services. Although there are in-country facilities for the education of health specialists at all levels and there is some effort to provide training in preventive health (The new WHO-sponsored medical school, which trains all health personnel is now incorporating prevention into its curriculum.), the health system is dependent on expatriate expertise and does not reach the populations most in need, in rural communities.

Project Goals and Objectives: As stated in the CAE Rural Village Health Project Plan, the goals of the project are "to strengthen rural health care delivery and to form a primary village-level care system", and the objectives are to:

1. Form a health data base about providers and health status;
2. Organize village health committees and identify village health agents to initiate clean water and waste disposal systems;
3. Establish a continuing education program for traditional healers and midwives;
4. Initiate a comprehensive health education curriculum in the primary schools;
5. Develop educational materials and visual aids to be used by health personnel;
6. Expand the family and village pharmacy projects of the community development agents;
7. Supervise village midwives in the establishment of basic MCH services;
8. Integrate all of the above into ongoing government health activities;
9. Develop garage services/communications and transport for basic health services; and
10. Establish a managerial framework for the entire lower level health care system.

Significant progress had been made in achieving objectives 2, 4, 5, and 9, all of which involve more or less tangible products. At the time of the evaluation, a garage had been established in Bossangoa; health education materials had been produced for one school level, and for a second were ready for typing; some visual aids (VAs) were already in use by health personnel (who had partici-

pated in a VA workshop) in one community and were being readied for reproduction for use on a wider scale; and village health committees which had been set up by volunteers and their counterparts were operating with a minimum amount of supervision on the part of the agents. The number of latrines already constructed exceeds the amount which were to have been built in the project's life span.

Assessing the progress made in accomplishing the other--and particularly the more intangible--objectives was more complicated. The effort to form a health data base had been headed by the then departed American doctor and his wife; some volunteers were carrying through with or planning surveys in their communities, but there was much discussion regarding the validity of the questionnaire(s) used and responses received; and there was little evidence of coordination of those activities or of a project-wide compilation of whatever had been recorded, or of application of the results.

Coordination with community development agents to work out a mutually agreeable system of expanding the family and village pharmacy projects (objective #6) and for the integration of the RVHP project activities with ongoing government health activities (objective #8) was just beginning to take form at the time of the evaluator's visit.

A continuing education program for traditional healers and midwives (objective #3) remained in the discussion stages, and while three of the second-year volunteers had some contact with midwives and were promoting maternal/child health services in their communities, objective #7 was clearly not going to be realized for some time. Likewise the establishment of a managerial framework for the lower level health care system (objective #10) was something that would/will occur only with more time, coordination and effort, and after the resolution of some of the initial difficulties faced by the project (definition of roles, personnel and structural problems, etc.).

USAID and Peace Corps involvement in the project is not scheduled to continue beyond September of 1982. In view of the ambitious nature of the project's goals and objectives, the troubles encountered thus far, and the Peace Corps' experience with rural health projects in developing countries, this five-year time frame is too short. All of the health volunteers agreed that while the project goals and objectives were valid, it is unrealistic to expect them to be accomplished by that date. As the Volunteer Leader for the project stated, more realistic projections would require the implementors' (USAID health professionals') presence for more than two years (as per current plans) and volunteer involvement for up to 10 years.

Volunteers - Roles and Lifestyles: Aside from the artist and one PCV mechanic, all the volunteers work in the project as "health agents", a role which can take one or more of several guises. For instance, one volunteer who had had previous experience as a paramedic was working in both preventive/educational and--to a lesser extent--curative/treatment capacities; another's primary activities revolved around schools/formal education (i.e., developing health education materials for classroom

use and encouraging the construction and use of latrines at public schools in the area); and a third volunteer was involved in several spheres of community development and health promotion activities.

The project's artist, based in Bangui, visits the health volunteers at their sites and works with them, their counterparts, and other interested parties to develop visual aids for health lessons as appropriate for their work needs. As the demand for and development of the materials proceeds, arrangements are being made to reproduce and distribute them for wider use. The PCV mechanic assigned to the project had set up a garage and was training local mechanics to maintain project and other health service vehicles.

Understandably, assessments of volunteer roles and lifestyles vary from individual to individual, job to job, site to site, and between the new and the second-year groups. However, certain generalities are valid. The second-year volunteers and the project's artist were openly critical of their project, their roles therein, and the support and training they had received. They nonetheless were operating quite effectively and full-time in defined roles; each had settled into a personalized (and, in the evaluator's opinion, appropriate) lifestyle; no one was having a serious housing problem; each had established personal and working relationships in his/her community; each had reached at least a functioning level of language fluency; and each could report specific contributions that he or she had made via the project and/or his or her presence in the CAE.

The opposite was true of the new volunteers, who had just finished training and arrived at their sites when the evaluator visited. All were in the painful process of working out their jobs and roles in their communities; only two of the six had made satisfactory housing arrangements; personal and working relationships had only begun to be established; none yet felt comfortable with either the French or the Sango language; and, of course, none yet had the sense of having contributed to the project and/or his or her community in any real sense.

The volunteer sites were selected by the CAE government, with the plan being to assign at least one volunteer per "sous-prefecture" (an administrative sub-region of a province). Therefore, the volunteers are quite evenly and appropriately distributed throughout the Ouham province both in terms of the geography and the bureaucracy. All of the sites allow the PCVs ample opportunity for cross-cultural exchange/interaction with Central Africans, and with a limited (except in Bossangoa, where the expatriate population is quite high) number of other expatriates--particularly missionaries--as well.

Skills and Training: All the volunteers--new and old--came to the project with useful and appropriate skills. Their backgrounds, ranging from paramedic, community organizing, language, education, writing/communications, art, mechanics, construction, gardening, farming, home economics, and combinations of the above, are all valid and complementary to their work and roles in this project. As wide-ranging as these skills are, there are few Central Africans with experience or education

in these areas: The PCVs are not displacing qualified people.

As stated in the Country Assessment section of this report, training for the project's first group of volunteers was considered inadequate. Training for the new group was much better, though not without problems, according to all sources.

The second-year volunteers attended a mid-service conference which they felt was quite worthwhile and all the volunteers felt that monthly project meetings were generally--and increasingly--valuable. The project's PCVL had attended the Peace Corps Africa Region's health conference in Togo in May, 1978, and said that he was extremely pleased with the proceedings, the contacts made, and information provided. At the time of the evaluation, arrangements were being made for some PC/CAE health volunteers to participate in a joint USAID-Peace Corps area (Cameroon, CAE and perhaps Chad) health conference to be held in Cameroon.

Project Support and Supervision: According to project agreements, the Peace Corps is to provide the volunteers and their training, stipends, medical care, and limited technical assistance for the RVH project. Peace Corps support and supervision are handled primarily by the PCD and the PCVL. All the health volunteers felt that the support and supervision received from PC/CAE was satisfactory, despite a few comments regarding PC/CAE decisions (re reimbursement for stolen possessions and PCV participation in a development fund) and unrealized promises (i.e., that refrigerators would be provided to PCVs).

The government of the CAE is to provide the volunteers' housing according to the agreement, and the co-project director in Bossangoa is to share project management and supervisory duties (with the USAID project director). The RVH volunteers expressed great dissatisfaction with government support, recounting the housing problems they had had or were having. Reports of the limited amount of support provided by the local government varied from post to post, but the volunteers displayed greater tolerance for the inadequacies and inconsistencies of local support, saying that local officials are generally helpful when they can be; when it isn't a question of money or other resources which they don't have. The volunteers were also unhappy with the supervision and management of the Bossangoa-based co-project directors, and were unsure of future direction at that level.

USAID's project responsibilities per the agreement include providing motorcycles (due to a misunderstanding, AID purchased the six original motorcycles which were to have been given by UNICEF) bikes, gas vehicle maintenance, educational materials and visual aids supplies, and to share technical references with the Peace Corps. The project relies heavily on this material support, but its provision is plagued with difficulties: materials are often either unavailable or extremely costly in country, their transportation to project sites is extremely difficult, imported supplies require long waits and complicated paperwork, etc.

One health volunteer summed it up, listing support as a major weakness/

obstacle to the success of the RVH Project: "Not enough government support, intermittent enthusiasm and support from AID...Perhaps with time, things will change." The same volunteer also commented, "Even with the manpower and dollars poured into the project, it seems incredibly inadequate to do the job. In matter of priority, it has to be on top, but is given little support."

Participation and Control: Coordination and control of the project have been somewhat complex issues. An official of the Ministry of Health (MOH), USAID's Bangui coordinator and the Peace Corps Country Director (PCD) are responsible for coordination and control at the national level. The project's Volunteer Leader (PCVL) participates to a limited extent in this sphere as well. USAID's and--to a lesser extent--PC/CAE's role at this level is of course somewhat dependent upon the responsiveness, approvals and decisions of their bureaucracies in Washington, D.C. (and for USAID, the regional office in Cameroon as well).

Although there reportedly had been difficulties in coordination at the national level, they were evidently being worked out following the departure of the USAID project director. The evaluator was unable to speak with the MOH official, but was assured by the other two parties that in a more encouraging fashion that it had for some months preceding the evaluator's visit.

At the provincial level, the project was set up to be coordinated and controlled by the USAID project director and his/her Central African counterpart, based in Bossangoa. As reported earlier, there was considerable controversy and turmoil at that level, which resulted in the AID project director's premature departure. The counterpart reportedly began to play a stronger role on his own, but by the time of the evaluation, it was unclear whether he would be continuing as (co-) project director. He was absent from the area at the time, and apparently had been offered and was considering an opportunity for personal advancement which would require his leaving the project.

Meanwhile, the USAID Bangui coordinator and the PCVL were managing the project as best they could given their other responsibilities, while pursuing the recruitment of a new USAID project director.

One of the evaluators attended a monthly RVH Project coordinating meeting in Bossangoa, at which all the project's volunteers, some of their counterparts, the AID coordinator, and several representatives of local health and community development services were present. Progress reports were shared, several aspects of cooperation with other local facilities and services--health and community development, in particular--were discussed, and problems were aired.

The health volunteers and local Sanitation Assistants (assistants d'assainissement) exercise control of day-to-day activities on the village level, reporting to the provincial level via the monthly project meetings and to the national level via correspondence and routine reports.

The only women who could be said to make decisions, give direction, or otherwise play a role in the RVH Project's control and coordination are American women--the current PCD and, to a lesser extent, the female PCVs (7 of the project's 11 PCVs at the time of the evaluation).

In terms of participating in the project's implementation, however, some Central African as well as expatriate women are very active. Missionary "sisters", midwives, female PCVs, and extension agents (animatrices) are all key participants. Some village health committees have female members, and a few women are being trained via the project as local health workers.

Three national officials participate in the project to some extent, and provincial and local level activities involve a range of players to varying degrees: agents of at least four government services (hygiene and sanitation, community development, "animation", and agriculture); some mayors and village chiefs; government nurses; youth groups; local (Central African) pastors; a WHO doctor; political committees; and village health committees.

Furthermore, the project and its participants interact with and/or complement other programs and development efforts in the area, including vaccination, fisheries, school construction, education, community development, and rural animation programs.

All the involved parties interviewed felt that the project was important to the affected people, although some felt that the degree of understanding of, commitment to, and/or support for, the project on the part of the affected people varied enough to be cause for concern. When asked "How do you know that the project is important to these people?", interviewees noted that villagers were devoting a great deal of time (if little money) to project activities; that village health committees were becoming active and less dependent on outside supervision; that a few involved individuals had changed personal plans and activities in order to participate more actively in the project; and that villagers invariably received project participants warmly and seemed to appreciate their presence and efforts.

Project Accomplishments and Benefits: The project clearly contributes to human survival--directly and indirectly--via the promotion of both curative and preventive measures in the areas of health, nutrition, water, and hygiene. At this stage of the project's implementation, roughly 50,000 Central Africans in the Ouham province (the total estimated population of the province is 350,000) are directly or indirectly affected by the project. This figure is expected to grow and be verified as the project progresses.

All project participants interviewed felt that the beneficiaries of the project included the area's neediest people, but that, in spite of an awareness of the problem stated project goals, too few women are directly benefiting. As this problem is common to other PC/CAE projects, the issue and some possible approaches to resolving it are discussed in Section IV: Issues and Recommendations.

As observed by the evaluator and reported by project participants, Central Africans are benefiting from the project through:

- 1) Increased access to knowledge: Volunteers and their counterparts are involved in imparting reading, writing, language, construction and carpentry, mechanical and artistic skills, and in teaching health lessons to community members, teachers and students.
- 2) Increased access to resources: Resources provided, and/or extended to local people via the project include health information, materials and services; buildings and facilities (the construction of 19 dispensaries is planned); improved incomes (via direct hires and increased spending in the project area); and nutritional resources (via gardening, poultry, small animal, and fisheries projects).
- 3) Increased access to the power structure: Improvements in this area most directly affect the agents and assistants working in the project as their status, knowledge and influence increases; in general, local people benefit from increased knowledge, the emphasis on a philosophy of self-determination, and the advocacy on their behalf via project participants and village committees.
- 4) Improved/increased choices of action: Education, particularly practical experience, in the realm of self-help and determination are providing communities and individuals with a greater freedom to choose their courses of action.
- 5) Improved health status: Although the effects of the project are still minimal in terms of improving peoples' health status, the project has already improved their access to primary care in some areas, and has made inroads by encouraging such practices as boiling water and using latrines.

The most significant and visible accomplishments of the project to date, as mentioned earlier, have been in the areas of latrine construction, the development of visual aids and school health lessons, data collection, the establishment of a garage and training of local mechanics, the creation of village health committees, and the development of a model for a training session for traditional midwives. A less tangible accomplishment has been a general increase in knowledge and awareness, particularly of preventive health and the self-help philosophy.

Accomplishments projected for the foreseeable future include continued progress and more productivity in the areas cited above, as well as: The creation of up to 19 new health posts (and the construction of the facilities); improved integration and coordination of project activities with other services; more active inclusion of an communication with women in general, and with traditional midwives and healers; and increased resources, particularly in the areas of nutrition and clean water.

Some volunteers felt that the project had negative aspects, referring to the almost total neglect of the very oldest segment of the target

population, and again, but to a lesser extent, the neglect of women. Tied to these areas of concern and contributing to the problems are language and cultural realities. Women and older people generally speak local dialects, have little or no education (hence a high rate of illiteracy), and are excluded from all but extremely limited and well-defined roles in community activities. The project's implementors and participants generally speak at least some French and/or Sango (the country's two dominant languages in terms of urban living, education and trading), which means that communications and interactions in local dialects and, therefore, with village women and the elderly are extremely rare and/or limited in scope.

Another negative effect of the project as seen by the expatriate participants is the creation of an unrealistic set of expectations and/or dreams of affluence. With the increased spending and expatriate presence in the area and the accompanying trappings of western affluence and culture (motor vehicles and other imported products; the differences in styles of dress; freedom of movement; attitudes, beliefs, expectations; roles; and resources available--all which is foreign to traditional Central African culture), volunteers fear that susceptible individuals--particularly young people--may come to cherish that which is generally unavailable to them. Although the same factors can contribute to increased motivation and achievement, and perhaps lead to desirable change, some caution is advisable to assure that "progress" and the project's influence are positive, timely, and appropriate.

Future/Potential: The pilot RVH Project was intended to expand to other provinces over five to ten years. The first extension, in the Basse-Kotto region, got underway in October 1978, with the assignment of two PCVs (see the Project Assessment which follows). The Peace Corps plans include a strong volunteer involvement through 1981 at least, with an increase in volunteer input in 1979 and 1980. Peace Corps involvement per the current project model is heavily dependent on the availability of outside funding and resources, however, and on the resolution of the problems discussed herein.

It is clear that support from the government of the CAE will not increase appreciably in the next three years unless drastic and unforeseen changes in government policies and resources occur. Support from outside donors--particularly the continuation of support from USAID--then, becomes a critical issue.

Because of political realities discussed elsewhere in this report, the U.S. government is questioning USAID's assistance--already extremely limited--to the Empire. Even if USAID funding for the project was to be cut off or substantially reduced, however, it is possible that the project model could be modified to allow continued volunteer involvement. This would entail soliciting some funding from other sources (such as UNICEF), curtailing project activities which require extensive material support, setting less ambitious objectives for the volunteers, and assuring that the government meets at least its cur-

rent obligations to the project (more specifically, providing volunteer housing).

While any consideration of the future of the RVH Project should be tempered with caution and patience, the evaluator concludes that the project is a viable and promising one, and that it should be considered to be of priority by all concerned parties.

Recommendations: The funding issue notwithstanding, there are certain measures which could be taken to strengthen the project and encourage the attainment of its objectives:

- 1) Reserves of critical materials (gas, kerosene, tires and spare parts, visual aids, reference materials, etc.) and cash for day-to-day project needs could be ordered, delivered, and kept in Bossangoa. Although some stocking already takes place, the provision of ready reserves of such supplies would greatly reduce the time and frustration often spent by project participants for even "small" needs.
- 2) The immediate replacement of the USAID project director could fill the management and supervision gap which is widening with time and the uncertainty of the co-director's participation. Project participants were in at least tentative agreement that management and language skills, availability and a working knowledge of AID paperwork and systems were more important criteria for selection than a candidate's credentials in health or medicine.
- 3) The attainment of project objectives would be made more feasible by expanded language training for its volunteers. French and Sango levels could be improved and relevant local languages presented via IST for current PCVs, and by increasing the time and resources allotted to languages in future pre-service training programs. Realizing that limited resources are available to PC/CAE, perhaps teaching trainees how to learn a (local) language would be a first step.
- 4) The assignment of a Peace Corps health or community development programmer could greatly relieve the burden on current staff and improve the technical assistance and training provided to PCVs. The proposed sharing of such a staff member with PC/Chad, though not an ideal solution, would be an improvement.
- 5) Increased cooperation and participation of the Ministry of Health could only benefit the project and increase the likelihood of its providing lasting solutions. The Peace Corps and USAID should continue their efforts to involve, and even require the active participation of the MOH in the project.

CAE/Basse-Kotto Rural Village Health - 2 PCVs

Background and Overall Assessment: The Basse-Kotto project is an extension of the Ouham Rural Village Health Project. The project's implementation got underway in October 1978, with the assignment of two volunteers to two posts (Mobaye and Kongbo) in the Basse-Kotto region. One of the volunteers is a nurse; the other is a "generalist" who transferred to the project after serving for two years in the CAE as an English teacher. At the time of the evaluator's visit each had just arrived at his/her site, and was in the process of working out housing and work arrangements.

Because the problems/needs addressed, the goals and objectives, and most other aspects of the project are identical or at least very similar to those of the Ouham RVH Project, the reader is referred to the (preceding) assessment of that project. This assessment will only note any differences that could be distinguished at the time of the evaluation--a very early stage in the project's realization.

USAID involvement in this portion was not as active as in the Ouham portion of the RVH project at the time of the evaluator's visit. The AID Bangui coordinator who is responsible for the project's supervision was out of the country and/or occupied with the Ouham Project for much of October and November. It was unlikely that he would be able to devote a great deal of attention to this project until a new project director for the Ouham Project had arrived and commenced work.

A UNICEF-funded community development (CD) complex, including storage areas, training/classroom facilities, cooking and eating areas, and staff housing, was nearing completion in Kongbo. A volunteer teaching English in Mobaye was scheduled to begin commuting to Kongbo to work part-time in the community development project until the end of the school year, when he would spend full time in the project. The health volunteer in Kongbo, living temporarily in a mission guest house, was assured that he could share a house (designated eventually for the other PCV) on the grounds of the CD facility as soon as it was ready. Although the new center is a bit isolated outside the center of town, the housing is nice and the availability of CD staff and facilities are positive aspects; some discussion of mutual project goals and cooperative efforts had already taken place with the center's dynamic expatriate director.

In Mobaye, it was just too early to tell what might be forthcoming. The PCV was in temporary housing with no promise of immediate change in the situation. She had begun to visit local facilities and make contacts, and had several ideas for potential activities and cooperative ventures. But all was still to be worked out and somewhat dependent on local attitudes, cooperation, and resources--all of which were still to be researched and taken into account.

CAE/Ouham-Pende Rural Development/Health 5/

The evaluator participated in initial discussions regarding the addition of a health component (perhaps 6-8 skill-trained PCVs) to the Ouham-Pende Rural Development Project (RDP). These discussions, held with project staff and consultants from the German consulting firm responsible for the project and its technical and financial aspects, were most promising. However, programming and development of this project possibility will need to be carefully and skillfully done.

PC/CAE has requested the assistance--in the form of an experienced health programmer/consultant--from the Peace Corps' Office of Programming and Training, and the evaluator fully supports this request.

Given this assistance and the following, the prospects for a solid program are good: capable, responsive, and ready third-party support (e.g., housing is guaranteed to be prepared before the PCVs arrive, project money is available); expressed interest from all involved parties; a community that appears strong in self-help capability; a real need/problem to address; integration with ongoing efforts in other sectors (agriculture, education, water resources, etc.); and already-established awareness of an attention to such matters as the effect on and participation of women in development efforts, labor-intensive/appropriate technologies and grass-roots development approaches.

5/ The reader is referred to the Project Assessment of the Rural Development Project (in this section) for details on the overall project.

Objectives:

1974: renovate 5 fish stations and develop extension programs in the areas supported by the 5 stations in a two-year

1976: continue to develop present centers of fish culture and expand program to include 4 new stations. Acquire and train counterparts.

1977: expand program to eastern sectors of the CAE. Train counterparts.

1978: begin construction of 4 new fish stations (2 in the east and 2 in the west). Continue to expand extension program. Acquire and train counterparts.

1979: finish construction of 4 new stations. Possibility of expanding into new areas. Counterparts trained and functioning in the field.

1980: continue expansion and begin to phase out in self-sustaining stations, depending on counterparts.

The Peace Corps staff, volunteers, respective host country officials and counterparts are well aware of the project goals, objectives, and time frames. All parties agree that the objectives are reasonable and obtainable by Peace Corps Volunteers, especially if third-party resources are available.

Volunteer Roles and Lifestyles: The job description of the Inland Fisheries advisor reflects the actual job that the volunteers have been doing since the inception of the project.

Accomplishments:

1974: 5 stations renovated and functioning, each serving an average extension program of 125-150 ponds. Carried out with mini-

1976: programs at 5 original sites developed and expanded. One new site opened. Counterparts still not provided.

1977: 3 new sites opened: 2 in east, 1 in west. Original program expanded (175 ponds/site). Existing stations improved to point of being financially viable. USAID funding available for expansion. Counterparts not provided.

1977-78: construction of 2 new stations has begun. Plans for a third station being developed. GOCAE taking more active interest in fisheries. Four government counterparts trained by UNDP/FAO and 14 UNICEF-paid agents assigned to project.

1979: 3 more government counterparts and 6 more UNICEF agents to be assigned to project.

In general, the PCV lifestyle has been appropriate for the responsibilities. The volunteers work 50-55 hours per week, live modestly in the rural areas or towns, and identify closely with the farm population. There is a great deal of cross-cultural contact on and off the job. Many volunteers, for example, have their coffee and breakfast in the marketplace along with Central Africans. Facility in the local language, Sango, has helped integrate the PCVs into their communities. The professional yet social style of most volunteers has helped create a very positive image which contrasts with the aloofness of French colonial or African civil servants. As a result, the PCVs have established an excellent role model of self-help and self-sufficiency. This has been a key factor in the success of the transfer of capabilities to the African population.

Skills and Training: PCV training for the fisheries project has been satisfactory, although a few aspects should be strengthened in the future. These conclusions were reached after extensive interviews with the PC staff, PCVLs, PCVs, host country officials and third-party experts. It was generally believed that the two weeks of training in the U.S. at the fisheries school of the University of Auburn establishes a good foundation, although several volunteers felt that that segment could be reduced to seven to ten days and still be sufficient. The volunteers felt that the in-country training at the agricultural university (UTA) at M'Baiki was an effective combination of theoretical and practical experience. PCVs were able to become familiar with all aspects of pond construction, management, stocking, demonstrating, harvesting and marketing of fish. The operation and maintenance of vehicles and equipment was an important part of the training, as well as acquiring the administrative skills needed to supervise a station and its extension program. Some of the PCVs felt that these two areas needed a bit more attention; in terms of administration and supervision, the concern was that the French training was often inadequate (particularly for the writing of reports and for speaking to officials).

The cross-cultural component was generally considered the weakest part of the training. Many volunteers felt that this important area needed improvement because the cultural dynamic is so crucial to the success of the fish project. In general, however, the training program and the actual application of skills learned and transferred has demonstrated that generalists with a science background and adequate skill-training can become effective fish culture advisors.

Project Support and Supervision: For the most part, there is little problem with project supervision. Supervisory lines and relations are basically sound, and except in isolated cases of poor communications/relations with particular local officials, there are no problems in this area. The Volunteer Leader for the project plays a very active and valuable liaison role, and the volunteers as a whole are satisfied with the support and supervision provided by PC/CAE.

Although host country supervision is considered satisfactory, the project suffers from the lack of government support. Personnel sup-

port is being provided by the assignment of trained government counterparts--employees of the Ministry of Waters and Forests--to the project. The Ministry has been slow in assigning these counterparts (4 have been assigned, out of 9 promised), and pays their salaries only intermittently. Fifteen Central African UNICEF agents have been assigned to work in the project's zones of action, thanks to the FAO fisheries project.

The government has provided only 400 liters of gasoline to the project in two years, as opposed to 800 liters per month, as agreed. Government-provided volunteer housing often requires extensive repair before being livable.

Third-party involvement in the form of funding has been provided by USAID for the construction or renovation of fish stations, trucks and motorcycles, and other equipment and materials. UNICEF funding is helping to provide trained counterparts. Central African fisheries agents have been trained at the FAO center at Landjia, in the CAE.

The volunteers have shown great initiative in recycling the money earned via the projects (e.g., by the sale of fingerlings and fish produced at fish stations) to support project participants and efforts; and too often they have supported the project or its participants out of their own pockets. They report that government interest in and support for the project has improved, however; they are hopeful that outside pressures and political changes might resolve this--the most negative aspect of the project.

The lack of government support for the project becomes more critical in view of the difficulties encountered in obtaining outside support. It was all but certain that USAID support for the project would end with that which had already been committed and was running out (\$118,000 for nine project motorcycles and spare parts; extension materials--visual aids, books, etc.; materials for renovating or constructing fish stations; and money for the training of counterparts). The vehicles are in use, being shared by the volunteers within regional areas according to need. Volunteers have access to project money as cited, although they report that the time and energy required to obtain even small amounts through the AID bureaucracy is a real impediment. A sincere effort was being made to maintain and minimize the abuse of the vehicles, but due to the poor road conditions and the demands placed on them there was little hope for long vehicle life, and a real concern regarding how to meet vehicle needs in the not-too-distant future.

Although fish culture is geared to respond to grassroots agricultural needs, relying principally on local resources and responses of the African farm population, a limited amount of imported technology is essential to the success of the program. Motorcycles or other vehicles are needed to carry out effective extension work and to transport delicate fingerlings. Tools and other equipment are necessary to run the fish stations and construct the ponds.

The PCVL and PC/CAE staff members had been in contact with numerous possible sources of funding in an attempt to establish project funding before the need becomes critical, but they had not yet met with any success.

In spite of the problems caused by a lack of host country support, and the uncertainties of AID funding, the volunteers have a very positive opinion of the overall project. Similar assessments were made by host country and third-party officials, as well as by the African beneficiaries of the fisheries project.

Participation and Control: The Inland Fisheries Project is under the CAE Ministry of Agriculture, Animal Husbandry, Waters; Forests; Hunting; Fishing, and Fisheries. The project supervision is the responsibility of the Director of Waters, Fishing and Fisheries. In the field, the Peace Corps Volunteers' immediate supervisor is the Prefectoral Inspector of Waters and Forests, sometimes in conjunction with Chiefs of Forestry, Subdivision, or Forest Guards.

Control at the local level is largely in the hands of the Peace Corps inland fisheries advisors or agents, who are responsible for all aspects of the fish station and the extension programs involving hundreds of individual private farmers. Initial PC control over the first few years will give way to more and more Central African supervision and control as the stations become self-sufficient and the Central African agents and counterparts are prepared.

Although few women are participants in the project, and most have only limited roles, efforts are being made to increase awareness and encourage more active participation of more women in all aspects of the project. For instance, the assignment of two female PCVs to the project met with strong resistance from several of the involved parties at first. By the time the two volunteers had finished training and arrived at their sites, however, there were encouraging signs that they would indeed be accepted and able to perform their duties while also serving as role models for other women. All the fisheries volunteers recognized the dearth of female participation as a problem, and several spoke of ideas and plans for improving that aspect.

Project Accomplishments and Benefits: In 1978, total observed fish production in the private sector equaled 15 metric tons, with a total estimated annual production of 37 metric tons. The primary beneficiaries of the project are up to 2,000 fish farmers and perhaps 10,000 members of their families. The majority of these individuals are among the neediest members of the society in the rural areas and small towns. A small percentage of the beneficiaries are local civil servants and merchants who recognize the benefits of fish farming as supplemental income.

Specific benefits received by the fish farmers include the skills needed to develop and maintain fish culture, the increased availability of fish protein, and the training necessary to market fish. African workers at the various fish stations are the immediate bene-

ficiaries of the skills training. An important intangible benefit has been the positive change of attitude about oneself and the ability to effect improvements in one's life through one's own efforts. This change in attitude was evident in all of the locations visited by the evaluators.

Examples such as the following indicate the levels of interest and involvement on the part of project participants and beneficiaries:

- In Bocaranga the farmers were anxious to show the PCV fisheries advisor the progress they had made during his absence and innovations they used to provide adequate fish food. At the same location, the local postmaster had developed several new ponds, and he needed assistance to maintain them. A school teacher who lives in Nzoro, twelve miles away in the extension area came in to get advice on expanding his ponds. He has become one of the model fish farmers in the region--a new role for a professional who has received European training.
- In Bozoum, a new self-confidence was displayed by the cook of the PCV fish advisor who took the initiative in showing the evaluator the fish station and local ponds when the volunteer did not return from an emergency in Bangui. He has also begun to develop his own ponds. The evaluators were introduced to several fish farmers, including a retired tailor who has a model farm and has recently started fish culture.
- Fish station workers and agents in Bocaranga, Bozoum and other sites who had not been paid for several months continued to work every day because of their faith in the Peace Corps Volunteers' ability to help clear up the salary problems, and because they believe in the long-term potential benefits of fish culture.

In Boda and the surrounding area there are more than 400 private fish ponds. Interviews with many farmers and fish station personnel revealed a positive attitude about themselves and a new sense of their ability to effect change. They asked for more Peace Corps Volunteers to help to improve their ponds and expressed a willingness to invest more of their own energies and resources. There was a desire for more machine technology to facilitate the work. When it was suggested that a more collective approach might be more economical, the farmers were reluctant to commit themselves to working closer together. Fish culture appears to be fostering individual self-confidence and self-reliance and a positive attitude about the ability of individuals to effect their conditions, but fears about collective work are still present and obviously very difficult to remove.

Although the initial AID Fish Project goals were characterized by several participants as unreasonable, the Peace Corps has accomplished its objective of creating a cadre of skilled fish station personnel and extension farmers who have helped develop a very solid self-help program at the grassroots. This effort is complementary to the devel-

opmental programs of the GOCAE and various third-part donors. The process of Africanization of station supervision and management was delayed because of the lack of counterparts. This crucial aspect of the project, however, is presently being implemented and the PCV fish advisors are giving more and more station responsibility to the Central Africans.

Future/Potential: At the present time the Inland Fisheries Project is at the maximum projected strength of volunteers. Plans call for maintaining this level through 1979, after which there will be a gradual phasing out of volunteer participation. More and more responsibilities for managing the current fish stations will be handed

over to African counterparts or monitors and PCVs will concentrate on the creation of new stations and expansion into new areas. The composition of the volunteers will continue to change with the goal of the addition of more female fisheries advisors. The target date for phasing out PCV participation in the fish project is 1984. All of the fisheries PCVs interviewed estimated that if the Peace Corps were to withdraw at this point (late 1978 to mid 1979), only about 20% of the current fish ponds would be maintained/kept in production. Therefore, they see Peace Corps presence for at least this period of time as essential. And in the long run it will be the ability and willingness of the CAE government to provide minimum supports which will determine the success and impact of the project.

Recommendations:

1. PC/CAE should maintain the current level of PCVs in the project until 1980, at least. An appropriate phaseout plan should be determined by the extent to which Central Africans are trained and ready to assume maintenance and control of the project.
2. Project volunteers should receive more training and support from PC/CAE in the following areas: Counterpart training and the exchange of management skills; methods by which to encourage and ensure increased participation of women at all levels of the project; and strategies for ensuring continuing fish pond and station maintenance and production without volunteer or other expatriate assistance.
3. PC/CAE should vigorously pursue of project support/funding from both the GOCAE and external sources.
4. PC/Washington should grant this project special attention in terms of its support needs.

CAE Small Bore Wells - 4 PCVs

Background and Overall Assessment: This joint Peace Corps USAID project, modeled after a relatively successful well program in Chad, got underway in 1976, with the arrival of the project's first group of volunteers. The project had been afflicted with problems at almost every turn for two years. PC/CAE had been carefully scrutinizing it for some time preceding the evaluators' visit, and had set a deadline for the decision of whether to phase out of the project or to request additional volunteers to keep it alive.

Just before an evaluator's visit to one of the two project sites, however, there had been some unexpected success. This encouraging sign, coupled with the very real need for reliable clean water sources in that area of the country lent some strength to the argument for continuing volunteer participation in the project at a minimal level.

Problem or Need Addressed: Current sources of water in most rural areas of the CAE are seasonal and easily contaminated. People--usually women or children--often have to walk long distances to carry water from streams or from hand-dug open wells for drinking and home use. Water, vital to survival, then becomes a precious commodity. Obtaining it is an added burden to subsistence farm families and others already struggling for survival. Obtained from a contaminated source, it constitutes a threat to health, even life.

There is no doubt that the Small Bore Wells Project responds directly to a real need: the need for consistent, clean, and accessible water sources. And there is no doubt that this need is particularly critical in rural areas, such as the area in which this project is focused, and where, due to its remoteness, insufficient attention has been paid to this need.

Project Goals and Objectives: The goals and objectives of the project are to install, in a four-year period, 250 wells in the Central African Empire; to train counterparts to install and repair wells, and to instruct villagers in well maintenance.

The goal of 250 wells in four years was seen as unrealistic by all participants in the project. According to stated objectives, approximately 100 wells should have been drilled by the time of the evaluator's visit; only 30 had been.

The failure to achieve project objectives within stated time frames is primarily due to technological difficulties. The geology of the target area is such that the project's imported technology--so successful in sandy neighboring Chad--has proven frustratingly inappropriate in this northern region of the CAE. This problem and some of the secondary difficulties facing the project were being worked out--at least temporarily--as the PCVs received technical assistance, gained expertise, modified the technology, and tried new approaches.

At the time of the evaluator's visit, however, only one project participant (the USAID project coordinator) was optimistic regarding the realization of the project's goals within the given time frame. He stated that the project is feasible and operational only where the geology permits. ("The question is, what is the geology?") He predicted that a total of 80 to 100 wells could probably be dug using current technology, and, "hopefully technical adaptation will be possible, allowing us to drill another 100 wells."

Volunteer Roles and Lifestyle: All of the American participants and several non-participants spoke of the inappropriate roles to which the four wells volunteers were assigned. The PCVs live and work in teams of two, operating out of two campsites in north-central CAE. The skills of and training provided to the PCVs were inadequate to meet the highly technical nature of their jobs, and opportunities for cultural exchange are limited.

The volunteers live in tents and travel and transport materials in big trucks to selected villages to construct wells, using sophisticated drilling rigs. While they work extremely hard and for long hours when drilling, and only one complained about the living conditions, the three PCVs interviewed expressed dissatisfaction with their assignments. They were discouraged by their lack of success in digging wells and in finding counterparts and the lack of government support both for the counterparts and for the project in general. The project should have employed experienced technicians at the outset, he said, "now we're the experts, if anyone is."

Recent developments (i.e., finding water that could be pumped by trying new methods at sites where they'd previously had no success) had left them temporarily encouraged, and they were pleased at the receptions and cooperation that they had received in smaller villages. But they were only cautiously optimistic, "We'll see if this keeps up."

None of the three PCVs felt fluent or even comfortable in speaking the local language, and the two second-year volunteers said that they had had serious problems with French in the first year of service. One wells volunteer was working on a secondary project--building better butcher facilities in Kabo.

Coupled with the problems which afflict the wells project, and/or as a result of them, only 4 PCVs out of the 11 assigned to it over a three-year period remain with the project. One was to finish his two years of service in December, and one, who had just finished training and begun work, was having serious reservations about continuing in the project.

Project Support and Supervision: The government of the CAE provided, as per agreement, shop and office space and electricity and water for project operations in Bangui. But it had been lethargic about providing counterparts and assuring that they were regularly paid. The AID coordinator was optimistic, however, saying that government interest in the project was improving.

Support from local officials/government was not satisfactory according to the American participants, who reported the difficulties they had encountered in seeking storage facilities for project materials, housing or furnishings, and general cooperation from local officials. In Kabo, for instance, the volunteers reported that officials turned a deaf ear to their pleas for government support for their efforts to prevent the contamination and abuse of wells, and that they were reluctantly accorded the use of two inadequate, small mud-brick storage houses. They had received little, if any, supervision from the government, but felt that it was not necessary for them to do their work.

Likewise, they received little supervision from PC/CAE but felt that that was understandable, as there was no one on the PC/CAE staff who could provide technical supervision. Peace Corps support to the project and its PCVs was also limited, although the volunteers laughingly reported that the PCD had been shocked to see their living conditions and, following a visit to their sites, had initiated an order for some "camping amenities" (folding tables, etc.) for their use.

Project supervision and material support came almost exclusively from USAID, which had committed \$500,000 to the project and contracted with a former volunteer (from the well project in Chad) to act as "program implementation officer" for the project. The AID project budget covered such expenses as vehicles, fuel and spare parts, pump and well parts, drilling rigs, and the volunteers' tents. AID material support for the project was considered adequate, and the program officer was optimistic that the funds, properly handled, would be sufficient for the project's duration.

The volunteers, who had requested technical assistance since the project's outset, had eventually benefited from a short visit by two drilling experts who had come to the CAE on other business. They were at least able to instruct the PCVs in the proper use of the drilling rigs, though they were unable to provide practical advice for dealing with the geological complications.

Participation and Control: The role of Central African villagers in the construction of wells is extremely limited. Their participation varies, consisting of the responsibilities of draining, fencing, and/or controlling the use/misuse of their wells. Women are involved only as beneficiaries; only the male volunteers, their counterparts, the USAID coordinator, and some male villagers who show particular interest and contribute hand labor can be considered participants in the project.

Ministry and local officials are only superficially involved in the project; control is almost entirely in the hands of USAID and the Peace Corps, particularly the USAID program officer/coordinator and the four wells PCVs.

Project Accomplishments and Benefits: Approximately 6,000 villagers in the region benefit from the accessibility and (relative) cleanliness of the 30-odd wells drilled so far. These beneficiaries are unquestionably among the poorest and the neediest of the world's people.

The volunteer's Central African counterparts are directly benefitting from the training they receive, and benefit--at least indirectly--in terms of increased access to the power structure. The project has increased the affected peoples' access to resources (water) and choices of action to a limited extent, and, though it has not been verified, should directly improve their health status through the provision of clean water.

The wells project does not provide lasting solutions: With proper maintenance a well could be productive for several years; without, it might last only a year, as demonstrated by experience in Chad. There is no way to predict how the CAE well will fare, but a realistic assessment of the situation is not promising: There are too few Central Africans trained in well maintenance, replacement parts are unavailable locally and costly, the government has shown neither the ability nor the willingness to support the project, and Peace Corps and USAID involvement and support are limited.

Furthermore, there are currently two negative effects of the project which are of concern: unsanitary wells sites, and the water's high iron content.

The volunteers have shown great initiative and concern regarding the contamination of the wells and the areas surrounding wells. They have tried several approaches, including improving drainage methods, modifying the design of the wells' concrete bases, building fences, assigning and training "well guards" to be responsible for supervising the use of wells, distributing and/or utilizing chain locks to control the misuse or overuse of wells, and requesting the assistance of health/sanitation educators to augment their efforts. So far they have not met with appreciable success. While the wells are greatly appreciated for their convenience, people nonetheless mistreat them. Wells mean water, and water can mean mud, mosquitoes, water-borne disease. Water spills stagnate, pigs congregate and wallow in the mud, etc.

The iron content is so high in some wells that people have refused to wash their clothes in the water, and there was concern that it might present a health hazard as well. Furthermore, water from the wells had not been tested to see if it was disease-free. At the time of the evaluator's visit, the volunteers were drawing samples for analysis of the iron content and were trying to come up with a method for getting viable samples to testing facilities for other tests. This presents problems because of time, distance, and heat factors that can render samples worthless before they can be analyzed.

Future/Potential: The project is not a model project in any sense. As a matter of fact, it is an unfortunate example of what can happen when an attempt is made to replicate a "model project" from one country (Chad, in this case) in another country without proper consideration to all variables.

The Peace Corps and USAID were in agreement that it should be terminated in 1980, if not before ("if we find we can't do any more"), and that the emphasis should be on providing sufficient training to counterparts and assuring continued well maintenance, at least.

Recommendations:

1. Since assessibility to clean and constant sources of water is a continuing need in the Central African Empire, it is recommended that the Peace Corps and/or other organizations investigate more appropriate approaches to meet this need: The current project should be drastically modified or it should be terminated before more volunteers are assigned to it.
2. Any volunteers assigned to a rural water project should be taught and expected to use the local language of their assigned areas. Likewise, PCVs in such a project should be expected and trained to maximize the involvement of the affected population in all levels of the project.
3. PC/CAE (and, if applicable, USAID) should be more persistent and insistent regarding the GOCAE's involvement in water projects, including its support, assignment of personnel, and planning for projects.

Potential Project Areas

All parties interviewed by the evaluators felt that more attention and resources should be sent in responding to the Empire's food and water needs. The areas most often cited as appropriate and possible areas for Peace Corps involvement were: small animal and poultry raising, agricultural extension, and hand-dug wells.

Peace Corps/CAE's efforts in pursuing potential projects in this sector have resulted in: the request for an agronomist to participate in the Ouham-Pende Rural Development Project; preliminary discussions regarding a potential request for volunteers to work in the same project to improve the health and stock of animals; an unofficial request by the GOCAE for a small animal and chicken-raising project (for which both parties are seeking funding); and a variety of secondary activities (e.g., garden, poultry-raising, and animal traction projects) initiated and/or supported by PCVs.

In the country strategy of its last CMP submission, PC/CAE referred to the direct relationship of water, health and village improvements and stated the hope for integrating water projects with others, particularly health. Water resource volunteers would thereby be members of health teams responsible for water issues in given geographical areas.

SECTOR: KNOWLEDGE AND SKILLS

CAE English Education - 26 PCVs

Background and Overall Assessment: The English Education (TEFL) Project begun in 1972, was the first Peace Corps program to be introduced in the CAE. At the time of the evaluation, 26 PCVs were teaching English in the Empire, and the project had gained a solid reputation at all levels throughout the country. Education is a priority in the CAE, and host country government interest in and support for the project reflects this. When compared to that received by other Peace Corps projects in the country--particularly in terms of the housing provided to volunteers--support for the project is consistently quite strong.

In view of current ACTION priorities and rhetoric (i.e., the emphasis on basic human needs), however, PC/CAE is attempting to redirect and eventually phase out of the project. The redirection consists of assigning volunteers to the more remote (and therefore, usually, the more neglected) secondary schools; of emphasizing teacher education through inspection and cooperation in secondary schools, participatory training efforts, and placing more volunteers in the teacher training at the national university; and training and requiring PCV English teachers to include such subjects as health in their lessons and to participate in secondary activities. The phaseout of Peace Corps involvement in English teaching in secondary schools is scheduled for 1984, after which time PC/CAE's sole role in English education would be in teacher training.

The evaluators were presented with many arguments for English Education in developing countries (in CAE in particular) and for continued Peace Corps involvement in the TEFL program. The issue is a controversial one; in CAE the issue is not really whether to have a TEFL program, but rather when and how, and who decides to phase it out. For these reasons, this assessment shall consist of a presentation of the points made by interviewed parties, ranging from the PCVs and their students to PC/CAE staff members, to missionaries and other expatriates, and even to national officials (not just Ministry of Education officials).

Realizing that the decision has been made to phase out of the CAE English Education Project as it currently stands, these points can nonetheless serve to describe the program and its merits as viewed by those parties, and explain why the Peace Corps' current anti-(English) education trends and the phaseout plan are of concern to many of them, and to the evaluators.

1. The English language is a tool for development.

- Francophone African countries need English for establishing political and economic relationships, not only with their anglophone neighbors, but with major world powers such as the U.S.A. and Great Britain.
- Major scientific and technical publications, as well as instructions for more and more imported goods (including donated foods and medicines) are provided in English.
- English is required, not only for the major school exams in the country, but also for entrance to many (if not most) institutions of higher education throughout the world.

2. The number of available and qualified Central African and other English teachers falls short of even current needs, let alone projected ones.

- Central Africans trained to teach English are also required to follow French language programs. This means that qualified English teachers often are assigned to teach French instead.
- There is no disagreement regarding the preference for Central Africans to teach in the CAE school system, whatever the subject. But in view of the shortage, the second preference is, of course, native English speakers. Even with the current level of PCV involvement, however, there is a shortage of native anglophone teachers. Therefore, students may receive no English instruction for a year or more, or they may receive instruction from teachers with little English background. In one reported case, a Russian taught beginning English to Central African students.
- Supplemental on-the-job training of graduates (as by PCV co-teachers) often provides a vital supplement to the training Central African English teachers have received in teacher's college.
- PCV English teachers act as role models for Central African students who might pursue English teaching as a profession. This is of particular interest when considered in terms of female students and PCVs. Only a handful of female students reach the higher levels of education in the CAE; even fewer are represented in paid professions. Over half of the PCV English teachers in the CAE are women.
- The TEFL methodology employed by PCV teachers is extremely effective and has a good chance of being adopted as the official methodology in the country, but not if Peace Corps involvement is dropped before it takes hold.

- Peace Corps Volunteers have developed and are continuing to develop appropriate materials for use by English teachers in the CAE (e.g., a text, "Anglais dans la Premiere Cycle", visual aids, health lesson plans, etc.)
3. PCV TEFL teachers vary and enrich the quality of education received by Central African students.
- The TEFL methodology contrasts sharply with the rote learning model which is standard in post-colonial educational systems.
 - The TEFL teachers provide cultural and material resources otherwise not available to Central African students. Volunteers often spend free time with students and/or their families; most PCVs allow students access to literature--books, magazines, etc. and/or have established student libraries; the PCVr also share photos, tapes, stories, and games with their students, etc.
 - Volunteers offer organizational skills that many educational systems in developing countries lack.
 - The volunteers promote a comprehensive education and valuable logical and critical thinking processes. Students of PCVs are exposed--often for the first time in their lives--to world politics, American history, scientific advances and modern and/or preventive health measures. The TEFL teachers insist that students assume active class roles, voice and justify personal opinions, make value judgments, and discuss such issues as ethics and morality.
 - Public secondary school students, while they come from all levels of Central African life (not just the elite), represent the future of the country. Most likely, they will be the decision-makers and the implementors whose actions will shape the country. Regardless, they wield considerable influence within their families, and their exposure to different approaches and cultures, to comprehensive rather than rote education, and to logical and critical thinking can only serve to enrich and strengthen their country, their lives, and lives of their extended families. Hence the work of the volunteer does not just affect the students (approximately 5,625 in this school year) who attend their classes, nor do the volunteers only teach them a superfluous language.
 - As one volunteer put it, "the Peace Corps touches individuals"; attention to individual students is not a common practice in the school system, not of all teachers. The volunteers said they felt that they had an almost tangible impact on the lives of some of their students, and many said that they make a particular point of encouraging the few female students in their classes.

4. Central African schools--and, therefore, PCV teachers--do not just serve an elite minority.
- The major discriminating factors in terms of school enrollment are limited capacity and parental decision to send a child. Central African students come from all economic levels, ethnic groups, and geographical areas. A student's progression through the school system once she/he has commenced, is predicated almost entirely on his/her performance on standard exams. The fact that the female population is disproportionately small in the school system--particularly at high levels--is primarily due to traditional/parental discrimination, not because of an intentional bias on the part of the schools' hierarchy.
 - Once he or she has attained even a primary school education, a student becomes a part of an educated minority; but family attachments and commitments continue. The extended family benefits from any increase in status or earnings an educated family member receives.
5. The Peace Corps has attained a level of expertise, professionalism and a solid reputation in English education.
- Because there is a ready supply of "generalist" volunteers, the Peace Corps can consistently respond to host country requests for English teachers.
 - Because TEFL training has reached a state of the art, PCV English teachers are consistently well-prepared for their assignments.
 - Because the TEFL methodology demands the almost exclusive use of English in the classroom, PCVs can perform effectively even before they have reached proficiency in French or other languages.
 - Because teaching is a respected and well-defined profession, TEFL PCVs do not encounter the problems of role definition and community acceptance so often faced by volunteers in other programs.
 - Because effective TEFL teaching does not require extensive and expensive material support, TEFL PCVs and their work do not suffer from the delays and frustrations which afflict projects dependent on such resources.
 - PCV teachers are seen as conscientious, uncomplaining, hard-working, creative and responsible assets to the school system. They generally are the first to arrive at their schools at the beginning of the school year and after school vacations, are on time and prepared for classes, generally conduct themselves in a professional manner, and are willing to work in schools which are unpopular (usually because of their remoteness) with other teachers.

- PCV teachers are considered approachable and culturally sensitive. All other Americans benefit--at least indirectly--from this stereotyping, which is in contrast to popular stereotypes of other groups represented in the country's school system.
6. Central Africans want American teachers, particularly PCVs.
- National and local officials appreciate the fact that they can augment their inadequate teaching staffs with quality teachers at very little expense to their limited budgets, as seen by their requests for and support to PCV teachers.
 - Students appreciate having access to the individualized attention, the challenging classes, and the resources that they can enjoy via PCV teachers, as they report and demonstrate by their attendance and participation in classes and interactions outside of the classroom.
 - Local communities enjoy the presence of and opportunities for interaction with young Americans, as seen by the warm receptions and hospitality extended to volunteers and the interest community members display in volunteers and their activities.
 - Central Africans enjoy learning foreign languages (English). The evaluators were often greeted in English by younger children and others who had not attended TEFL teachers' classes, and even non-TEFL volunteers reported that community members often approached them requesting instruction in English (several had responded by arranging to teach English either formally or informally to interested parties).
7. The interest in and support for PCV teachers extends beyond the Central Africans.
- Because of the country's--and, in particular, the school system's--reliance on expatriate expertise, the volunteers enjoy unique opportunities for interactions with "third-country" parties, particularly with French and Russian teachers. The evaluators found little evidence of abuse in these situations (i.e., the formation of "European enclaves" to the neglect of Central African community members). Rather, they observed a general commitment by the volunteers to serve and interact with Central Africans. At the same time, a very pleasant atmosphere of professional and cultural exchange and mutual respect existed in volunteer's relationships with other expatriates.
 - The evaluators heard many--often unsolicited--attestations of respect and support for the familiarity with education volunteers and their work from other expatriates at all levels.

- The presence and reputation of volunteer teachers facilitates and augments Peace Corps' programming efforts in other sectors and other development work in their communities.
- Although the education volunteers generally are occupied full-time with their teaching responsibilities, during school vacations and their free time, they participate in such activities as English and drama clubs, sports, gardening, animal traction and school construction projects, youth camps, and "well baby" clinics and other health-related work.
- Volunteers are integrating health, fisheries, the self-help philosophy and other developmental issues and subjects in their teaching, thereby cooperating with and enhancing the efforts of other volunteers/development workers in their communities.
- The solid reputation established via the education program has aided PC/CAE in negotiating and winning support at all levels for projects in other sector areas.

9. Miscellaneous points:

- One Peace Corps person, pointing out Peace Corps' long history of education projects in other countries, criticized PC/W's current policy, saying that it was discriminatory to the CAE and other such "new Peace Corps countries". "Some countries have had the benefit of the Peace Corps' expertise and involvement in education programs for 15 years or more," she said. "Without overplaying the role the Peace Corps can play in educational development, it nonetheless seems somewhat unfair that PC/CAE receives the same mandate to reduce its activities in the education sector after only 6 years.
- Government officials and other parties are somewhat dismayed and confused by the move to reduce Peace Corps activity in the education sector. "The Peace Corps says that it exists to serve and respond to needs and requests of developing countries," they say. "Yet when the CAE says that its first priority is education and requests PCV teachers, you could respond to our request, but you won't. It's not as though we were requesting doctors!"
- "If you want to discuss human needs," said one PCV, "the key word is survival. There are two types of survival: physical and mental. Mental survival is just as important as physical survival. And education contributes directly to mental survival."

CAE Math Education - 5 PCVs

Background and Overall Assessment: PC/CAE's experience in math education has been short and limited. In spite of official requests (and a critical need) for up to 15 volunteer math teachers, due to PC policy and to recruitment, language, and training difficulties, the CAE math program now consists of only five PCVs (one PCV assigned in 1977, and four assigned in 1978) and PC/CAE may be forced to abandon the project altogether.

Many of the descriptions and strong points regarding the TEFL Project are also valid--and in some cases even more critical--in terms of the Math Education Project. The lack of qualified and available math teachers is especially critical. Only 3 of the country's approximately 20 Central African math teachers (only about 1/5 of the math teachers in the school system) are qualified to teach the equivalent of 10th grade math, and while the school system--and therefore, the need for math teachers--is growing, very few (0-6) Central African math teachers enter the school system each year. Due to these shortages, the students' educations suffer from gaps and/or poor-quality instruction in math. Furthermore, the country's math curriculum, based on France's national curriculum, is considered inappropriate for Central Africans' needs. Action to improve and adapt the curriculum in the country's and students' needs has been slow and limited, partially due to the lack of available talent and alternatives. Volunteers could potentially contribute a great deal in these areas.

The potential will not be realized, however, unless the Peace Corps makes a commitment to respond wholeheartedly to the situation. Drastic improvements and changes in the recruitment and/or training (particularly French training) and additional technical resources and assistance would be required to adequately respond to the CAE's needs and requests for math teachers.

Potential Project Areas

There are many possible areas in which the Peace Corps could aid the CAE in meeting current needs and effecting desired change in the educational sector, given the latitude and resources such programming would require. Some of these areas are: primary school teaching; literacy programs; pre-school education/child care programs; and educational reform, particularly in the new "Collective Promotion Schools" (which emphasize community involvement, practical skills and literacy).

Recommendations:

English Education

1. PCV TEFL teachers should be more actively and formally working to develop a Central African capability for PCV replacement; PCV training and assignments should be redesigned to allow for on-the-job training of co-teachers;

2. Given this change in focus/role, the current level of PCV TEFL teachers should be maintained or slightly expanded until such time as the secondary school system has an adequate number of well-trained Central African English teachers;

Math Education

1. PC/Washington should consider PC/CAE's Math Education Project as a priority education project in terms of the assignment of limited volunteer resources (candidates with math and French backgrounds), and training and technical assistance. Or, PC/CAE should not continue to program volunteers in math education.
2. PC/Washington and PC/CAE should investigate solutions to the shortage of PCV math teachers. Some possibilities are listed below:
 - a) Special recruitment drives to find and encourage potential candidates with appropriate backgrounds for assignment in math education projects: One step would be to find out why there is a dearth of such candidates at present.
 - b) Reassessment of current skill requirements, to avoid the possibility of requesting higher skills than actually needed.
 - c) Generic training programs, whereby all potential math education volunteers would receive intensive French training first: Those who succeeded in meeting French requirements regardless of their entry skills would then be assigned to francophone math ed projects; those who didn't would be assigned to anglophone countries.
 - d) Improved skill training: the development of appropriate materials and of professional technical coordinators; the inclusion of curriculum development and counterpart training as components; and an emphasis on culturally-appropriate methodology and subject matter (within curriculum requirements).
 - e) Improved French training, geared to the specific needs of math teachers.
 - f) Alternative assignments: PCVs with math backgrounds could be trained and assigned to teach English in their first year; re-trained to teach math in their second year, after they had improved their French skills, and gotten to know the school system and local culture.
3. PC/CAE should move as quickly as possible into the spheres of teacher training and curriculum development for math education. Technical assistance should be provided (by OPTC) if and when necessary.

4. PCV math teachers should be trained and encouraged to provide as much on-the-job training as possible to co-math teachers. The PCV's co-math teachers should be encouraged to participate in PCV's technical training and conferences.

General

1. The availability of capable Central African teachers should be monitored on a yearly basis to determine an appropriate phaseout schedule;
2. PC/CAE should pursue all possible levels and means of teacher training: PCV teachers providing training to primary school teachers as a primary or a secondary activity; PCV teachers at the teacher training college; Central African teachers participating in PCV training and conferences; team teaching; co-teacher counselling, etc;
3. PC/CAE should pursue all non-traditional (functional literacy, "Collective Promotion Schools", etc.) approaches to education as well as continuing its efforts to move into the areas of primary and pre-school education.

SECTOR: ECONOMIC DEVELOPMENT/COMMUNITY SERVICES

CAE Accelerated Rural Learning/Community Development - 2 1/2 PCVs

Background and Overall Assessment: The initiators and planners of this community development (CD) project (start date: September 1976) included the following parties: the (former) PCD and a volunteer serving in the CAE at the time; the minister of Social Affairs and a local "Sector Chief"; USAID; UNICEF; and two "affected" people (members of the target community) who now hold positions of responsibility in the project. Two women were involved at this stage: one, a UNICEF coordinator, has recently left the project; the other is now in charge of "Feminine Affairs".

There are currently two PCVs working full time and one working part time in the project. Other project participants include a Central African project director, 2 UNICEF experts, 57 agents (14 of whom are women), 2 "sector chiefs", several village committees, and miscellaneous auxiliaries and laborers. The project is focused in two regions: the Ouham, with a center in Bokine, and Basse-Kotto, with a center in Kongbo.

The utilization of volunteers in the project is scheduled through 1982, at the current level or lower. Interaction with other services and projects--especially the Rural Village Health Projects--in both of the regions has already begun, and the project should complement and affect these other efforts to an increasing degree.

Project Goals and Objectives: The project participants are working to "organize and train villagers to improve village life in the areas of health and agriculture". Specific objectives include: the construction and staffing of CD centers (three in the Ouham, each staffed with a sector chief and eight agents); the organization of village committees (for 55 villages in the Ouham and 150 in the Bassi-Kotto regions); the building of latrines; the organization of village pharmacies; and the establishment of model fields and agricultural training for villagers who volunteer for model field projects. The volunteers consider these goals obtainable, but perhaps not within the given time frame. And they said that it would be all but impossible to meet the goal of the first volunteer's replacement by a Central African by the scheduled date (July 1979).

Volunteer Roles and Lifestyles: The two PCVs in the Ouham province had a clear idea of their work and roles, though they felt that they had (necessarily) been too involved in transporting project supplies and paying workers' salaries. The volunteer in the Basse-Kotto region had not yet begun working in the CD project at the time of the evaluator's visit. He was to teach English in Mobaye, and participate in the CD project on a part-time basis.

It was clear that the volunteers could become too dependent on and/or too closely identified with project vehicles (trucks and motorcycles), which could affect the amount and quality of their contact with

Central Africans. But, due to the difficult and necessary logistics, this is perhaps unavoidable.

PCV Training and Skills: The most valuable skills brought to the project by the three volunteers are their organizational and management skills. None of the three had received project-specific technical training. Language training, deemed critical for their success, was provided, and the volunteers felt that they had received a sufficient basis in both French and Sango. None of the three was satisfied with the cross-cultural training he had received, but there was disagreement regarding how much and what type of cross-cultural training was desirable, possible, and/or appropriate.

The volunteers were not displacing qualified host country people; two of the volunteers had not yet been assigned counterparts; the third's counterpart was receiving formal training in Cameroon.

Project Support and Supervision: The volunteers reported that support (project tools, CD centers, and training materials) and supervision received from the UNDP and UNICEF was adequate. They felt that although USAID was somewhat lax in terms of project supervision, the material support (\$150,000 for vehicles and equipment and construction materials for the project centers) provided by the agency was adequate.

PC/CAE support and supervision were generally seen as adequate, but the volunteers hoped that more could be done to elicit promised project support from the CAE government. The government had not provided project housing and gasoline as agreed, and is inconsistent in paying the salaries of the project's Central African agents and other staff, according to the PCVs.

Project Control: The PCVs see themselves as implementors of the project, and expressed concern over the current situation, where "all the control and impetus comes from the top down". An attempt was being made to reverse the process so that the village committees would take more active roles and have more control over project activities and decisions.

Project Accomplishments and Benefits: The volunteers said that progress was being made in organizing village committees and pharmacies, and "getting villagers to think about health and clean water sources".

The villagers want pharmacies, they reported, but "need convincing" when it comes to building latrines. "The people seem to be excited by what's going on, and seem to understand what we're trying to do." They support the project with monetary and labor contributions (one community contributed 55,000 CFA, or about \$255.00 to build a school).

The project should directly contribute to human survival because of its emphasis on food production, sanitation, and health. Benefits should reach all individuals in the 205 project villages (an approximate total of 72,000 people) eventually, but at the moment the

work is with "those who are interested in development...not necessarily the neediest people".

People will benefit either directly or indirectly from the project, which provides increased access to knowledge, resources and the power structure, more choices of action, and the opportunity for an improved health status.

Accomplishments projected for the foreseeable future are the completion of the school mentioned above, and of the three centers in the Ouham (within 1 1/2 years), an open wells campaign, and continued latrine construction and organization of village committees and pharmacies.

Once the project is established, the activities will be ongoing with or without outside resources, thereby providing lasting solutions. The volunteers fear a possible false or unrealistic dependency if villagers are led to rely too heavily on the centers, agents, and/or the volunteers themselves, and are taking steps to prevent such a reliance.

They also reported that the project was neglectful of old people and, to a lesser extent, of women, although both groups could benefit from the pharmacies, at least. They felt that time and a special effort to recruit and train more (Baya-speaking) female agents might alleviate the situation.

Project Future/Potential: The volunteers felt that if Peace Corps involvement in the project were expanded and maintained until the agents and counterparts were adequately trained, and if government support were improved, the infrastructure created via the project could last indefinitely to the lasting benefit of the target population(s). They also felt that the project was a good model for other Peace Corps projects and that it could and perhaps should be replicated elsewhere, if conditions were right.

PC/CAE categorized the Accelerated Rural Learning Community Development Project with the Rural Village Health Project in its project priority listing submitted in 1978, and ranked the category as its second priority (after Inland Fisheries Extension). In so doing, PC/CAE stated that the CD aspect would "remain a quality, not quantity, program with a small but significant number of volunteers continuing their contributions over the next five years".

Recommendations:

1. PC/CAE involvement in the projects should continue as planned, barring unforeseen developments.
2. PCVs in the project should receive improved training, particularly in the areas of languages, methods of involving women in their activities, counterpart training/management skills exchange, general community organization skills, and technical skills as needed; and PC/CAE staff supervision.

Ouham-Pende Province Rural Development (ACADOP) Project - 1 PCV

Background and Assessment: ACADOP is an autonomous agency of the CAE government. Created in July 1977 and financed, through the German Office of Technical Cooperation (GTC), by the West German Ministry of Economic cooperation, ACADOP's role is to "improve the general standard of living of the populations of the Ouham-Pende province". This is to be accomplished through the promotion of economic and social integration of the region with the rest of the country; an increase and diversification of the region's agricultural production; and the encouragement of the people of the area to actively participate in their own economic and social development.

A German consulting firm conducted a study to determine the feasibility and funding of a ten-year development project in the region. This resulted in a two-year pilot project which will provide the basis for the ten-year project.

The Ouham-Pende province is the most populated region in the country, with a total population of about 240,000 people. About 3/4 of these people live in rural areas; most are engaged in farming. At a distance of 500 to 700 kilometers from Bangui, the area suffers from neglect; the development of administrative, social, and marketing services has been stunted. The region's road system is extremely poor, little has been done to improve agricultural production and marketing methods, and credit and supplies are difficult to obtain.

At the time of the evaluation, representatives of the German consulting firm were visiting the area and the project center in Paoua to assess the progress and effects of the pilot project, which had been in operation for over a year. One volunteer, an architect who had transferred from the CAE wells project, was working in the project, and PC/CAE had received an official request for five more volunteers to work in construction and agronomy and to study the sociological implications of the project--particularly in terms of the area's women, their roles, and the effects of innovations via-a-vis their roles.

The consulting team reported to the evaluator that they were both pleased with the project's potential (especially in terms of its labor-intensive technology and self-help philosophy) and concerned about the slow rate at which progress had been made and the difficulties encountered (74 tons of cement destined for the project had been diverted for use elsewhere, presumably on the instructions of the Emperor). They concluded that the project should be expanded in its next phase, and that it would require additional funding. They expressed satisfaction with and support for the current volunteer's work, initiated arrangements for the five requested volunteers housing and jobs, and began negotiations for further requests for volunteers to work in the areas of animal husbandry and health.

Specific steps have been taken to program and acquire the necessary funding for this expansion. PC/CAE has requested the assistance of a health programmer, the German representatives initiated talks with the involved ministries and, upon their return to West Germany, were to seek the additional project funding.

Meanwhile, the current volunteer was to continue his activities, which consisted of working out the administrative details of the project with other project staff members, designing and overseeing the construction of a model community (including housing for project staff) funded by the project and of a school funded primarily by community-generated and US Embassy "Self-Help" funds, and aiding other project activities in Paoua and Bangui.

Peace Corps involvement in the project is planned to continue throughout the tens years of the project's life, at levels as yet to be determined. PC/CAE's potential role in this integrated rural development effort is virtually unlimited, as long as current plans remain valid and expected project support is forthcoming.

CAE School (and Veterinary Center) Construction Project - 9 PCVs

This project, with \$1,500,000 in funds from the UN Capital Development Fund, is designed to construct and provide equipment for 272 classrooms at 55 primary (Collective Promotion) school sites throughout the country, 5 retraining centers, and 8 veterinary centers (in the western half of the country).

Completion of the project on schedule (by mid-1980) "would be a miracle", according to the UN project coordinator and the nine volunteers assigned to the project. UNESCO and the World Bank have shown interest in financing a continuation of the project, which is considered a pilot effort.

At the time of the evaluation, only about 7% of the projected construction had been completed, but the coordinator was hopeful that, with plans, designs, and materials ready, the project would move at a faster pace.

He expressed satisfaction with the "quality" and attitudes of the volunteers assigned to the projects, describing them as "hard-working, polite, and sensitive". He said their assignments were different from other PCV jobs, due to a forced emphasis on management and production rather than training and sharing experiences with Central Africans. This is due to pressures for the completion of the project in spite of a host of difficulties, including: the lack of qualified Central Africans to act as volunteer counterparts; the lack of cooperation from, and changes in, the staffing of the involved ministries (Agriculture and Education); volunteer illnesses; and delays and difficulties in finding workers and getting materials in place for the project.

PC/CAE is not planning to increase volunteer involvement in the project, but is watching developments in the school reform movement (of which this project is a part) for appropriate programming possibilities.

Potential Project Areas

During the evaluators' visit, the Mayor of Bangui initiated a request for three PCVs (a mechanic, a public works "specialist", and a landscaper) to assist in efforts to improve the city's sanitary and public hygiene conditions and garage facilities. The PCVs would be a part of the planned municipal reorganization for which funding was expected to come from the African Development Bank.

The city is plagued by continuing ills such as flooding and destroyed houses during the rainy season (a reported 260 houses in Bangui caved in in the Fall 1978 rains), poor sanitary facilities, and the effects of poor city planning, coupled with the rural exodus to the city.

The Secretary of State for Social Affairs also spoke with the PCD and one of the evaluators regarding other projects (the community development project already falls in this domain) through the Ministry of Social Affairs. She welcomed the PCD's participation with the National Commission for the International Year of the Child, and spoke of possible Peace Corps involvement in women's programs, social centers, and rural animation and child care projects. These were only preliminary discussions, however. It is impossible to realistically assess true potential in these areas.

SECTOR: ENERGY AND CONSERVATION

CAE Wildlife Project - 2 PCVs

Background and Overall Assessment: Begun in late 1975, the PC/CAE wildlife research project was an adjunct to a park development program for the St. Floris National Park sponsored by FAC ("Fund for Aid and Cooperation", a French foreign assistance agency) through the CAE Ministry of Agriculture, Animal Husbandry, Waters, Forests, and Hunting. There were problems with the collaboration, however, and the volunteers were pulled out of that program.

In 1976, PC/CAE secured \$6,500 from the African Wildlife Leadership Fund for the project's volunteers to undertake research in the same park area. This sponsorship ended in 1978, and the project was being transferred back to FAC sponsorship, as a part of a second FAC parks program.

At the time of the evaluation, two volunteers were serving in the project, and the project and its volunteers had gained a solid reputation for their work in park research and planning. A report written by project volunteers had gained wide attention, and interest in and support for project PCVs and their work was high.

At the same time, PC/CAE had been notified by PC/W that "PC/CAE Wildlife does not coincide with PC BHN programming thrust, also runs counter to PC policy on small projects. Region desires phase-out of project". PC/CAE countered with an explanation and justification of the project, its accomplishments, and its expected long-range impact and benefits for the CAE and the Peace Corps, and won approval for its continuation.

Problem or Need Addressed: The St. Floris Park and other park areas have suffered from such factors as the lack of game management and part technicians; inadequate research, infrastructure, and management; the influx of Chadian and Sudanese cattle herds; indiscriminate hunting and poaching; and inaccessibility. These have caused a series of problems, including: a reduction in the game reserves' populations; a further jeopardy to already-endangered wild animal species; a disturbance of the ecological balance in the northern and northeastern regions of the Empire; and a stunting of the areas' social and economic development.

Therefore, St. Floris Park (and the country's two other wildlife reserves), with the potential to be one of the finest parks in francophone Africa, is not in operating condition.

Because of their long-range potential for tourism, food production (cattle grazing, fisheries, etc.), ecology, and other contributions, research and development of the country's national park areas has been a long-standing government priority. The dearth of qualified personnel and the lack of funding for such an undertaking, however, has meant

that the government is dependent on outside resources to realize any progress in those areas.

Project Goals and Objectives: The goals of the Wildlife Project are to "arrive at an ecological understanding of the St. Floris National Park and to make park management recommendations for these three areas".

The objectives for the project in all three park areas are: 1) to census the large animal and arrive at estimates of the population of each species and for the total biomass standing crop during the dry season; 2) to relate range conditions to ungulate (hoofed mammal) densities; 3) to evaluate the effects of burning and flooding; and 4) to determine herd structures in the ungulate (hoofed mammal) densities; 3) to evaluate the effects of burning and flooding; and, 4) to determine herd structures in the ungulate species in order to establish a basis for comparison with other areas of Africa.

Most of the objectives have been met in the St. Floris Park; only the census of certain areas remains to be done. Although volunteers had not yet begun work in the other park areas, one volunteer was scheduled to do so.

Volunteer Roles and Lifestyles: The volunteers have a clear sense of purpose and love their work, although it requires long periods of rugged living in isolated areas. They conduct themselves in a professional manner, and are seen as pioneers, in a sense. Their work is appreciated by the government of the CAE and PC/CAE's staff and other volunteers.

The PCVs felt that the project could benefit from the addition of a few more volunteers, but understood that Peace Corps policy and the project's limited funding would most likely preclude the assignment of any more than three PCVs to the project at any one time.

PCV Skills and Training: The volunteers expressed concern over the cancellation of the Peace Corps-Smithsonian contract, saying that recruitment and technical assistance by that institution was all but invaluable to projects such as theirs.

They consider the assignment "an incredible experience for serious wildlife people", and feel that recruitment of a small number of volunteers should pose no problems. Because of the technical nature of their work, and the writing and other communications demanding a proficiency in French, the PCVs considered French training as the most important training required for someone who already had a strong biology and/or wildlife background. Local language (Sango) was needed, they said, and neither felt that he had been adequately trained in that area.

In-service training, such as the conference held in Niamey in 1977, with a lot of preparation and participation by the Smithsonian group, was very valuable according to the volunteer who had attended the conference.

Project Support and Supervision: The volunteers said they had received no material support, but that supervision was good, from the host country government. Material support from the Peace Corps was in the form of motorcycles, which they said were old and in very poor condition; PC/CAE supervision was deemed good.

Third-party support came from the African Wildlife Leadership Foundation (trucks, spare parts and gasoline); the Smithsonian Institution (technical materials); and FAC (beginning in 1978, consisting mainly of gasoline and vehicle repair services). The volunteers had purchased some small materials (binoculars, compasses, etc.) themselves. They felt that third-party supervision was adequate.

Project Participation and Control: Because the park regions are very sparsely populated and project work is quite technical and demands extensive camping and travel in isolated areas, the volunteers generally work alone. A couple of game guards, a few trackers, laborers, and mechanics participate, but not on a regular basis, and the volunteers maintain contact with the French park workers.

The volunteers do not displace qualified host country people, nor have they been assigned counterparts. At one time selected Central Africans were sent to be trained in park management in Garoua, Cameroon, but the volunteers said that no one had received such training for about two years.

Control of the project rests primarily with the volunteers, who coordinate with and report to the Secretary of the Division of Waters and Forests of the Ministry of Agriculture and the FAC coordinator.

Project Accomplishments and Benefits: (See Project Goals and Objectives) All involved parties felt that the project's major contribution has been and will be the reports outlining the results of their research and detailing recommendations for the management and protection of the parks and their wildlife. A valuable by-product of the volunteers' work has been its role in building PC/CAE's image and reputation, in establishing a good working relationship with the Ministry of Agriculture, and in re-establishing a collaboration with FAC.

Concrete results of such a project are a long time in the coming. The research should pay off, however, in lasting contributions to animal protection, improved land usage, food production, park management and infrastructure, and social and economic development in the park regions.

Future/Potential: PC/CAE has stated its intention to maintain the project at a level of no more than three volunteers through 1982, and to pursue appropriate programming opportunities in this area as they might arise or occur as off-shoots of this project.

SECTION IV

ISSUES AND RECOMMENDATIONS

This section consists of the evaluated summaries of key questions, issues, conclusions and recommendations regarding the Peace Corps program in the Central African Empire. Those which are discussed in more detail in the relevant section(s) of this report are not treated in depth herein.

1. Issue: The evaluation itself.

Questions/Discussions: Why conduct an evaluation which requires extensive travel up country at the end of the rainy season, when the already difficult roads are at their worst/most hazardous? Why conduct it at the end of the country's school vacations and the PC/CAE's summer training program, when few volunteers are at their sites, when many are brand-new at their jobs, and when staff and vehicles are already overworked? Why conduct it when the Peace Corps staff members are due to be absent (the staff nurse, the Associate Director (APCD), and the Country Director were variously scheduled to be out of the country at some point during the evaluation period)? Why conduct an evaluation of a country program which had been the subject of the same type of evaluation only two years earlier, and which had recently been visited by several PC/Washington staff members, including: the Director of Peace Corps, the Director of the Africa Region, the Region's Training Officer, and the Country Desk Officer? If a major reason for conducting such an evaluation is to provide facts about the program to the U.S. Congress, then why not include a congressional representative on the evaluation team, or at least, in the evaluation activities?

Evaluators' Response and Recommendations: All of the questions regarding the timing of the evaluation are valid: Our trips up-country were far more uncomfortable and expensive than they would have been during drier months; the summer trainees were just finishing training when we arrived (in some cases, we delivered the new volunteers and/or their effects to their sites), several "old" volunteers were on vacation and/or just returning to their sites following vacation, training and/or secondary activities in other areas; vehicles and staff energies were at a premium: although the APCD's scheduled trip did not materialize, neither the nurse nor the PCD were in the country when the evaluation was completed; the staff, volunteers, and Central Africans reported feeling somewhat bombarded by all the attention/visits paid by Washington people in just a few months' time; and the Peace Corps people reacted somewhat puzzled about "another evaluation so soon".

We, therefore, feel that in the future, the Peace Corps and OPP/E should pay closer attention to such considerations, and, whenever possible, schedule evaluation in a more rational fashion.

OPP/E received word that a State Department cable had been received from the U.S. Embassy in the CAE in which it was suggested that a congressional representative participate in the (proposed) evaluation. It was not clear, however, that the PCD was aware of or in agreement with the suggestion, as turned out to be the case. OPP/E did not pursue the idea beyond the Director of the Africa Region's preliminary rejection of it. To our knowledge, there has never been a joint Congressional-ACTION/the Peace Corps venture of this type.

However, we feel that such ideas should be pursued by OPP/E and the Peace Corps; that the Congress should be approached as/if any such evaluations of programs in which the Congress has show particular interest are scheduled in the future; and that, as appropriate, creative or "different" approaches to evaluations should be considered and tried.

2. Issue: PC/CAE involvement in education programs.

Discussion: Refer to Project Assessments, Skills/Knowledge Sector, CAE English and Math Projects (Section III, pp. 33-35)

Evaluators' Conclusions and Recommendations: The answer to the question of whether PC/CAE could withdraw its participation in the education sector is, of course, yes. This could be done as planned, and with some grace, over a period of five to six years from classroom teaching in the first cycle of secondary schools. Withdrawal from the second cycle of secondary schools and from teacher training--with any grace at all--could take twice as long.

As reported in the Skills/Knowledge section of this report and based on the evaluators' observations and discussions in the CAE, PC/CAE's involvement in the education sector is valid and of benefit to more Central Africans in a more profound and varied manner than either the project titles or cursory examinations would reveal. Therefore, we conclude that, whether or not PC/CAE could withdraw from education programs, it should not.

Given that conclusion, the questions become more difficult. For instance, does this stance jeopardize the evaluators' (and perhaps PC/CAE's) credibility and dealings with ACTION/PC, in view of the agency's stated position against continued Peace Corps involvement in formal--particularly English--education programs? Regardless of that (potential) controversy, the question is how to proceed. Our recommendations are given in the Project Assessment (Section III, pp. 33-35).

3. Issue: The level of female representation and participation in Peace Corps/CAE projects.

Discussion: Although awareness of the problem is probably at an all-time high, and the PC/CAE is attempting to address it, the fact

remains that pitifully few Central African women participate in and/or directly benefit from Peace Corps projects in the country.

The reasons given for the existence of this situation are all those commonly heard: the country's cultures and traditions bar women from certain privileges and activities; women have been neglected by past educational and developmental programs, and thus must catch up; women are inaccessible because of cultural, sexual, and language barriers; etc.

Evaluators' Conclusions and Recommendations: PC/CAE is to be lauded for the attention paid and progress made in this area. It is in a position to do even more, particularly in the following current project areas: Inland Fisheries Extension; Rural Village Health; ACADOP Rural Development; and Accelerated Rural Learning/Community Development. Much could be done via volunteers' secondary activities and the education projects, as well. PC/CAE should actively pursue projects in areas such as those proposed by the Secretary of State of Social Affairs (social centers, women's training and animation projects, day care/pre-school services, etc.

Volunteers who will have the opportunity to work with women in rural and/or traditional settings should be able to speak with them. In other words, training in French and Sango may not be sufficient. If women in the target area speak only Baya, volunteers should be taught Baya. If this is impossible, the PCVs should at least be taught how to learn a language and be encouraged to do so on their own.

PC/CAE's training and permanent staffs should insist that the volunteers set a precedent for the meaningful participation of Central African women in their activities, and should provide the training and guidance necessary to achieve that goal.

4. Issue: Host country government support for PC/CAE projects.

Discussion: As this subject surfaces in each section of this report, suffice it here to say that host country material support is lacking, or at best minimal, for each Peace Corps project in the country.

Evaluators' Conclusions and Recommendations: Given the political situation, the lack and misuse of available funds and resources, and the overwhelming needs in all sectors and areas in the country, this situation is not likely to change in the near future. We have reached this conclusion in spite of our belief that most national and local officials were sincere in their expressed desires to improve, and meet project agreements for support to Peace Corps projects.

PC/CAE has reacted to this reality by very reasonably not programming projects which rely on government support for their success and survival, and/or by modifying projects and seeking support from other sources.

This is not to say, however, that PC/CAE should abandon all hope and efforts to elicit government support for projects. To the contrary, we recommend--particularly in cases where the government has agreed and blatantly failed to provide project support--that PC/CAE be constant and firm in reminding and persuading the government to meet its project commitments and responsibilities

PC/CAE's strong reputation and the waning interest on the part of other donors in terms of providing development assistance to the CAE put PC/CAE in a relatively good bargaining position at this point. Any improvement in the situation, however small, would undoubtedly boost volunteer morale.

5. Issue: PC/CAE's staff, vehicle, and budget levels.

Discussion: Current staff, vehicle, and budget levels render PC/CAE incapable of meeting its tasks and prevent it from operating at its potential.

Evaluators' Conclusions and Recommendations:

- The APCD slot (left vacant in January) should be filled immediately, and PC/CAE should be allowed to at least share the services of a health programmer with another country.
- PC/CAE should be allocated another four-wheel drive vehicle for up-country use.
- Every effort should be made to respond to PC/CAE's unique budget needs. These needs are unique due to such factors as the extremely high cost of living in the country; a constant and debilitating problem of theft in the country; the country's harsh living conditions and poor roads; and the fact that Peace Corps support (materials such as refrigerators and project-related transportation--bikes and motorbikes), commonly provided to PCVs in other countries, is lacking (or in disrepair, or was stolen...) in the CAE.

6. Miscellaneous Comments and Recommendations:

- PC/CAE should designate a volunteer (living in Bangui) as ICE representative, to coordinate the collection and exchange of relevant materials and information with the ICE division of the Office of Programming and Training Coordination.
- There should be a regional conference for Peace Corps Administrative Officers, to clarify changes in Administration and Finance policies, guidelines, and papers, and to allow an opportunity to share and work out common problems and solutions. (The last such conference reportedly was held in early 1976, and was deemed extremely valuable by participants.)

-A second medical officer should be assigned to share the travel and other duties currently performed by the one Peace Corps doctor in the area. The PCMO was based in Chad at the time of our visit, and was responsible for volunteers in Chad, the CAE, Cameroon, and Gabon (and was/is to be assigned Congo-Brazzaville as well?). Although the volunteers in most of these countries have access to local facilities and doctors and/or at least part-time Peace Corps staff nurses, this seems a bit much for one doctor to handle.

APPENDIX A

EVALUATORS' IN-COUNTRY ITINERARIES

Arlene Mitchell

Oct. 8: Arrived in Bangui,
visited training site at Mbaiki

Oct. 9-13: Bangui

Oct. 14-22: Travelled overland
to volunteer sites*: Bangui-
Sibut-Bambari-Kongbo-Bangassou-
(kembe)-Kongbo-Mobaye-Kongbo-
Bambari-Grimari-Sibut-Bangui

Oct. 22-23: Bangui

Oct. 24: (Flew) Bangui-Berberati

Oct. 24-26: Berberati

Oct. 27: (Flew) Berberati-Bangui

Oct. 27-30: Bangui

Oct. 30 - Nov. 7: Travelled
overland Bangui-Bouca-Botangafo-
Kabo-Bossangoa-(Bokine)-(Nana-
Bokassa)-Boguila-Paoua-Bozoum-
(Yaloke/Bossembele)-Bangui

Nov. 8-13: Bangui

Nov. 14: Left for Chad

Leonard Jeffries

Oct. 13: Arrived in Bangui

Oct. 13-15: Bangui

Oct. 16-23: Travelled overland
to volunteer sites*: Bangui-
Baoro-Bouar-Bocaranga-Paoua-
Bozoum-Bossangoa-Bossembele-
Bangui

Oct. 24-27: Travelled overland
Bangui-Mbaiki-Boda-Boganangone-
Mbaiki-Bangui

Oct. 27-30: Bangui

Oct. 31: Left for U.S.

* -Parentheses indicate those sites where no volunteer was present at the time the evaluator passed. The PCVs from those sites were interviewed elsewhere (Bangui or Bossangoa).

-Underlined sites are those where the evaluator stayed at least overnight, if not otherwise indicated.

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MEETINGS AND INTERVIEWS

Arlene Mitchell

Oct. 8 - Nov. 14, 1978

SECTOR: SKILLS/KNOWLEDGE

- Minister of Education
- Director General for National Teaching (L'Enseignement National)
- Miscellaneous school directors, school personnel/ teachers, students, missionary teachers
- 24 PCVs

SECTOR: FOOD AND WATER

- Director General for Waters and Forests
- Director of Fisheries
- Secretary General for Public Works
- USAID Program Implementation Manager
- Miscellaneous counterparts, agents, fish farmers
- 12 PCVs

SECTOR: HEALTH AND NUTRITION

- USAID Project Director, Ministry Coordinator
- Miscellaneous counterparts, agents, missionaries, hospital director and health service personnel
- 13 PCVs

SECTOR: ECONOMIC DEVELOPMENT AND COMMUNITY SERVICES

- Secretary of State for Social Affairs
- Director of Community Development Services
- UNICEF Coordinator for Community Development
- UN Coordinator for School Construction Project
- ACADOP expatriate experts (2)
- AGRAR-UND-HYDROTECHNIK GMBH (W. German consulting firm) consultants to ACADOP project(3)
- Miscellaneous (very limited number of) workers and agents
- 3 PCVs (and social acquaintance, informal talks with 6 School Construction PCVs)

SECTOR: ENERGY AND CONSERVATION

- Director General for Waters and Forests
- 2 PCVs

OTHER

- Minister of Plan (twice)
- Mayor of Bangui (twice)
- UN Country Rep
- US Ambassador
- DCM, US Embassy
- Peace Corps staff
- Miscellaneous Prefets, Sous-Prefets, local government officials, missionaries, private parties, RPCVs

INTERVIEW SUMMARY

Leonard Jeffries

Oct. 13-31, 1978

PEACE CORPS OFFICIALS/STAFF - CAE

Director
Assoc. Director/Agr. Rural Development
Assoc. Director/Administration
Medical Officer
Asst. Secretary
Driver

PEACE CORPS VOLUNTEER LEADERS - CAE

PCVL/TEFL
PCVL/Fisheries

PEACE CORPS VOLUNTEERS - CAE

PCVs (30) Current

PEACE CORPS VOLUNTEERS (EX) - CAE

PCVs (5) Terminated

HOST COUNTRY OFFICIALS

National Ministry Level (4)
Regional Prefectoral Level - Sous-Prefet (5)
National Administration School (4)
National Agricultural Technology University (6)

HOST COUNTRY PROJECT PERSONNEL - FARMERS

Fisheries

Farmers

Bouar (2)	
Bocaranga (5)	(7)
Bozoum (5)	(4)
Bossebele (3)	
Boda (3)	(12)
M'Baiki (3)	(5)
Boganangone (2)	(4)

Construction (Schools-Veterinary)

Baoro (3)
M'Baiki (3)

TEFL

Bangui (7)
Bouar (4)

THIRD PARTY OFFICIALS - PERSONNEL

U.S. Embassy - (3)

United Nations (3)

Germany (2)

Belgium (1)

Synopsis of
CENTRAL AFRICAN EMPIRE COUNTRY PROGRAM EVALUATION

Bangui, Central African Empire

Arlene Mitchell, Evaluator

November 13, 1978

My reception in the CAE leaves me with the impression that the Peace Corps means something special here. Everyone, i.e. Peace Corps staff members, the volunteers, third-parties, missionaries, and Central Africans at all levels treated me with extraordinary respect and openness.

My initial feeling of receptivity was carried throughout discussions in all parts of the country. I received the same responses from ministers to fish farmers to school students: "Peace Corps Volunteers are serious and hard-working... They live, work with, and care about the common people (us)... They are willing to put up with hardships and discomfort, to earn little money and deal with daily frustrations to help us to learn to do more with the little that we have..." etc. These remarks almost sound too favorable to be believed. Interspersed with the praise, however, came the occasional criticisms which lend credibility in view of the whole: "A certain volunteer in this town last year had an awful temper... There was a real scandal in Berberati regarding the volunteers' houses and water supply... Too many Peace Corps Volunteers leave before their contracts expire..."

At any rate, it is clear that the Peace Corps enjoys a very favorable reputation at all levels in the CAE. Therefore, my pursuit of the answers to the specific evaluation issues set forth for our assignment in this country was greatly facilitated.

The questions require detailed responses; however, at this moment I will address the questions with cursory conclusions:

1. WHAT ARE VOLUNTEERS DOING IN RURAL AREAS? WHAT IS THEIR ROLE IN THE RURAL INFRASTRUCTURE AND ITS DEVELOPMENT?

The volunteers working in the fishery, health, community development, and education projects seem to be better integrated into the overall rural infrastructure; but all volunteers here are contributing to its development to some extent. There is no Peace Corps project in the country which does not or will not contribute in some way to the development of a better infrastructure.

2. ARE PEOPLE BETTER OFF BECAUSE OF THE PEACE CORPS' FISHERY AND HEALTH PROJECTS?

One cannot ignore the concrete and direct benefits of the fish project to poverty-level, rural people throughout the country. As for the health project, such benefits are harder to see at this point in the project's implementation. In two or three villages, however, direct benefits to the people via

the action of health volunteers are visible, and I am convinced that those villages are examples of what is to come in the other health posts. The health project was beset by many difficulties, as new projects are wont to be. However, most of these problems have been or are being resolved in a positive manner, leading to the conclusion that more concrete benefits will result.

3. WHAT IS THE POTENTIAL FOR PHASING OUT OF EDUCATION?
WHAT OTHER PROJECTS SHOULD THE PEACE CORPS GO INTO?

The potential for phasing out of the current education projects is very good, particularly vis-a-vis the TEFL project. Although, my feeling concerning the current plan to phase out the teaching of English in six years, and to be involved in teacher training only, is that this may be somewhat hurried, unrealistic, or optimistic, depending on one's point of view. The country desperately wants math teachers, and is in dire need of an improved math curriculum, i.e. more relevant and practical, while still providing adequate preparation for those who need to meet requirements for continuing studies. Given the dichotomy of the shortage of PCV candidates capable of teaching math in French and in the face of severe need, I feel that a hard decision must be made. We should either tackle the problem seriously and provide a larger number of skill-trained volunteers to work more closely with the Ministry of Education to develop an improved program, or we should pull out of the program entirely and make no further commitment to the government.

The issue of phasing out of education poses an interesting dilemma: although PC/CAE has plans to phase out the current education projects (TEFL and math), one interesting potential new project is emerging in the educational sector. The CAE is experimenting with "Ecoles de la Promotion Collective", wherein the objective is to provide practical training and literacy on the local level, i.e. agriculture, crafts, trades, and community spirit shall be emphasized, rather than the training of students to become government employees ("fonctionnaires"). Due to the fact that the principle behind these schools relies solely on local talent, PCV involvement is undesirable. The schools are floundering at this point. Several observers have indicated that PCVs might provide the "boost", "spirit", or "catalyst" necessary at this stage to make the experiment work. Such an assignment might be described as community action, rather than as a traditional education project.

Other potential project areas, beginning with the most likely to be realized, are: 1) "ACADOP" health, similar to the current health project, but in the Ouaham-Pende area (pop. c. 75,000) and funded by the West German equivalent of USAID; 2) A chicken and small animal raising project; 3) A goiter control project; and, possibly, 4) A project or projects through the Ministry of Social Affairs, involving the pre-school, social center, and/or maternal/child health services, which are often provided through one facility in a village. Agriculture is another potential Peace

Corps project area, but no one is quite certain yet, as to how or where PCVs could be involved.

4. WHAT IS THE EFFECT OF THE CAE'S POLITICAL SYSTEM ON DEVELOPMENT PROGRAMS, ESPECIALLY ON THE PEACE CORPS?

This is a delicate issue, which I shall treat in further depth upon my return to the U.S., but my impressions, in a nutshell, are: 1) That the Peace Corps operations in the CAE are as far removed from the politics of this country as those of such an organization operating here could be; and 2) That the only outstanding effect that the political system has on the Peace Corps program presently is a lack of monetary and material support available to the Peace Corps projects. In the latter respect, however, I must remark that the CAE government support, as limited as it is, is not so far below that of some other countries with which I am familiar, but which enjoy better reputations/relations with our government.

There is no doubt that other development programs are limited and/or negatively affected by the political system of the CAE. The U.S. is not the only government at odds with the CAE, and it shows.

So, in summary, PC/CAE is in a difficult situation. On the one hand, the Peace Corps program is basically a strong one which benefits the country's poor and shows real potential for contributing to an even larger segment of the needy population while maintaining an extremely limited involvement with the country's political system. On the other hand, both current and potential Peace Corps activities in the country are threatened by the lack of support, not only from the government of the CAE, but primarily because of the country's politics and from other sources of support as well. The Peace Corps Volunteers and staff members are actively seeking enough resources to at least assure continued operations, and I fully support their efforts and any efforts in their behalf.