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**AN EVALUATION  
of the  
VOLUNTEERS IN OVERSEAS COOPERATIVE ASSISTANCE  
FARMER TO FARMER PROGRAM**

**Final Report**

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## EXECUTIVE SUMMARY

An evaluation was conducted in July and August 1988 of the Farmer to Farmer Program implemented by Volunteers in Overseas Cooperative Assistance (VOCA). The evaluation was requested by the grantor -- the Agency for International Development/Bureau for Food for Peace and Voluntary Assistance (AID). The overall purpose of the evaluation was to assess the capability and effectiveness of VOCA as the administrator and executor of the program and to determine the impact of the technical services provided on the intended host organizations and farmers.

The Farmer to Farmer Program is one of the two core programs implemented by VOCA. The goal of the program is to improve farm income and quality of life in rural areas. Short-term technical assistance furnished by U.S. volunteers to farmer organizations and farmers is the venue for achieving the goal. The program was authorized in Section 406 of the Agricultural Trade Development Assistance Act of 1954, but was not initiated until 1985 when a pilot program was authorized. VOCA was selected by AID to implement the pilot program with a \$400,000 grant. A mandate contained in Section 1105 of the Farm Bill (PL 480, 99, 198) signed December 23, 1985, authorized allocation of not less than one-tenth of one percent of the funds available for fiscal years 1986 and 1987 to the Farmer to Farmer Program. VOCA was then granted \$1,747,000 to conduct the program from September 23, 1986 through February 22, 1988. On August 24, 1987 an amendment to the agreement increased the grant to \$3,015,371 and extended the expiration date to February 22, 1989. VOCA's Farmer to Farmer Programs supports similar programs operated by six subgrantee institutions -- these programs were also evaluated. A total of \$1,367,751 or 45% of the grant has been allocated to subgrantees.

A total of 201 Farmer to Farmer Program volunteers have been placed by VOCA (96 volunteers) and five subgrantees (105 volunteers) in 22 developing countries through June 30, 1988. The total cost of the placements was \$2,025,471 for an all-organizations average of \$10,079 per volunteer assignment.

The overall results of the evaluation were very positive. A high degree of success/effectiveness (about 80% of ideal) was accomplished in the implementation of the 33 individual assignments studied. VOCA's staff and volunteers are commended for an exceptional performance despite the serious operational constraints prevailing in the developing countries studied. This evaluation does not dwell on the recognized success of the program; rather, the recommendations presented in this report, although extensive, are aimed at key processes or procedures that require some modification. Implementation of the recommended measures will strengthen the overall long-term success of the Farmer to Farmer Program.

The methodology utilized in the evaluation included (1) information, files and records review; (2) site visits to Bolivia, Côte d'Ivoire and the Philippines; (3) surveys of over 160 volunteers, host organizations and farmers; and (4) interviews with more than 150 persons associated with the program. The conclusions drawn from VOCA's evaluation and the ensuing recommendations are summarized below under three broad terms of reference -- operational processes, cost-effectiveness, impact and funding and programming.

### Operational Processes

- VOCA has successfully administered the overall Farmer to Farmer Program since its initiation in 1985. The basic program goals have been achieved and substantial progress has been made towards institutionalizing the program within VOCA's framework.
- Operational activities such as fund management/control and reporting to AID appeared to meet the contractual stipulations.
- Maintenance of files and program records needs substantial improvements. Too often, project files lacked essential information relative to the volunteers, the assignments and the host organizations. Although a filing system is being developed, it is recommended that an input in information systems (a volunteer) be hired to: (1) determine institutional and individual staff information needs; and (2) develop a readily available information system including central files and computerized databases.
- The relatively low rate of project failures indicates a high degree of success in identification of viable host organizations and projects by VOCA's staff. To further reduce the risk-of-failure factor and expand the program's clientele it is proposed that: (1) a stricter criteria for selection of host organizations be developed; (2) project identification efforts concentrate on strong, well administered host organizations; (3) consideration be given to clients such as U.S.-based and indigenous private and voluntary organizations (PVOs), agricultural development firms, land grant universities and other agricultural development organizations; and (4) a program marketing effort be implemented to increase VOCA's visibility.
- Recruitment and placement of volunteers is an administrative process that has been managed adequately by VOCA's staff. A pool of high quality, repeat volunteers is available for future assignments (40% of all placements were repeat-volunteers). As the program expands and extends to other areas of expertise, the need for a larger pool of volunteers and computerized volunteer search systems will become necessary. VOCA's volunteer recruiters have done quite well in matching the volunteer's skills to the needs of the project. However, attention to detail is important as 10% to 12% of volunteers and hosts queried indicated that the match was weak or marginal. Well-defined scopes of work and increased communications between VOCA and hosts and VOCA and volunteers are recommended.

- The process of briefing and debriefing volunteers needs to be reexamined and restructured. About 40% of the host officials rated the orientation of the volunteer as weak or very weak. Many hosts also reported to the evaluator the need for improving the volunteers' knowledge of local agriculture, customs, culture, protocol and other conditions. It is imperative that information packets be prepared and other means used to inform volunteers about the host country in order to change the existing perception of poorly prepared volunteers. Debriefing processes also need to be restructured to increase effectiveness, gather and record useful information and evaluate the assignment.

### Cost Effectiveness

- The short-term assistance provided by VOCA is, for the most part, of high quality and is cost effective. AID funds are used to cover all costs directly related to the volunteer assignment in addition to all direct and indirect institutional costs. The professional services are contributed to the program by the volunteers.
- The cost of VOCA's technical assistance has been from 40% to 50% less expensive than that provided by international technical services firms.
- VOCA's administrative cost per volunteer-day will be reduced as the number of volunteer placements increase each year and the program is managed more efficiently. Volunteer costs can be reduced by requesting host organizations using several volunteers to share local costs (e.g., food and lodging) of second, third or fourth volunteer.

### Impact

- The overall impact of the Farmer to Farmer Program on host organizations, farmers and other collaborators has been positive.
- The recipients of the program's technical assistance have been host farmer organizations and local farmers. About one-half of the assignments reviewed (16 of 33) were related to livestock, poultry and beekeeping; one-fourth to crop production and farm machinery; and the remaining one-fourth cooperative development/marketing. The total number of host country farmers assisted by the 96 assignments completed through June 30, 1988 is calculated to be about 3,000.
- The monetary impact of the program on beneficiary organizations and farms could not be quantified adequately. Few volunteers, host officials and farmers responded to inquiries on this matter. Nonetheless, most respondents felt that there was a positive monetary impact involved -- up to 30% increase on farmers' income. Few indicated increases in income greater than 75%.
- Nonmonetary positive impacts on the environment, farmer well-being, work ethics, understanding of American culture and overall friendships were common.

- Gender of the volunteer appears to be a factor on the degree of impact on the target population.
- The overall level or degree of effectiveness of 33 assignments completed in Bolivia, Côte d'Ivoire and the Philippines approached 7.5 on a scale of 1 to 10 (10 being highest). Weak host organizations, poorly defined scopes of work, lack of on-site logistical support and inadequate communications were among factors responsible for lowering the impact.

### **Funding and Programming**

- Funding of the Farmer to Farmer Program has been provided for relatively short periods of time (three appropriations in three years). This has created a sense of institutional insecurity and has prevented the staff from establishing long-term relationships with client organizations and farmers. In view of the substantial positive impact of the program on the beneficiaries, it is proposed that AID considers funding VOCA's Farmer to Farmer Program for a period of five years beginning February/March 1989.
- Future programming and level of effort will depend on availability of funds from AID. Potential increases for future volunteer placements range between 50% and 100% of current levels of 40 to 50 volunteers per year. This increase would be accomplished with existing staff, but with substantial increases in program marketing activities.

Farmer to Farmer Programs have been instituted within the frameworks of six other organizations through subgrants provided by VOCA. These organizations (subgrantees) are:

World Christian Relief Fund (WCRF), McCrory, AR

The Florida Association of Voluntary Agencies for Caribbean Basin (FAVA/CA), Tallahassee, FL

Bureau of Applied Research in Anthropology/University of Arizona (BARA), Tucson, AZ

Agricultural Cooperative Development International (ACDI), Washington, D.C.

Land O' Lakes (LOL), Minneapolis, MN

Peace Corps, Washington, D.C.

Peace Corps is not a subgrantee of VOCA but a direct grantee of AID. Land O'Lakes was not included in the evaluation because its Farmer to Farmer Program was to be discontinued. The conclusions drawn from the evaluation of the subgrantees and Peace Corps Farmer to Farmer Programs are summarized below under three broad categories -- operational procedures, cost effectiveness, and future funding and programming.

## Operational Procedures

- Most subgrantees were successful in establishing and operating a farmer to farmer program; however, most experienced a slow start-up phase that delayed achieving volunteer placement goals. Peace Corps encountered serious difficulties during the start-up phase and first year operation, which resulted in completion of 12% of the proposed assignments.
- Management and control of Farmer to Farmer Program funds varied considerably from one organization to the other. Generally, the larger organizations (PC, BARA, ACDI) have accounting departments that process and report directly to AID on financial matters. The smaller subgrantees (FAVA/CA and WERF) have modest accounting facilities. Expenditures were reported quarterly to VOCA by all subgrantees. No specific problems related to disbursements and/or advances of funds were reported to the evaluator; nonetheless, it is recommended that VOCA's Financial Officer conducts an inspection of subgrantees Farmer to Farmer Program's accounting systems to ensure compliance with AID regulations.
- Considerable variability was found in files and records kept by subgrantees. When judged individually, each organization kept only minimum records/files necessary to meet their own perceived needs. Quarterly reports to VOCA were, for the most part, too simplified to transfer valuable information/experiences to the grantor. Modifications in the progress reports format are proposed.
- All subgrantees (except WCRF) experienced some degree of difficulty in identifying viable projects and recruiting volunteers that fitted well within the definition of the farmer to farmer concept. Early deficiencies in the process are being corrected. All subgrantees need to expand their clientele while focusing on key areas of specialty.

## Cost Effectiveness

- Like VOCA, the subgrantees use subgrant funds to cover all costs directly related to the volunteer assignment in addition to institutional direct and indirect costs. WCRF bills no indirect/administrative costs to the program. Volunteer costs of Peace Corps assignments are covered directly by VOCA. In all cases, the professional services are contributed by the volunteer.
- The volunteer cost per volunteer-day for all subgrantees and VOCA varied between \$41 and \$142, while the administrative cost varied between \$149 and \$355 per volunteer day. VOCA administrators are urged to reexamine the administrative costs of those subgrantees with higher costs and propose actions to lower them to levels of the majority of subgrantees.

- The cost per volunteer assignment for VOCA and subgrantees varied between \$1,181 and \$23,640.
- The total cost per volunteer-day was in all cases lower than the cost estimated for agricultural development firms. Thus, the subgrantee Farmer to Farmer Program is cost effective and in many instances more cost effective than VOCA.

#### **Future Funding and Programming**

- VOCA should continue to support all participating subgrantees -- ACDI, BARA, FAVA/CA and WCRF -- until the current subgrant allocations are exhausted (December 31, 1988).
- Consideration should be given to funding BARA, FAVA/CA and WCRF's Farmer to Farmer Programs on a long-term basis -- three to five years -- with an initial financial commitment of two years. A collaborative relationship should be established with ACDI for joint development and implementation of a VOCA Farmer to Farmer Program in the Philippines.
- AID/PVC should approve the continuation of Peace Corps' Farmer to Farmer Program for a second year with no additional funding and a reduction of total volunteer placements from 100 to 50.
- Communications between VOCA and subgrantees (and vice-versa) need to be improved. A retreat should be held in the not too distant future with all subgrantees, Peace Corps, AID/PVC and VOCA to discuss issues of importance such as: (1) VOCA's management, direction and philosophy; (2) future funding of VOCA and subgrantees; (3) farmer to farmer program definition; (4) program coordination between VOCA and subgrantees; (5) target regions and countries; (6) target populations to be assisted; and (7) many others. Yearly meetings should be held for all subgrantees, Peace Corps, AID/PVA and VOCA.
- VOCA should assign its Regional Representatives as liaison officers to interact, monitor and coordinate activities between VOCA and each subgrantee.

## INTRODUCTION

This document presents the results of an evaluation of the Farmer to Farmer Program (FTF Program) implemented by Volunteers in Overseas Cooperative Assistance (VOCA). The evaluation was conducted over the period of June 26 through September 2, 1988, simultaneously with an evaluation of VOCA's Cooperative Volunteer Program. Reference is made to the latter program's evaluation report for discussion of VOCA's overall administrative, programmatic and financial management issues not covered in this report.

The information in this report is presented in two parts -- Sections A and B. Section A presents the results of VOCA's FTF Program evaluation, while Section B deals with the evaluation of the farmer to farmer programs of subgrantees and Peace Corps. Each section includes subsections on terms of reference, methodology, results and analyses, cost effectiveness and recommendations.

### The Institution

Volunteers in Overseas Cooperative Assistance (VOCA) is a private, nonprofit organization founded in 1970 as part of the foreign assistance program of the United States. The organization specializes in the provision of short-term technical assistance to cooperatives, government agencies and farm commodity organizations in developing countries. VOCA conducts two basic programs -- the Cooperative Volunteer Program and the Farmer to Farmer Program. The Cooperative Volunteer Program has been under implementation since 1970. It involves the provision of short-term technical assistance and/or transfer of technology to cooperatives in developing countries. The Farmer to Farmer Program, initiated in 1985, provides short-term technical expertise and/or assistance to farmers and/or farmer organizations in developing countries.

Both programs are based on the use of expert volunteers to furnish technical assistance to host country cooperatives and/or farmer groups, associations or organizations. Core funding, primarily from USAID, covers volunteers' expenses and VOCA's administrative costs. Host organizations contribute local transportation, translation services, and various in-kind contributions. The Cooperative Volunteer Program charges the institutions assisted a fee, which in many cases is either reduced or waived.

Management of VOCA's two programs is carried out presently by a staff of eleven persons including: president, vice president, program coordinator, assistant program coordinator, director of finance and administration, finance and administrative officer, four regional representatives, and executive secretary. Staff salaries are billed to the programs on the basis of actual time devoted to each program. Direct

costs are also billed to each program, while indirect costs are split on a predetermined percentage between the two programs. VOCA does not have at the present time an established overhead rate to bill to each program.

### The Farmer to Farmer Program

The Farmer to Farmer Program was authorized in Section 406 of the Agricultural Trade Development and Assistance Act of 1954. The program, however, was not initiated until 1985 when a pilot program was authorized. In mid-1985, AID selected VOCA to implement the \$400,000 pilot program for a period of one year (July 1, 1985 to June 30, 1986). The program -- limited to Central America and the Caribbean -- was later extended through December 31, 1986 to complete the commitments made under the \$400,000 grant. Concurrently, the pilot program was expanded and extended in late 1985 through a mandate contained in Section 1105 of the Farm Bill (PL 480, 99-198) signed December 23, 1985. This Section states that "...not less than one-tenth of one percent of the funds available for each of the fiscal years ending September 30, 1986 and September 30, 1987 to carry out the Agricultural Trade Development and Assistance Act of 1954 (the Food for Peace Act, PL 480) shall be used to carry out paragraphs 1 and 2 of Section 406a of that Act." Hence, the legislated Farmer to Farmer Program was created.

As a result of this legislation, VOCA received a \$1,747,000 grant from AID to conduct the Farmer to Farmer Program from September 23, 1986 through February 22, 1988. The program was expanded to cover all AID-assisted countries in Latin America/Caribbean, Asia and Africa. Responsibility for administering the grant on AID's side was transferred from the Bureau for Private Enterprise to the Bureau for Food for Peace and Voluntary Assistance. Recently, AID's grant management responsibility was transferred to the Office of Private and Voluntary Cooperation within the Bureau for Food for Peace and Voluntary Assistance. On August 24, 1987 the Grant Agreement with AID was changed to a Cooperative Agreement and the funding increased by \$1,268,371 for a total grant of \$3,015,371. The agreement expiration date was extended through February 22, 1989. Amendment No. 2 (Cooperative Agreement No. PDC 0000-G-SS-6204-00) executed on June 24, 1988 revised the program's budget as follows:

Program costs	\$1,597,000
Subagreements	1,367,751
Evaluation	50,620
Total	<u>\$3,015,371</u>

### Goals and Objectives

According to VOCA's brochures, the goal of the Farmer to Farmer Program is to improve farm income and quality of life in rural areas. The venue

for reaching this goal is through provision of short-term technical and managerial assistance to farmers in developing countries by U.S. volunteer farmers. A secondary goal of the program is to develop friendships that might provide continuing contacts between American and host farmers.

The primary objectives of the program are to: (1) provide direct technical assistance in practical aspects of food production/distribution; (2) improve host country farmers' effectiveness of their farming operations; and (3) help in the establishment of people to people relationships. Secondary objectives of the program for US farmers are to: (1) learn about conditions affecting developing countries producers; (2) transfer appropriate technical knowledge to farmers and/or organizations; and (3) establish lasting friendships.

### **Progress to Date**

In the execution of the Farmer to Farmer Program, VOCA is responsible for all aspects of recruitment, training and processing of volunteer US farmers. The grant funds provided by AID to VOCA are to be used for: (1) covering direct costs involved in supporting the volunteer farmers; (2) payments to other organizations involved in administration of the program; and (3) coverage of other costs involved in the execution of the program.

The Farmer to Farmer Program allows and encourages the participation of other organizations in the program as subgrantees. Since 1987, five organizations and Peace Corps have conducted their own farmer to farmer programs under the auspices of VOCA. A total amount of \$1,367,751 has been allocated for this purpose. The evaluation results of the subgrantees and Peace Corps programs are presented in Section B of this report.

VOCA/FTF Program completed 96 volunteer assignments from late 1985 through June 30, 1988 (tables 1-4). The five subgrantees evaluated and Peace Corps completed 105 assignments also through June 30, 1988. Therefore, a grand total of 201 volunteers have been placed by the Farmer to Farmer Program in 22 countries around the world. The overall cost of the program thorough June 30, 1988 was \$2,025,471 (pilot program \$400,000 plus Cooperative Agreement \$1,625,471) or \$10,079 per volunteer assignment.

### **Previous Evaluations**

VOCA's Farmer to Farmer Program was evaluated in the fall of 1986 by Development Associates, Inc. The results of the evaluation were positive and the recommendation was made to continue the program. The evaluation reported in this document utilized modified versions of the surveys used in the fall of 1986 evaluation.

TABLE 1

Requests Received (R) and Completed (C) by Region  
1985-88 Summary

Region	1985 (a)		1986		1987		1988 (b)		Total	
	R	C	R	C	R	C	R	C	R	C
Latin Amer/Carib	25		46	30	51	33	20	13	142	76
Africa			4		32	6	26	5	62	11
Asia/Pacific/ Middle East			10		17	7	2	2	29	9
Total	25		60	30	100	46	48	20	233	96

(a) Includes last 5 months of 1985

(b) Includes first 6 months of 1988

TABLE 2

Requests Received (R) and Completed (C) in Latin America/Caribbean by Country  
1985-88 Summary

Region	1985 (a)		1986		1987		1988 (b)		Total	
	R	C	R	C	R	C	R	C	R	C
Antigua			1		1	1	1	1	3	2
Barbados	3			3	1		1	1	5	4
Belize	1			1	1			1	1	2
Bolivia	10		8	6	16	11	6	3	40	20
Costa Rica	5			5	3	2			8	7
Dominico	1			1	1				2	1
Dominican Republic					2	1		1	2	2
Ecuador			4	1	2	3	2	1	8	5
El Salvador							3		3	
Guatemala					1	1	2	1	4	2
Haiti					1	1			1	1
Honduras			21	7	11	4		3	32	14
Jamaica	3		2	1	2	1	2	1	9	3
Panama	3		3	3	2	1			8	4
St. Kotts			3		3	4			6	4
St. Vincent			4	2	3	3	3		10	5
Total	25		46	30	51	33	20	13	142	76

(a) Includes last 5 months of 1985

(b) Includes first 6 months of 1988

TABLE 3

Requests Received (R) and Completed (C) in Asia/Pacific/Middle East by Country  
1987-88 Summary

Country	1986		1987		1988 (a)		Total	
	R	C	R	C	R	C	R	C
Fiji	2						2	
India					1		1	
Indonesia			1	1			1	1
Jordan			3	1			3	1
Nepal			3				3	
N. Mariana Islands					1		1	
Philippines	2		9	5		2	11	7
Thailand	6		1				7	
Total	10		17	7	2	2	29	9

(a) Includes first 6 months of 1988

TABLE 4

Requests Received (R) and Completed (C) in Africa by Country  
1987-88 Summary

Country	1986		1987		1988 (a)		Total	
	R	C	R	C	R	C	R	C
Botswana			2	1			2	1
Burkina Faso			1				1	
Burundi					1		1	
Cote D'Ivoire			2	1	6	1	8	2
Gambia			6	1	1	1	7	2
Ghana			2				2	
Malawi			1				1	
Mauritania			3				3	
Mauritius			1				1	
Rwanda					1		1	
Senegal					11		11	
Sierra Leone	4		1		1		6	
Somalia			1		1		2	
Swaziland			2		1		3	
Uganda			2		2		4	
Zambia			4	3	1	1	5	4
Zimbabwe			3				3	
Total	4		32	6	26	5	62	11

(a) Includes first 6 months of 1988

## SECTION A

### VOCA'S FARMER TO FARMER PROGRAM EVALUATION

This section of the report focuses on the evaluation of VOCA's Farmer to Farmer Program (VOCA/FTF Program). Included are subsections on the terms of reference, methodology, results, analyses and recommendations, cost effectiveness, program's impact and recommendations. Section B of the report presents the results of the evaluation conducted on the program's subgrantees and Peace Corps.

#### Terms of Reference

VOCA and AID/Bureau for Food for Peace jointly developed the following terms of reference for the evaluation of VOCA's Farmer to Farmer Program.

- I. PREMISE: That the evaluation should focus on the achievement of the primary objective of the program, namely: direct positive impact on the business operations of recipient farmers.
- II. INPUTS: PL-480 funding and VOCA management and utilization of that funding to identify and develop viable technical assistance projects, recruit and field qualified volunteers to carry out the projects.
- III. OUTPUTS: The provision of expert technical advice to recipient farmers to achieve the primary objective of the program cited above.
- IV. INDICATORS: Indicators of success will include, but not necessarily be limited to, the following improvements that will have been introduced as a result of the program:
  - A. Enhanced recipient farmer income due to improved production practices, reflected in higher yields per unit of production;
  - B. Enhanced market position due to improved post-harvest handling, quality control and grading, packing, storage, and marketing. An enhanced position can be measured in improved market access and/or market prices, and include reduced post-harvest losses;
  - C. Reduced operating losses due to the introduction of measures to eliminate inefficient, incorrect or

unnecessary practices that in fact were increasing operating costs without technical justification;

- D. Reduced operating costs due to the introduction of improved services to farmers, including the timely availability of farm inputs, credit, marketing, and other services, at a reasonable, competitive cost;
- E. Expanded market presence in the value-added realm through the processing and marketing of agricultural products.

V. **METHODOLOGY:** It is proposed that a cursory review be made of the input and output components of the program, and that the primary focus of the evaluation be on the impact indicators. This does not mean that the efficient fielding of volunteers at reasonable cost is an area that should not receive attention. It does mean that VOCA and AID are primarily interested in the field impact of the volunteer placements.

A. **EVALUATION OF INPUT/OUTPUT MANAGEMENT**

Interviews with VOCA headquarters staff, visual review of VOCA files and records, and interviews with AID/W officials responsible for the oversight of the Farmer-to-Farmer Program would yield the desired information in the following areas:

1. Proper management and control of AID funds;
2. Proper submission of required progress reports to AID;
3. Maintenance of appropriate program and project files and records;
4. Identification and development of viable technical assistance projects;
5. Timely recruitment and placement of volunteers that match the technical requirements of the projects for which they are recruited;
6. Effective briefing and debriefing of volunteers.

B. **EVALUATION OF FIELD IMPACTS**

To reach conclusions on achievements relating to the impact indicators listed above, the evaluator(s) would gather information from the following sources:

1. Field interviews with officials, leaders and farmer/members of a representative sample of the cooperatives and producer associations that received volunteers during the last year. For

- coverage of the three major VOCA placement countries, these interviews could take place in Bolivia (13 projects), Ivory Coast (6 projects), and Honduras (7 projects). Other country mixes can be considered; the main goal should be to visit 25 to 30 project sites;
2. Field interviews with AID officials and others who had contact with the volunteers and/or their work;
  3. Telephone interviews with returned volunteers;
  4. Study and analysis of returned volunteers' written reports with recommendations that were submitted to the overseas requesting organizations;
  5. Review of any other evidence that would indicate positive achievements, e.g., repeat requests for VOCA assistance or the intent to do so, letters of thanks for assistance rendered, etc."

### **Methodology**

The methodology utilized in the evaluation encompasses the processes described in the terms of reference listed above. In the interest of obtaining objective information, extensive surveys were conducted although these were not included specifically in the terms of reference. The primary components of the evaluation -- information review, site visits, surveys and interviews -- are described below.

#### **Information Review**

This element included a comprehensive review of the contents of files kept by VOCA on: (1) each project request approved for Bolivia, Côte d'Ivoire and the Philippines; (2) country files for the three countries cited above; (3) project proposals, contracts and interim reports; and (4) miscellaneous written information made available to the evaluator.

#### **Site Visits**

Site visits were made to Bolivia (July 9 through 22, 1988), Côte d'Ivoire (July 31 through August 7, 1988) and the Philippines (August 10 through 17, 1988) to corroborate information contained in the files and to interview and survey host organization officials and farmers assisted. Site visits were also used to make visual assessments of physical environments, living conditions of farmers, improvements in farms and facilities/structure of host institutions/organizations. The three countries visited were specified in the terms of reference. It was assumed that the time proposed for each country would permit visits to most project sites as well as interaction with host organizations and beneficiary farmers.

## Surveys

Surveys were conducted in an effort to obtain objective information on various evaluation parameters. Volunteer US farmers, host organizations and beneficiary farmers were surveyed using three separate questionnaires (copies are included in appendix I). The volunteer US farmer questionnaires were mailed along with a return address, stamped envelope. All volunteers that completed assignments between November 1986 and June 1988 and one-half of the volunteers that completed assignments between November 1986 and the onset of the project in 1985 were sent questionnaires. Only host organizations and beneficiary farmers in Bolivia, Côte d'Ivoire and the Philippines were surveyed. Spanish, French or English questionnaires were hand-delivered to each organization with a request for the director or his/her designee to complete. Literate farmers in the three countries visited were given the questionnaires for them to fill out. Illiterate farmers or farmers not conversant in the questionnaires language were queried by translators.

The questionnaires utilized were slightly modified versions of those used in the evaluation of the Farmer to Farmer Program in the fall of 1986. After review of the 1986 questionnaires and consultation with one member of the previous evaluation team, this evaluator concluded that: (1) the 1986 questionnaires adequately measured the parameters in question with incorporation of minor alterations; (2) using the same questionnaires would provide a basis for time-lag comparisons; and (3) redesigning and testing all questionnaires would require too much time.

## Interviews

Interviews were a primary evaluation instrument. Considerable time was devoted to interview USAID officials, host organizations' representatives and beneficiary farmers in the three target countries (appendix III contains a list of contacts). The objectives of the interviews were to: (1) corroborate and/or clarify information given in the questionnaires; (2) determine the impact of the volunteer on the host country organizations and/or farmers; and (3) identify major problems or difficulties encountered during the volunteers' service. VOCA personnel and AID officials from the Bureau for Food for Peace and Voluntary Assistance/Office of Private and Voluntary Cooperation (FVA/PVC) associated with VOCA's programs were also interviewed.

## Results, Analyses and Recommendations

This subsection of the report presents the results, analyses and recommendations of the evaluation under each of the topics proposed in the terms of reference mentioned before. These topics include: (1) funds management/control; (2) progress reports; (3) files and

records; (4) viability of assisted projects; (5) recruitment/placement of volunteers; and (6) briefing/debriefing of volunteers.

It must be noted at this point that the overall results of the evaluation were very positive. A high degree of success/effectiveness (about 80% of ideal) was accomplished in the implementation of the 33 individual assignments studied. VOCA's staff and volunteers are commended for an exceptional performance despite the serious operational constraints prevailing in the developing countries studied. This evaluation does not dwell on the recognized success of the program; rather, the recommendations presented in this report, although extensive, are aimed at key processes or procedures that require some modification. Implementation of the recommended measures will strengthen the overall long-term success of the Farmer to Farmer Program.

### **Fund Management and Control**

The terms of the agreement between VOCA and AID require financial reporting in accordance to AID regulations and report submission to AID, Office of Financial Management, Program Accounting and Finance Division. This requirement has been met by VOCA. In addition, financial summaries are submitted quarterly to AID along with the Progress Reports. VOCA is audited yearly. The last Accountant's Report -- for the year ending December 31, 1987 -- by Paul Julin and Company (Certified Public Accountants) is dated April 28, 1988. A Report on Compliance, also dated April 28, 1988, by Paul Julin and Company states that VOCA complied with the material terms and conditions of the Federal award agreements.

### **Progress Reports**

According to the terms of the grant agreement, VOCA is responsible for submitting to AID quarterly program performance reports and a final report. The following reports have been submitted by VOCA:

June 5, 1987	First report - last quarter of 1986 submitted to AID/Bureau for Food for Peace and Voluntary Assistance
June 9, 1987	Second report - first quarter of 1987 submitted to AID/FFP/PCD
September 2, 1987	Third report - second quarter of 1987 submitted to AID/FFP/PCD
November 30, 1987	Fourth report - third quarter of 1987 submitted to AID/FVA/FFP/PCD
February 12, 1988	Fifth report - year-end report for CY 1987 submitted to AID/FVA/FFP/PCD
March 3, 1988	Sixth report - first yearly report for Legislated Farmer to Farmer Program submitted to AID/FVA/FFP/PCD

August 24, 1988      Seventh report - second quarter of 1988 (April 1-June 30) submitted to AID/FVA/PVC

Also, six reports were submitted between November 6, 1985 and November 30, 1987 on the Farmer to Farmer Pilot Program. Beginning 1987, quarterly and yearly reports have been submitted as stipulated in the Legislated Farmer to Farmer Program Grant Agreement. The above reports generally meet the requirements of the agreement.

## **Files and Records**

The terms of reference for the evaluation require an assessment of the "maintenance of appropriate program and project files and records." The evaluator inspected a variety of files and records made available by VOCA. Detailed reviews were made of the files kept for each of the 33 assignments completed in Bolivia, Côte d'Ivoire and the Philippines through June 30, 1988. Project evaluation files as well as country files were also inspected.

The above reviews/inspections revealed that aside from personal files kept by each staff member, institutional information and records can be grouped under four basic categories. These are: (1) project files; (2) country files; (3) volunteer files; and (4) administrative/accounting files. The latter files were not inspected; they contain personnel, administrative and financial records. The volunteer files contain information related to financial aspects of each volunteer such as money advances and expense reports. The country files are receptacles for all information accumulated on each country -- primarily correspondence, rejected requests for assistance and miscellaneous information. The project files were intended to contain all information related to each individual volunteer assignment (referred to as a project) such as : (1) application for assistance; (2) scope of work for volunteer; (3) volunteer's curriculum vitae; (4) volunteers' final report; (5) cables to host country AID missions; (6) all correspondence and cables; (7) briefing/debriefing information; and (8) miscellaneous information related to the project.

Attention was focused on reviewing project files for Bolivia, Côte d'Ivoire and the Philippines as background information for project site visits. It was found that information in these files varied from very little to adequate. Vital information such as detailed scope of work, volunteers c.v. and/or briefing/debriefing information were missing in many cases. If it were not for a one-page activity sheet included in each file, it would be very difficult to determine assignment approvals, recruitment dates, departure date, return date, and other information pertinent to the assignment. The project evaluation files made available to the evaluator contained no evaluations of the 33 farmer to farmer assignments reviewed in-depth.

Files and records are essential to VOCA as they represent the institution's memory bank. Information gained from each project, whether positive or negative, is invaluable to the institution as a whole in future administrative and technical decisions. This is

particularly true, since most of VOCA's staff is relatively new and can gain considerable knowledge about host organizations' and volunteers' performance through review of well documented project files. Adequate files/records also will facilitate future evaluations.

Given the potential for growth and expansion of the Farmer to Farmer Program and the concomitant accountability to present and future donors, VOCA needs to re-examine its needs for gathering essential information and for appropriate retrieval systems. The computer system installed in 1987 is only partially used for information storage/generation. Efficient programs that can be used by all staff need to be put into use. Other information needs that should be assessed relate to information gathering by VOCA's Regional Representatives. Currently, these staff members are not required to submit trip reports to VOCA's administration; hence, all information acquired in developing countries during their extensive travels becomes part of personal files which are inaccessible to other staff or to the organization.

Although work has been initiated in the identification of database requirements, it is recommended that VOCA engages the services of an expert in information systems (a volunteer, if available) to: (1) determine institutional and individual staff information and records needs; and (2) develop a readily accessible information system including central files and computerized databases.

### **Viability of Assisted Projects**

According to the evaluation's terms of reference an assessment is required of VOCA's effectiveness in identification and development of viable technical assistance projects. There appears to be a direct relationship between the identification activity and the degree of impact the assignment had on the intended target population. This relationship will be discussed later under a separate topic.

Nonetheless, the following conclusions were drawn:

- New project identification/development activities required a large percentage of the Regional Representatives time.
- Assessment of the host organization's viability/credibility was rated by the Regional Representatives as the most difficult process in new project development. Host organization identification was rated as the second most difficult process followed by project identification and/or volunteer identification.
- Subgrantees experienced varying degrees of difficulty in identifying viable projects that conformed to the Farmer to Farmer Program philosophy (see Section B).

It is evident that determining the credibility/viability of the host institution and the viability of the project itself are critical components of new project development. The relatively low rate of project failures to date, indicates that VOCA's staff has done an excellent job in spite of the newness of the Farmer to Farmer Program and the short time the Regional Representatives have been employed by

VOCA. Most of the assignment failures (or lack of significant impact) can be traced to very weak host organizations, poor communications between VOCA and host organizations and/or lack of a well-defined scope of work for the volunteer. For example, in three separate cases, volunteers were assigned to Bolivian farmers' associations which were very weak and/or in disarray by the time the volunteer arrived. This resulted in: (1) very little provision of logistic support for the volunteer; (2) a reduced target population; and (3) a less than desirable impact on intended farmers. In two occasions in the Philippines, a combination of poorly defined scope of work and lack of host organization support resulted in low project impact.

An analysis of the 33 assignments selected for review revealed that a strong host organization and a viable project are prerequisites for high impact assistance. In fact, the Farmer to Farmer Program would not work without a host institution or organization. All successful projects in the three evaluation countries were backstopped by strong, well-organized cooperatives, farmer associations and/or development and training institutions. There is, however, a need for expansion of this clientele if VOCA plans to increase significantly (two to three times) the current level of assignments.

The following recommendations are set forth in an attempt to reduce risk of project failure and to expand the program's clientele.

- A stricter selection criteria for host organizations and types of project assisted should be developed. The criteria should follow closely the intent and philosophy of the Farmer to Farmer Program.
- Regional Representatives should inventory potential host organizations by country and target project identification efforts within those organizations with previous successful volunteer placements.
- Consideration should be given to a significant expansion of the Farmer to Farmer Program's clientele. AID missions, private and voluntary organizations (PVOs), agricultural development firms, land grant universities and other institutions can be considered as potential contributors and/or users of the Farmer to Farmer Program. AID, VOCA and key PVOs should jointly discuss the program and formulate collaborative working agreements for volunteer placements on PVO administered development programs.
- VOCA's Regional Representatives should contact indigenous PVOs in selected countries to determine level of interest and need for technical assistance provided by the program. The evaluator can provide lists of key PVOs (primarily for Central America) as well as letters of introduction should VOCA decide to implement this recommendation.
- VOCA is not as well known in the international agricultural development community as it is in the cooperative development/assistance community. An effort should be made to increase the organization's visibility and to divulge its capabilities and

programs. This "marketing effort" should be done at the president and vice president level. Finally, VOCA should continue publishing its newsletter on a regular basis and distribute it to a wider audience.

### Recruitment/Placement of Volunteers

The terms of reference state that an assessment should be made of VOCA's "timely recruitment and placement of volunteers that match the technical requirements of the projects for which they are recruited." Key questions were included in the volunteer and host organization questionnaires in order to provide quantifiable information from two points of view. The results of the above surveys, interviews and review of documents are discussed below under three subtopics -- recruitment, placement and match of technical requirements.

**Recruitment** -- Under VOCA's present organizational structure, recruitment of volunteers is the responsibility of the Program Coordinator. The Assistant Program Coordinator and the Regional Representatives assist, as necessary, in recruitment. Volunteer identification is first effected from rosters maintained by VOCA. Referrals from other volunteers, experts in an area of specialty or from other organizations are used often in the identification process. Although volunteer identification is not yet considered a major problem area, two regional representatives and the administrators from three subgrantee programs reported having difficulties in identifying and matching volunteers to proposed requests for assistance. The task has been facilitated in the past by the high number (40%) of repeat volunteers. Of 82 volunteers queried, the number serving on second, third and fourth or more assignments were 15, 11 and 6, respectively. Queried about future participation in VOCA activities, volunteers responded as follows:

<u>Activity</u>	<u>Yes</u>	<u>No</u>	<u>Perhaps</u>
Would volunteer again (79 respondents), %	81	0	19
Will work again with same organization (77 respondents), %	60	8	31
Would go to same country (75 respondents), %	59	4	37

It is evident that a large majority of volunteers would undertake another assignment with VOCA since there were no negative responses and 19% were indecisive. About 60% of the volunteers would work again with the same organization or would go to the same country. About 31% and 37% were indecisive about working with same organization or going to the same country, respectively. A total of nine volunteers would not work with the same organization or volunteer to the same country, but apparently would consider volunteering again under other circumstances. These data indicate that, in general, former volunteers were satisfied with the program and can be considered as a reliable pool for future volunteer identification/recruitment.

It is expected that, as the number of volunteer placements increases and the areas of specialty expand, more effective methods of volunteer identification will be required. These may include: (1) more "advertising" for volunteers and more institutional visibility of the Farmer to Farmer Program, through public relations efforts; (2) publications of VOCA's newsletter; (3) sharing of volunteer rosters among subgrantees and VOCA; and (4) expand volunteer lists and rosters into a computerized volunteer register system where searches for volunteers (by VOCA or subgrantees) can be made by area of specialty, experience and many other qualifications.

**Placement** - The office of VOCA's Program Coordinator mobilizes the volunteers to their assignments. The process of volunteer identification, recruitment and mobilization takes several months. For example, data from 19 placements in Bolivia indicate that the average time between receipt and acceptance of the application for assistance was 19 days. Once the requests were accepted, the average length of time to volunteer placement was 141 days. This average turn-around time (4.7 months) is satisfactory in view of the complicated process involved in fielding volunteers, particularly those that are first-time volunteers. Efforts, however, should be made to reduce the turn-around time on the long-end of the range -- 24 to 288 days -- since host organizations in Bolivia and the Philippines reported that over one-half and one-third, respectively, of the volunteers assigned to those countries arrived two months or later after the dates requested.

The host organizations and volunteers assessment of the length of time of the assignment is presented in table A1. The following trends are apparent: (1) there is a difference in perception of appropriate length of time between the host organizations and volunteers; (2) in all cases about 85% of the volunteers versus 60% of the host organizations thought the length of assignment was about right; and (3) relatively few assignments were considered to be too long. The data show that 15% to 20% of the assignments required more time according to the volunteer responses. In the case of the Philippines and Bolivia 43% and 28% of the hosts felt that the time was too short. These values are sufficiently high for VOCA to examine this matter more closely in future placements. The Regional Representatives and host institution officials should jointly work on the details of the assignment and submit to VOCA's Program Coordinator a schedule of activities for the volunteer along with a well-defined scope of work. These items are critical in volunteer identification and recruitment.

The time of the year the assignment is carried out is important in many agricultural enterprises. In crop production, for example, volunteers may be requested to assist during planting season or harvesting, while in livestock production assistance may be needed at some specific times of the year (breeding, calving, other). The volunteers rated VOCA very high in this item, as 92% reported that they were on-site at the right time of the year. Host organizations in Bolivia and the Philippines reported that in 88% and 83% of the assignments, respectively, the volunteers were on site at the proper time of the year.

TABLE A1

HOST ORGANIZATION AND VOLUNTEER ASSESSMENT OF LENGTH  
OF TIME OF THE ASSIGNMENT BY COUNTRY - (%)

Length of Assignment	<u>ALL COUNTRIES</u>		<u>PHILIPPINES</u>		<u>BOLIVIA</u>		<u>CÔTE D'IVOIRE</u>	
	Host %	Volunteers %	Host %	Volunteers %	Host %	Volunteers %	Host %	Volunteers %
Too Short	N/A	16	43	0	28	18	N/A	17
About Right	N/A	82	57	100	61	76	N/A	83
Too Long	N/A	2	0	0	11	6	N/A	0

**Match of Technical Requirements** - A critical element in volunteer identification/recruitment is to match the volunteer's skills with the technical needs of the project. VOCA has done quite well in this respect as indicated by the data in table A2. Host organizations in Bolivia, Côte d'Ivoire and the Philippines rated the volunteers' technical performance between good and excellent, which is an indication that their technical expertise matched the requirements. Similarly, a large majority (88%) of volunteers queried felt that their skills matched "very well" those needed for the assignment. The remaining 12% reported a "fair" match.

A good match between skills and technical requirements does not necessarily result in high impact technical assistance. As will be discussed in a future subsection, a combination of various elements is necessary for high impact assistance. VOCA should focus on improving the weak and fair ratings reported by the host organizations (table A2) and the "fair match" responses from volunteers. One way this can be accomplished is by requiring detailed, written scopes of work as a prerequisite for acceptance of the request for assistance. The scopes of work reviewed by the evaluator were too general and/or ambiguous, too ambitious and too often nonexistent. Some volunteers and host organizations' representatives reported "changing and/or developing" a scope of work and schedule after the volunteer arrived. VOCA's Regional Representatives and the host organizations should develop the scopes of work jointly. The volunteer farmer should be given the opportunity to study the written scope of work before accepting the assignment.

Attention to detail is important in some matches of volunteer skills (expertise) with project technical needs. For example, a U.S. poultry farmer was sent to Bolivia to assist poultry farmers. Soon after arrival, it became clear that the volunteer farmer was not as effective as expected because his expertise was in egg production and all intended beneficiaries were broiler producers. Similarly, a dairy farmer sent to Bolivia to assist a milk producers association found it difficult to interact with one or two-cow farmers since his expertise was with comparatively large, mechanized operations. Other similar cases point to the need for more communication between VOCA and host organizations and between VOCA and potential volunteers. Well thought-out scopes of work and schedules of activities will reduce significantly mismatches of skills with technical needs.

### **Briefing/Debriefing of Volunteers**

VOCA's effectiveness in briefing and debriefing of volunteers is addressed in this section primarily from the points of view of the volunteers and the host institutions. Briefing and debriefing are discussed separately.

**Briefing** - Considered in its narrowest definition, briefing refers to one-day meetings conducted at VOCA headquarters between the volunteer and various VOCA staff members. In this report, briefing includes all processes and activities that take place between the time the volunteer accepts the assignment and his/her departure from the United States.

TABLE A2

## HOST ORGANIZATION RATINGS OF VOLUNTEER'S PERFORMANCE BY COUNTRY

Performance Category	Total Responses	Number of Volunteer Responses					Average Rating
		Very Weak (1)	Weak (2)	Fair (3)	Good (4)	Excellent (5)	
<b>Bolivia</b>							
Work with Organization Officials	20	1	0	3	11	5	3.95
Work with Farmers on Farms	16	0	2	1	8	5	4.00
Work with Farmers in Meetings/Seminars	14	0	2	2	5	5	3.93
<b>Côte D'Ivoire</b>							
Work with Organization Officials	4	0	0	1	1	2	4.25
Work with Farmers on Farms	4	0	0	1	3	0	3.75
Work with Farmers in Meetings/Seminars	4	0	1	0	0	3	4.25
<b>Philippines</b>							
Work with Organization Officials	5	0	0	0	2	3	4.60
Work with Farmers on Farms	5	0	0	0	3	2	4.40
Work with Farmers in Meetings/Seminars	5	0	0	0	3	2	4.40

VOCA conducts the following activities once the volunteer accepts the assignment:

- designs itinerary with travel agency
- sends volunteer instructions
- advises volunteer of proposed itinerary
- advises host organization of volunteers arrival
- applies for passport or renewal
- sends visa application to volunteer
- confirms hotel reservations in Washington
- arranges hotel reservations in host country
- orders business cards for volunteer
- prepares certificate for volunteer
- sends cable to USAID mission advising volunteer's arrival
- mails volunteers tickets for travel to Washington
- volunteer arrives in Washington
- delivers volunteer's advance
- delivers international tickets and hotel reservations to volunteer
- delivers certificate, medical forms and business cards
- volunteer leaves Washington/U.S.

While in Washington the volunteers meet for several hours with various staff members for a briefing/orientation session and last minute instructions. The volunteers were asked in the survey to rate the orientation or information provided by VOCA on the host country, host country agriculture, customs and culture and assignment. The host organizations were asked also to rate the orientation, however, the rating is actually a perception based on the volunteers demonstrated knowledge in the four categories.

Table A3 presents the ratings on a scale of one to five. It is important to note that there is considerable difference between the host organizations and the volunteers ratings in all four categories. The volunteers felt that VOCA had done a good to excellent job in the overall orientation; while the host organizations rated the orientation between weak and fair. The low ratings given by the host organization (40% of the respondents rated the orientation as weak or very weak) plus the 14% to 26% of volunteers that rated the orientation as fair or lower in each of the four categories indicate that substantial improvements are needed in preparing the volunteers for assignments. It is imperative that the volunteers be provided with as much information as possible about the host country to change the existing perception of poorly prepared volunteers.

The following selected, unedited comments on how to improve the orientation were provided by the volunteers. These are included in this section in the interest of providing as many thoughts as possible on this matter:

- more specific on what is needed
- in-depth knowledge of project
- more time

TABLE A3

**HOST ORGANIZATION AND VOLUNTEER RATINGS OF VOLUNTEER  
ORIENTATION BY VOCA**

Orientation Category	Total Responses	Number of Volunteer Responses					Average Rating
		Very Weak (1)	Weak (2)	Fair (3)	Good (4)	Excellent (5)	
<b>Information on Host Country</b>							
Host Organization	25	3	8	8	5	1	2.72
Volunteer	79	2	0	9	36	32	4.22
<b>Information on Host Country Agriculture</b>							
Host Organization	25	5	7	6	5	2	2.68
Volunteer	35	0	2	7	14	12	4.03
<b>Information on Customs and Culture</b>							
Host Organization	28	4	10	8	5	1	2.61
Volunteer	76	1	5	7	32	31	4.14
<b>Information on Assignment</b>							
Host Organization	27	0	4	8	9	6	3.63
Volunteer	79	0	5	14	32	28	4.05

- orientation should involve other volunteers that were on projects before in the area
- more background information
- more information on economic problems, exchange rate and country conditions
- knowledge of what equipment is available (or equipment limitations) before volunteer leaves for assignment
- provide more information on cooperatives, their structure, management and activities
- information on medical facilities, diseases, symptoms and treatment
- contacts in the area
- maps of the area
- opportunity for interactions with other volunteers before departure
- first-time volunteers should be in a group
- provide information in writing about overall and specific project
- provide job description in English
- more information on living conditions, climate and clothing needs for time of the year
- more information on local agriculture
- longer orientation (3 days)
- basic language training
- provide information on coping with bureaucracy, logistics and "doing business African style"
- make a "how are you doing" call half-way through the assignment

Selected host organizations' comments on how to improve the volunteers' preparation for the assignment are summarized below:

- learn more about the country he is visiting including customs, foods, etc.
- before the visit, establish correspondence with the host organization directly
- language training
- live and work directly with farmers he is visiting
- ask embassy (of host country) to provide information on the country

It is obvious that the volunteers need and want a great deal more information than is now being provided. VOCA should develop as soon as possible a series of volunteer information packets for each target country. Agricultural Cooperative Development International (ACDI), a VOCA subgrantee, has prepared an excellent package of information for its Farmer to Farmer Program, which can be used by VOCA as the basis for its own packets. Particular attention should be given to local customs and protocol in West African countries as some Ivorian officials reported lack of sensitivity for protocol by various volunteers.

**Debriefing** - Volunteers are debriefed at VOCA's headquarters in Washington, D.C. on their return home. One day is commonly devoted to this process, which consists of meetings with various VOCA staff members. In these informal meetings the volunteers summarize their

activities, impressions and recommendations. Reports and other written materials, if available, are submitted to VOCA at this time.

The debriefing would be an ideal opportunity for the volunteer to conduct an evaluation of the assignment. The volunteer questionnaire included in appendix I can be used as a start in the development of a more comprehensive questionnaire by VOCA. A one hour meeting should also be scheduled to discuss the evaluation, in particular those areas where problems were encountered. Key information about the assignment, the country, the people, the customs or other topics should be summarized and included in the volunteer information packets.

The briefing and debriefing activity will need to be reexamined in the next 12 to 18 months. The number of volunteers processed each year has not yet placed an undue burden on the staff. As the number of volunteer placements increase, for example, to 130 per year (260 total briefings and debriefings), VOCA will need the capability to process one volunteer per work day. It is doubtful that the present staff can adequately manage this many volunteers, especially in light of an already weak orientation. A combination of additional staff and improved/increased written orientation and debriefing is recommended. Reduction in briefing/debriefing time is not recommended.

In conclusion, VOCA has successfully administered the overall Farmer to Farmer Program since its creation in late 1985. Activities related to reporting to AID, identification of viable projects and recruitment/placement of volunteers have been adequately managed; however, some adjustments are required to improve overall effectiveness. Filing and recording of information and volunteer briefing/debriefing activities require substantial modifications and inputs in order to increase their usefulness to the program. Recommendations have been made in this subsection to correct the above deficiencies.

### Cost Effectiveness

Cost effectiveness is used in this report as a comparative measure of costs associated with provision of technical services. An attempt is made to determine if the services provided by VOCA, cost USAID and the client less or more than those available in the international market.

VOCA's costs per volunteer for 1987 and the first six months of 1988 were:

<u>Cost</u>	<u>1987</u>	<u>1988</u>
Volunteer cost/volunteer-day, \$	106	134
Administrative cost/volunteer-day, \$	252	286
Total cost/volunteer-day, \$	358	420

The volunteer cost includes all direct costs associated with the volunteer including international and domestic air travel, lodging and meals, miscellaneous expenditures while on assignment, and all costs associated with the spouse's travel if applicable. The administrative cost refers to all other costs not included in the volunteer cost such as administrative salaries, direct costs related to the program's administration and indirect costs (overhead). The volunteer and administrative costs divided by the number of days of the assignment yield the respective costs per volunteer-day.

The daily cost for similar services provided by international development organizations varies considerably. An average daily cost, assuming a basic daily volunteer cost of \$134, may be as follows:

<u>Item</u>	<u>Cost, \$</u>
Volunteer cost	134
Professional services	250
Burden (benefits and overhead)	238
Profit	93
Total cost	<u>715</u>

Comparing the above cost with VOCA's 1987 and 1988 costs, VOCA's costs are 49% and 41%, respectively, less expensive. It should be noted that VOCA's administrative cost is somewhat higher than the hypothetical example. The true benefit AID derives from VOCA's program is the contribution of the volunteers time, which represents about one-third of the hypothetical example. As the number of volunteer placements increase with time and the Farmer to Farmer Program is managed more efficiently, VOCA's administrative cost per volunteer-day will be reduced accordingly.

The principal beneficiary of the program is the host organization. It is doubtful that any of the host organizations surveyed had sufficient resources to pay in full for the assistance provided. Their contribution has been in the form of professional time, translation services, local transportation and some minor, miscellaneous expenditures. VOCA should explore the possibility of requesting incremental contributions from host organizations that request several volunteers. For example, the host organization could be asked to pay for lodging of the second volunteer and lodging and food for the third in addition to costs covered for the first volunteer. This would reduce VOCA's volunteer cost and would stimulate the host organization to utilize the volunteer more effectively as the contribution (cost) is greater.

## Program's Impact and Recommendations

This section presents discussions on various indicators that measure the impact of the short-term assistance on the intended target population -- host country farmers and farmer organizations. These indicators are presented under the following topics: (1) volunteer farmers; (2) beneficiary farmers; (3) program impact and recommendations; and (4) miscellaneous comments.

### Volunteer Farmers

An early definition of volunteers of the Farmer to Farmer Program contained in the pilot program agreement includes as volunteers the following: farmers, veterinarians, extension agents, physicians/physicians assistants, and land grant university personnel. The physicians and physicians assistants were dropped from the program's second (legislated) grant agreement, which is currently in force. By definition, then, the US volunteer does not have to be a farmer.

A review of the placements made in Bolivia, Côte d'Ivoire and the Philippines revealed the following compositions of farmer and nonfarmer volunteers:

<u>Country</u>	<u>Farmers</u>	<u>Nonfarmers</u>	<u>Total</u>
Bolivia	8	13	21
Côte d'Ivoire	3	3	6
Philippines	2	4	6
Total	13	20	33

These data show that of 33 volunteers placed (about one-third of all placements through June 30, 1988) 13 or 39% were farmers. The remaining 20 were classified as nonfarmers -- most of which were within the bounds of the US volunteer definition stated earlier (veterinarians, poultry pathologists, farm machinery specialists, university professors and others). It is concluded, therefore, that VOCA has largely complied with the provision of assigning volunteers that fit within the definition of the Farmer to Farmer Program agreement.

### Beneficiary Farmers

Regarding the target population, the program description of the legislated Farmer to Farmer Program Grant Agreement states..."...The objectives of this program are (1) to provide direct technical assistance to LDC farmers in the practical aspects of increasing food production/distribution and improving the effectiveness of their farming operations;..." The purpose statement of the program reads..."The volunteers' mission will be to assist farmers and farmer organizations with immediate agricultural problems in order to help them increase their purchasing power and improve the quality of life in rural

communities..." It is apparent that the intended target beneficiaries include host country farmers and/or host country farmer associations or organizations.

Host organizations are important components of the Farmer to Farmer Program. In fact, without host organizations the program would not function. These organizations provide logistic support, transportation, translation services and access to farmers. The Farmer to Farmer Program has worked with a variety of organizations including farmer cooperatives, associations and groups, training institutions, banks, chambers of commerce, ministries of agriculture, agricultural development institutions and other miscellaneous groups.

To provide a better understanding of the farmer to farmer program, the areas of assistance and types of host organizations are listed below:

<u>Area of specialty and type of host organization</u>	<u>Number of assignments</u>
Poultry production - producer associations	8
Beef cattle production - producer associations	1
Beekeeping - producer associations	4
Dairy production - cooperatives and producer associations	3
Coffee/cocoa production - bank development program	1
Corn production- Ministry of Agriculture/Youth Program	3
Farm machinery/grain drying - Ministry of Agri. & cooperatives	3
Vocational agriculture - Ministry of Agriculture	1
Organic farming - indigenous development organization	1
Floriculture- producer associations	1
Food processing - Training Institute	2
Credit - agricultural chamber of commerce	1
Cooperative development/marketing - cooperatives	4
Total	<u>33</u>

Approximately one-half of the assignments reviewed (16 of 33) were related to livestock, poultry and beekeeping. Crop production, including farm machinery, accounted for about one-fourth of the placements, while the remaining one-fourth of the volunteers were assigned to projects peripherally related to agriculture. Twenty-seven of the assignments listed above included direct or indirect contact of the volunteer with local farmers. The other six assignments related to cooperative development/marketing, credit and coffee/cocoa production were mostly institutional building-type assignments that resulted in no direct or indirect contact with farmers. These placements were more appropriate for the Cooperation Volunteer Program. With the exception of four or five assignments (12% of all placements reviewed) in the latter category, VOCA has followed the guidelines for target recipients stated in the grant agreement with AID.

An evaluation by the volunteers of the cooperation provided by the host organization is presented in table A4. The overall average rating for the five activities was "good." About 78% of the responses, on the average, were in the good and excellent range; while, close to 11% were in the weak and very weak range. Selected unedited comments from volunteers are summarized below in the hope that VOCA and organizations can correct some of the difficulties responsible for the weak ratings.

#### Information needed for work

- directors disorganized; didn't know what they wanted
- seemed disinterested in project
- personnel changes in mid-stream made it difficult
- poor participation by board members
- they didn't fully utilize us -- had to seek out own jobs and gain their confidence
- timing not right -- they were too busy to spend time with volunteers
- "too many chiefs -- too few Indians"

#### Understanding volunteer's assignment

- needs not well defined
- didn't utilize volunteer fully
- desperate for help and wanted miracles
- didn't have strong understanding of relationship to entire project
- information should be in English
- contact person was absent

#### Translation services

- not familiar with area of expertise -- no working knowledge of agriculture
- translator edited comments and needed to be prodded to tell me what was being said
- interpreter too busy with school to spend much time with volunteers
- no translators for 1 month (2 volunteers had this problem)
- first month had to share one translator for nine people
- sometimes didn't have one

#### Lodging

- one volunteer -- had to live with a family of a member of the host organization
- travel time to work too extensive
- unable to provide satisfactory room and board in the field
- one had to wait for 9 weeks for housing
- very expensive
- no arrangements made for the first week
- first lodging very poor -- so had to change

#### Transportation

- used taxi most of time
- had to make own arrangements and pay for
- a-most important part but often the weakest link
- wasted time waiting for driver (happened to several volunteers)

TABLE A4

VOLUNTEER RATING OF COOPERATION FROM HOST ORGANIZATION

Activity	Total Responses	Number of Volunteer Responses					Average Rating
		Very Weak (1)	Weak (2)	Fair (3)	Good (4)	Excellent (5)	
Information Needed for Work	77	4	8	9	27	29	3.90
Understanding Volunteer's Assignment	81	3	5	6	43	24	3.99
Translation Services	72	4	2	9	19	36	4.04
Lodging	81	4	4	6	34	33	4.09
Transportation	78	5	4	11	31	27	3.91

- full-time transportation could have doubled work done
- was always late
- had to take bus many times -- not good
- lack of vehicles and poor maintenance
- car/pick-up broke down a lot
- scheduling sometimes faulty

The total number of host country farmers assisted by the 96 assignments completed by June 30, 1988, could not be determined satisfactorily. Volunteer responses to the question "how many farmers benefited from your assignment" varied from none to 20,000. Although there was no definite pattern to the responses, many volunteers reported values under 75 and above 15. Assuming that 70% of the volunteers had contact with local farmers, a calculated number of total farmers benefited could be about 3,000. Details on Bolivian, Ivorian and Philippino farmers assisted are presented in subsequent subsections.

### **Program Impact and Recommendations**

The overall impact of the program on recipient farmers and/or organizations is discussed in this section. Also, an assessment is presented of the impact of various assignments on Bolivian, Ivorian and Philippino farmers and host organizations.

**Overall Impact** - With very few exceptions, persons interviewed had a positive attitude towards the Farmer to Farmer Program and to VOCA. The information reviewed also indicates that the volunteers, for the most part, were able to assist either organizations or farmers or both. Identification of the benefits or impact of the assistance was a difficult task. Few volunteers (39 responses of 82 potential) and host officials (9 responses of 33 potential) surveyed responded to questions related to monetary impact of the assistance. These responses are summarized in table A5. A large majority of the respondents (79%) indicated that there was a monetary impact as a result of the assistance. The host organizations tended to be conservative in their estimates with over three-fourths of the responses indicating an increase of 20% or less, while about one-half of the volunteers indicated a similar increase in income. An increase of over 75% in income was reported by one host organization and by three volunteers.

Slightly over three-fourths of the host organizations queried, reported that there were nonmonetary impacts associated with the assistance. Most volunteers also reported nonmonetary benefits to the farmers assisted such as:

- improved working conditions
- organization skills
- direction development should take
- more efficient use of time
- increased standard of living
- a better image of Americans

TABLE A5

HOST ORGANIZATION AND VOLUNTEER ESTIMATE OF MONETARY IMPACT ON FARMERS

Amount of Increase in Income, %	Host Organization Responses, % *	Volunteer Responses, %
1 to 10	44	26
10 to 20	33	28
20 to 30	11	15
30 to 40	0	18
40 to 50	0	0
50 to 75	0	5
over 75	11	8

79% of respondents indicated a positive monetary impact on farmers

- need for self-education
- importance of cooperatives on farmer income
- higher quality products
- introduction of new techniques
- good work habits
- better animal health
- better family nutrition
- better understanding of US democratic system

Host organizations' officials and volunteers were also asked to indicate if the assistance had a beneficial impact on the environment. Their responses appear in table A6. It appears that about one-third of the assignments benefited soil conservation and/or proper usage of pesticides/herbicides, while less than one-fifth benefited watershed areas. These responses were expected as most assignments were not designed to impact directly on the environment. This side effect should be recognized as an added value to the overall impact.

The gender of the volunteer can have an effect on the outcome of the assignment according to the survey results. The data in table A7 show that there is a difference of opinion between host officials and volunteers regarding this issue. About one-third of the volunteers responded affirmatively when asked if the gender (male/female) of the volunteer had any effect on the impact of the assignment. Close to two-thirds of the hosts felt that the impact would be the same if the volunteer were of the opposite gender (almost all volunteers were males). However, only 40% of the volunteers felt this to be the case. In conclusion, gender appears to be a factor on the degree of impact on the target population. VOCA's Regional Representatives are urged to consult with the host organization about gender issues for each assignment, since 18% of host officials indicated that their organizations would not accept a woman volunteer. This opinion is perhaps more a reflection of the type of assistance to be provided and the beneficiary.

An attempt is made in the following section to estimate the success rate of the Farmer to Farmer Program assignments in Bolivia, Côte d'Ivoire and the Philippines. Each country is analyzed separately.

**Bolivia** - A total of 20 assignments were conducted in Bolivia from late 1985 through June 30, 1988. All but one of the assignments were reviewed during the evaluation. The host organizations are listed below along with the number of volunteers assigned and the reported number of farmers assisted.

TABLE A6

HOST ORGANIZATION AND VOLUNTEER ASSESSMENT OF ASSISTANCE'S BENEFICIAL IMPACT ON ENVIRONMENT

Environmental Concern	Host Organization Responses % (1)	Volunteer Responses % (2)
Soil Conservation	30	38
Pesticide/Herbicide Proper Usage	46	38
Watershed Protection	8	20
Other	69	32

(1) 13 Respondents

(2) 53 Respondents

TABLE A7

HOST ORGANIZATION AND VOLUNTEER RATINGS OF GENDER IMPACT ON OUTCOME OF ASSIGNMENT

	Host Organization Responses %		Volunteer Responses %	
	YES	NO	YES	NO
Impact Same if Volunteer of Opposite Gender	67	33	41	59
Gender of Volunteer Effect on Impact of Assignment	-	-	37	63
If VOCA suggested a woman volunteer, would your organization accept her	82	18		

<u>Organization</u>	<u>Number of</u>	
	<u>Volunteers</u>	<u>Farmers</u>
Cochabamba Poultry Producers Association	4	78
Braham Cattle Producers Association	1	13
Santa Cruz Poultry Producers Association	3	105
Sucre individual poultry producer	1	1
Bank of Cochabamba (cocoa/coffee)	1	N/A
Chuquisaca Beekeepers Association	2	7-12
Chuquisaca Agricultural Chamber (floriculture)	1	10
Sucre Milk Producers Association	1	80
Chuquisaca Credit Chamber	1	N/A
Beni Integrated Livestock Cooperative	1	40
Santa Cruz Beekeepers Association	2	20
Cochabamba Beekeepers Association	1	9
Central Agricultural Cooperative of Minero	1	N/A
Total	<u>20</u>	

The 20 volunteers were assigned to 13 host organizations, of which four hosted from two to four volunteers. Nine of the hosts were cattle, poultry and/or beekeeper associations. The remaining four included a bank, two agricultural/credit chambers and one agricultural cooperative. All of the host organizations with the exception of the bank and the credit chamber fit well the definition of the farmer to farmer program beneficiary.

The Bolivian farmers assisted by the program were diverse. They differed significantly from very low income, illiterate farmers to high income, advanced technology farmers. Poultry producers, for example, varied from small-scale operations producing 6,000 to 8,000 broilers per year to commercial farms producing over 300,000 birds annually. Beekeeping was a complementary activity for agronomists, bricklayers, teachers, carpenters, and others that owned from a handful of hives to 50 or more. Ten hives can bring an income of \$500 to \$800 per year in Bolivia. The size of individual dairy herds varied between one to two-cow backyard operations to 30 to 50 cow herds. In Sucre, for example, a dairy production program assisted by a VOCA volunteer consisted of 220 producers with a total of about 800 cows that produced 8 to 9 liters of milk per cow per day. The average income from milk for these producers was about \$45 per month. Milk production, for this group of farmers, was a complementary activity to other farming activities carried out in many instances by women.

The host organizations and farmers reported to the evaluator the following common problems and/or difficulties associated with the Bolivian assignments:

- lack of Spanish language capability reduced the effectiveness of the volunteer
- advanced age of some volunteers concerned the hosts particularly in high altitude places or during extended field trips

- retired volunteers did not have good knowledge of some of the latest technologies
- small farmers complained that larger, wealthier farmers dominated the technical assistance with specialized problems; this allowed little or no time for the more common problems of the smaller producers

Of the 19 assignments reviewed, it is estimated that 11 assignments had a high impact on the host organization and/or host farmers. The remaining six assignments had less than the expected impact; these are briefly discussed here.

- Agricultural Cooperative of Minero -- The object of the assignment was to put together a grain dryer donated to the cooperative for drying rice. The volunteer accomplished the task; however, the drier was not suitable to dry rice. There was no impact on farmers and a modest impact on host cooperative employees (mechanics) trained by the volunteer.
- Sucre Milk Producers Association - The host organization was in disarray at the time the volunteer arrived. It provided very little logistic support and after a few days the association discontinued most of its support. The volunteer also had problems adapting his expertise and recommendations to one and two-cow backyard operations. The impact on the farmers was limited (low).
- Chuquisaca Beekeepers Association - A similar situation existed as with the milk producers association -- weak almost nonexistent producers association. In addition, the Sucre region has very limited potential for honey production because of lack of appropriate vegetation. The impact on those assisted was limited (low).
- Chuquisaca Agricultural Chamber - The floriculture association was not a strong association at the time of the assignment. The potential for flower production as well as the markets are limiting factors. The impact on farmers assisted was modest.
- Brahman Cattle Producers Association - Very little information was available on this assignment from association officers, who were new and had no knowledge or records related to the volunteer. If the recommendations listed in the volunteer's report were implemented, the impact would have been modest.
- Sucre Poultry Production - The purpose of this assignment was to assist one broiler production farm in Sucre and in the process furnish technical assistance to smaller broiler producers in the region. The US volunteer assigned to the project was an egg production farmer; hence, the scope of the assistance was limited. In addition, the local poultry producers association was in disarray

and could not provide logistic support to the volunteer. The impact was limited to one large, commercial broiler production farm.

- Bank of Cochabamba - The purpose of this assignment was to assess the potential for producing coffee and cacao in a marginal area selected by the bank for an agricultural development project. The volunteer determined that the conditions were not appropriate for cocoa production and only marginal for coffee. Consequently, the project was not implemented and some 25 limited resource farmers and the bank were spared from financial difficulties. The assignment was considered important to the welfare of the farmers, therefore, the impact was rated as medium to high.
- Chuquisaca Credit Chamber - The purpose of the assignment was to assist the organization with its agricultural credit system. The volunteer accomplished the objectives and the assignment was highly successful. However, no more farmers were provided with credit than before since the demand was three to four times greater than the supply of money. This type of assistance should be provided under other programs rather than the Farmer to Farmer Program. The impact was high on the host organization but nil on host farmers.

The overall impact of the Bolivian assignments is estimated at 70% to 75% of the anticipated goal. This rating can be improved in the future by: (1) better defining the scope of work; (2) selection of stronger associations that can provide the necessary logistical support; and (3) improving communications between VOCA and host organization and VOCA and the volunteers.

It is recommended that project development efforts continue and expand in Bolivia. VOCA should continue to work with some of the stronger, more effective producer associations and/or cooperatives and explore other potential clients particularly in crop and vegetable production. VOCA should explore also the opportunities for collaboration with U.S.-based and indigenous private and voluntary organizations (PVOs). A large number of PVOs are working in Bolivia in agricultural development. Of special interest to VOCA should be the possibility of "buy-ins" through AID/Bolivia or acquisition of grants to place volunteers in specific or nonspecific projects. AID officers expressed interest in the farmer to farmer program and would very likely entertain funding unsolicited proposals for volunteer placements. Presently there is need for short-term assistance in Bolivia. VOCA's opportunities are excellent because of its proven high quality, low cost assistance.

**Philippines** - Six assignments were conducted in the Philippines between late 1986 and June 30, 1988. All the assignments were reviewed during the evaluation. The host organizations and farmers assisted and volunteers assigned are listed below.

<u>Host organization</u>	<u>Number of</u>	
	<u>Volunteers</u>	<u>Farmers</u>
Western Visayas Federation of Area Marketing Cooperatives	2	N/A
Capiz Development Foundation	1	N/A
Southern Tagolog Dairy Cooperative	1	228
Philippine Business for Social Progress/Center for Rural Technology Development (BPSP/CRTD)	3	15

Seven volunteers were assigned to six separate assignments. Two volunteers participated in one assignment and one volunteer conducted two assignments. The general areas of specialty of the assistance were: (1) dairy production; (2) organic farming; (3) food processing -- two assignments; and (4) cooperative development and marketing -- two assignments. Each assignment is briefly discussed.

- Southern Tagolog Dairy Cooperative - The objective of the assignment was to provide technical assistance primarily on feeding and nutrition to the cooperative members. This was accomplished through farm visits and 12 collective meetings with participation of some 218 persons. The cooperative has 228 members. Those farmers with 3 to 8 cows (part-time dairy farmers) have an income from milk of about \$90 to \$240 per month. Full-time dairy farmers owned from 10 to 15 cows (monthly income of \$300 to \$450). The impact of the assignment was rated as high.
- BPSP/CRTD/Food Preservation I and II - The purpose of the two assignments was to teach farmers wives techniques in food preservation to take advantage of excessive seasonal production. The objectives were met by training 15 women farmers, one man and a counterpart who will be teaching four courses per year in food preservation. Farmers grow rice and vegetables in plots of 1 to 3 ha in size. Their estimated net income is around \$40 to \$50 per month. The impact on the beneficiaries was rated as very high because of the potential multiplier effect.
- BPSP/CRTD/Organic Farming - The purpose of the assignment was to introduce various organic farming technologies that would result in savings from the use of less fertilizer and other chemicals. The objective was met by working with three model farmers at the training center and two counterparts in the introduction of techniques that: (1) reduce use of chemical fertilizers; (2) reduce use of herbicides and insecticides; (3) improve soil texture by use of green manure; and (4) increase net income by reducing cash inputs. Proven technologies are demonstrated to area farmers (about 200 per year) in training sessions conducted by counterparts of the VOCA volunteer. Farmers net income is about \$40 to \$50 per month. The impact was considered very high in view of the potential multiplier effect.

- Capiz Development Foundation - The purpose of the assignment was to provide assistance to the foundation on postharvest technology, marketing, cooperatives formation, credit systems and usury. Advice was provided primarily on establishing a regional cooperative office charged with activities including health, food and nutrition programs as well as food storage and distribution and feed mill operations. This assignment is considered to be more appropriate for the Cooperative Volunteer Program. The impact was marginal as no farmers were affected.
  
- Western Visayas Federation of Area Marketing Cooperatives - The objective of the assistance was to identify the necessary inputs/outputs and systems for the effective operation of the Federation (about 20,000 farmer members). At the time the volunteers were on-site the Federation's general manager was absent. Consequently, the volunteers encountered many logistics and lack of direction related difficulties. This type of assignment is more appropriate to the Cooperative Volunteer Program. The impact on farmers or host organizations was marginal.

Four of the six assignments summarized above conformed to the Farmer to Farmer Program philosophy and definition. The resulting impact on host farmers and/or organizations was considered to be high. The other two assignments had a marginal impact on the host organizations and no tangible impact on local farmers. The overall level of impact of the Philippine assignments is estimated at 70% of the target goal. A well-defined scope of work and schedule of activities and better communications between VOCA and host organizations would have reduced the risks and difficulties encountered by the volunteers in the last two assignments discussed above.

It is recommended that project development efforts expand in the Philippines. VOCA should continue to work closely with farmer cooperatives and pre-cooperatives, particularly in agricultural enterprise diversification (e.g., from rice to vegetable, fruit or livestock production). In working with cooperatives, care should be exercised in using the Farmer to Farmer Program in situations more appropriate to the Cooperative Volunteer Program. VOCA should also continue to work with the Philippine Business for Social Progress and actively explore opportunities to assist U.S.-based or indigenous PVOs. The relationship with Agricultural Cooperative Development International (ACDI) is discussed in Section B.

Currently, AID/Philippines is not in a position to financially support Farmer to Farmer Program related activities through buy-ins or small grants. The Mission will continue to provide backstopping support and guidance to the program until such time that funds become available for this type of activity. The Mission's PVO section can be helpful in providing information on AID assisted PVOs working in agricultural development.

Côte d'Ivoire - Seven volunteers were assigned to Côte d'Ivoire from February through June 30, 1988. The areas of specialty included: (1) corn farming -- 2 persons; (2) vocational education; (3) agricultural machinery maintenance -- 2 persons; and (4) cooperative organization. During the time of the evaluation three of the seven volunteers were in the project area.

The host organization in Côte d'Ivoire is the Ministry of Agriculture/Office of Settlement of Young, Modern Farmers (MOA/DIJAM). MOA/DIJAM is also the implementing agency of a corn production program in the area surrounding Yamoussoukro. The program involves a youth settling plan that utilizes idle village lands for corn production. Land is allocated in parcels of about 1 to 5 ha, depending on the village, to selected individuals from the village. Land preparation and planting was done "communally," but weeding, spraying and other agricultural practices were conducted by hand by each individual in his/her plot. The project began in early 1988. A total of about 1,100 ha, distributed to 381 farmers, were planted. Harvesting will take place in September and October.

The Ivoirian "young" farmers vary in age between 16 and 54 years, with most of them in their 20s and 30s. Many of these farmers used to be students, agricultural workers, laborers, farmers, drivers or had other low-skill jobs. Also, many of the participants were unemployed or underemployed with low incomes. The project is expected to yield individual net incomes of \$1,000 to \$3,000 per year depending on the amount of land allocated to the farmer. This income is substantially higher than previous incomes.

The VOCA volunteers assigned to the project before August 31, 1988, assisted the Ivoirian farmers in: (1) mechanized seedbed preparation and planting; (2) cultural practices postemergence -- weeding, fertilizing and spraying; (3) harvesting; and (4) farm equipment operation and maintenance. Intensive training sessions on all aspects of corn production were conducted for the farmers by a vocational agriculture specialist. In addition, a volunteer provided assistance to MOA in cooperative organization. This assignment was more appropriate for the Cooperative Volunteer Program.

Based on visual inspections of the project site and interviews with MOA officials, VOCA volunteers, participating farmers, and other persons associated with the program, it is concluded that the accomplishments were impressive. Although opinions vary, it is generally accepted that the contribution of the VOCA volunteers was critical in achieving the unprecedented results. The overall impact of the Farmer to Farmer Program assignments on Ivoirian farmers is rated very high -- 90% of the expected achievements.

The assistance, however, was not without problems and difficulties. Among the more common problems reported were: (1) breaches of protocol by some volunteers; (2) poor communications between VOCA and Ivoirian project managers, VOCA and volunteers and volunteers and Ministry

officials; (3) housing and translation services problems; (4) poorly defined scopes of work in some cases and on one occasion substantial changes in the terms of reference without consultation; and (5) lack of on-site leadership to guide/backstop the volunteers and coordinate with MOA's technical director. Many of these problems and issues were in the process of being resolved at the time of the evaluation through dialog between the VOCA Regional Representative and MOA officials responsible for the project.

In view of the high impact of the VOCA volunteers in MOA's Youth Settling Program, it is recommended that short-term assistance be continued to the program. The following suggestions are set forth for consideration by VOCA.

- The Youth Settling/Corn Production Program presently lacks a well-defined short- and long-term plan of action. Continued success of the project will depend largely on future inputs/outputs identification and management. Thus far, hard work and luck have prevailed. It is suggested that VOCA propose to MOA the services of a volunteer, or possibly a team of two volunteers, to assist MOA in developing the plan of action.
- Future assistance from VOCA should conform to planned needs. Care must be exercised in committing volunteers to assist expansion to other areas without further support or backstopping the 381 farmers already enrolled in the program.
- VOCA currently enjoys an excellent collaborative relationship with AID/REDSO in Côte d'Ivoire . Dialog should continue with REDSO officials for additional financial support in local currency to cover costs of programmed volunteers for the next three years.
- Communications between VOCA and MOA must be improved. Program review and planning meetings should be instituted either three or four times per year depending on number of volunteers on site. Summary reports of these meetings should be prepared and made available to interested parties. Key agreements, volunteer scopes of work and important issues should be recorded (in writing) for future reference and as aids in resolution of problems and/or administrative matters.
- Expansion of the Farmer to Farmer Program to other clients in Côte d'Ivoire is not recommended for the very near future. Nonetheless, VOCA's administrators should consider the possibility of posting a Regional Representative in Côte d'Ivoire for periods of four to five months at one time twice per year to: (1) coordinate activities of the current program with MOA; (2) explore other potential clientele in Côte d'Ivoire; and (3) conduct project development work in neighboring countries.

It can be concluded from the above discussion that the overall impact of the Farmer to Farmer Program on host organizations and farmers has been

substantial. Many volunteers and host officials reported increases in farmers' income of up to 30% as a result of the technical assistance provided. In Bolivia, Côte d'Ivoire and the Philippines the level of effectiveness of 33 assignments measured on a scale of 1 to 10 (with 10 being the highest) approached 7.5. Weak host organizations, poorly defined scopes of work, lack of on-site logistical support and inadequate communications among VOCA, volunteers and hosts were among many factors responsible for lowering the overall impact. Measures are proposed in the above discussion to correct the most serious deficiencies.

### **Future Funding and Programming**

To date VOCA has received sufficient financial resources from AID to operate effectively its own Farmer to Farmer Program and to fund the operation of other farmer to farmer programs conducted by six institutions. Funding, however, has been furnished for relatively short periods of time (three appropriations in three years) without assurance of long-term commitment. This situation has contributed to a sense of institutional insecurity and inability of the staff to establish long-term relationships with client organizations and farmers. It is proposed that AID/PVC consider funding VOCA's Farmer to Farmer Program for a period of five years effective March 1, 1989. Funds can be obligated for the first three years. The balance can be released during the third year after a short, activity-specific, mid-term evaluation.

Future programming and level of effort will depend on availability of funds from AID/PVC. Assuming that funding will continue, VOCA's administrators need to examine the capacity of the institution to manage effectively a large number of volunteers each year. Past performance reveals that yearly assignment completions increased from 30 to 46 between 1986 and 1987. If the trend for the first six months of 1988 continues, the number of completed placements will be from 40 to 50 by the end of this year. This reflects very little change from last year's performance.

VOCA's staff and administrators believe that the institution has the potential in the next year or two to increase volunteer placements by 50% or 100% with existing personnel and resources. This belief is shared by the evaluator, particularly in Africa where there is already a backlog of requests and the perceived need for technical assistance in agriculture is widespread. To achieve a substantial increase in high impact assignments, VOCA's President, Vice President, and Regional Representatives need to develop a series of strategies to: (1) increase institutional visibility; (2) market the Farmer to Farmer Program; (3) expand institutional collaboration to PVOs, land-grant universities, agricultural development organizations and institutions and private sector firms involved in international agriculture; (4) target regional project development to specific countries and organizations; and (5) increase the pool of volunteers and improve existing volunteer identification systems.

## SECTION B

### SUBGRANTEES AND PEACE CORPS EVALUATION

This section of the Volunteers in Overseas Cooperative Assistance/Farmer to Farmer Program (VOCA/FTF Program) evaluation report focuses on the program's subgrantees and Peace Corps. The subgrantees are:

World Christian Relief Fund (WCRF), McCrory, AR

The Florida Association of Voluntary Agencies for Caribbean Basin (FAVA/CA), Tallahassee, FL

Bureau of Applied Research in Anthropology/University of Arizona (BARA), Tucson, AZ

Agricultural Cooperative Development International (ACDI), Washington, D.C.

Land O' Lakes (LOL), Minneapolis, MN

Peace Corps, Washington, D.C.

Land O' Lakes was excluded from the evaluation because of termination of its farmer to farmer program. Although listed above, Peace Corps is not a direct subgrantee of VOCA but a grantee of AID/Food for Peace Office through a Participating Agency Service Agreement (PASA). The evaluation's terms of reference, methodology, results and recommendations, and profiles on each subgrantee and Peace Corps are discussed below.

#### Terms of Reference

VOCA and AID jointly developed the terms of reference for the evaluation of the farmer to farmer programs of subgrantees and Peace Corps. The following excerpt states those terms:

"A more crucial area for analysis would fall in the input/output category. VOCA now administers five subgrantee programs under this cooperative agreement. The subgrantees manage their own volunteer placements and cover administrative and volunteer costs with funds passed on by VOCA. The Peace Corps identified project sites and supports the volunteers in the field, while VOCA recruits the volunteers and covers their

costs. AID funds pay Peace Corps' administrative costs via an interagency agreement out of the original funds made available for the Farmer-To-Farmer Program. The evaluation should analyze these relationships and the costs and benefits of conducting the program through several organizations.

Specifically, then, at the input/output level the subgrantee and Peace Corps operations can be reviewed by applying the six items listed under A. above. On the wider program level, these inputs and outputs should be analyzed in conjunction with VOCA's to reach possible cost/benefit conclusions on this hybrid mode of placing farmer-to-farmer volunteers overseas.

Headquarters reviews of subgrantee and Peace Corps operations would entail travel to Tucson (BARA), Tallahassee (FAVA), Minneapolis (LOL), Little Rock (WCRF), and Washington, D.C. (ACDI and Peace Corps)."

The six items listed under A above are:

- "1. Proper management and control of AID funds;
2. Proper submission of required progress reports to AID;
3. Maintenance of appropriate program and project files and records;
4. Identification and development of viable technical assistance projects;
5. Timely recruitment and placement of volunteers that match the technical requirements of the projects for which they are recruited;
6. Effective briefing and debriefing of volunteers."

### **Methodology**

The methodology used in evaluating the performance of the subgrantees and Peace Corps included: (1) visits to each organization's headquarters; (2) inspection/review of various documents made available to the evaluator; and (3) interviews with farmer to farmer program administrators and in three separate occasions interviews with a total of four volunteers.

### **Results and Recommendations**

The overall results of the subgrantees and Peace Corps evaluation and the ensuing recommendations are discussed under each of the topics proposed in the terms of reference mentioned before. These topics are: (1) funds management/control; (2) progress reports; (3) files and records; (4) viability of assisted projects; (5) recruitment/placement

of volunteers; and (6) briefing/debriefing of volunteers. A separate section is dedicated to the analysis of costs, while specific details and recommendations concerning each subgrantee and Peace Corps are presented in individual sections.

### **Funds Management and Control**

The Participating Agency Service Agreement (PASA) between AID and Peace Corps and the Farmer to Farmer Program VOCA-Subgrantee Agreements between VOCA and each subgrantee stipulate submission of quarterly financial reports. WCRF did not have a subgrantee agreement on file, but references to VOCA correspondence indicate that quarterly financial reports were required.

The evaluator reviewed all financial reports submitted to VOCA by subgrantees and those submitted by PC to AID. It was found that all subgrantees and Peace Corps submitted quarterly financial reports, usually within two to three months after the end of the reporting period. The reports contained at least the basic information requested by VOCA--amount budgeted, amount spent to date and amount remaining for the line items proposed in the subgrant budget. The accuracy of the information supplied in the reports is unknown as this evaluation was not an audit. However, in one case, the summary of the third quarter financial report contained several calculation errors.

Accounting (and partial budget control) in the larger organizations (Peace Corps, ACDI and BARA/University of Arizona) is managed by accounting departments that have well established procedures and are familiar with USAID requirements. FAVA/CA and WCRF are smaller organizations that have more modest accounting capabilities. WCRF, the smallest organization, has a special bank account for the farmer to farmer program since this organization does not have an accounting system with cost centers. It is the opinion of the evaluator that all organizations appeared to have proper control and management of the funds. No specific problems related to disbursements or advances of funds were reported to the evaluator. Nonetheless, it is recommended that VOCA's Financial Officer visit all subgrantees and conduct a detailed inspection of their farmer to farmer programs accounting systems to ensure compliance with AID's regulations.

### **Progress Reports**

Both the PASA and the subgrantee agreement require submission of quarterly progress reports. This requirement was met by all participating organizations. According to the subgrantee agreement, the progress reports should consist of: (1) a listing of volunteers during the quarter; (2) total days served by volunteers completing assignments during that quarter; (3) countries of assignment; and (4) one-line descriptions of volunteers' tasks. These guidelines were followed to various degrees by the participating organizations. Generally, most first and second quarter reports were weak, perhaps, because there was not much to report. The quality of the progress reports has improved

with time; but, still there are reports that don't provide all the information requested.

Progress reports are useful tools in monitoring project achievements and in detecting problem areas. VOCA should encourage improvement in the quality of the reports as these are, in most instances, the only written communication link between VOCA and subgrantees. The following recommendations are proposed for consideration:

- VOCA should develop guidelines and an outline for progress reports that incorporates the information considered essential for administrative and general information purposes.
- In addition to the information already requested, the reports should include sections on:
  - quarter achievements compared to targets
  - problems encountered in achieving targets and action taken to solve problems
  - next quarter's plans
  - year to date summary of:
    - number of volunteers completing assignment
    - number of volunteer days
    - number of volunteer days per assignment
    - volunteer cost per volunteer-day
    - administrative cost per volunteer-day
    - cost per volunteer assignment
  - request for funds for next quarter.
- Progress reports should be submitted within 45 days after the end of the quarter.
- AID/FVA/PVC should also require the above information from Peace Corps.

### Files and Records

The evaluator conducted a superficial inspection of the subgrantees' project files. Time was a limiting factor in this evaluation, hence more attention was devoted to other evaluation parameters. The inspection revealed that there is significant variation in the amount of paperwork generated by the various organizations. It was clear that, in keeping with VOCA's philosophy and instructions, a minimum amount of paperwork and records were kept. All organizations kept files and/or records on each assignment and on the volunteers.

An area of concern to the evaluator is related to agreements/contracts records. Considerable amount of time was spent sorting out proposals, agreements, modifications, extensions and other documents related to contractual obligations. VOCA's basic subgrantee agreement, signed by both parties, does not state amount of funds committed, dates of agreement, or number of volunteer placements. These important terms of reference are stated in other documents (proposals and/or letters) which

are not signed by both parties nor attached to the subgrantee agreement. In some instances, letters refer to verbal approvals or telephone conversations approving modifications and or actions. This situation reflects VOCA's contractual procedures rather than subgrantee deficiencies. To correct this situation it is recommended that VOCA develops:

- Standardized subgrantee agreements and/or contracts that include at least:
  - effective dates of agreements
  - terms of reference
  - scope of work
  - time schedule of events
  - reports
  - budget and financial obligations
  - contract termination and/or modification
  - other contractual obligations
- Appropriate ammendment forms and procedures for effecting agreement modifications. It is important that both parties agree and sign any changes.

The above documents should be simple and devoid of legal jargon. It is suggested that VOCA seeks the services of a specialist in this area to prepare the contractual documents. Perhaps a volunteer could perform this task.

### **Viability of Assisted Projects**

Identification of viable projects for volunteer assignments is a critical component of the Farmer to Farmer Program. Peace Corps and all subgrantees, except WCRF, have experienced difficulties in identifying appropriate projects. It appears that the problem is not a lack of opportunities or demand for the services. The problem relates more to the institutional contacts and the knowledge of specific project opportunities. Those organizations, such as WCRF, that were already conducting an informal farmer to farmer program had few problems fielding volunteers. BARA, on the other hand, had to develop the project identification capability. Following, brief comments are given on each organization.

**WCRF** - This organization manages a project in Haiti that provides technical assistance and training to farmers and well-drilling services. All WCRF volunteer farmers are assigned to this project.

**ACDI** - Target countries for ACDI are Egypt, Costa Rica and the Philippines. Assignments are identified by ACDI's personnel assigned to the farmer to farmer program in each of the above countries. Thus, an effective capability of viable project identification is built into the

program. Identification of farmer to farmer assignments has not been a serious problem for ACDI.

**FAVA/CA** - This organization has extensive institutional ties and contacts in the Caribbean region. FAVA's staff also travels regularly throughout the region presenting an ideal opportunity for "marketing the program." Since agriculture (farming) was not a principal component of FAVA's programs, volunteers were assigned at the beginning of the program to on-going projects that were not directly related with agricultural production. The trend during the past six months has been towards identification and placement of volunteers in projects that are involved directly in farmer income generation.

**BARA** - University of Arizona's institutional relationships and contacts have been BARA's primary links in identification of US volunteer farmer assignments. Volunteer placements during the early phases of the program were peripherally related to farmers. During the past nine months, volunteer assignments reflect more closely the philosophy of the farmer to farmer program; however, BARA's program needs to expand its clientele to include more opportunities for volunteers to work directly with farmers or farmer cooperatives.

**Peace Corps** - Field personnel and Peace Corps volunteers are in ideal positions to identify viable farmer to farmer assignments at the farm level in developing countries. In addition, PC volunteers can serve as counterparts to the US farmers and implement the recommendations once the US farmer has left. This situation, however, has not yielded many requests for US farmer volunteers, in spite of the thousand of PC volunteers posted around the world. Low priority and visibility, administrative difficulties, competition from the Peace Corps Associate Volunteer Program and reluctance of some PC officers to accept the short-term technical assistance concept have contributed to the low level of requests. The program needs more support from highly placed officials at Peace Corps so that field personnel are stimulated into actively searching for viable assignments.

#### **Recruitment/Placement of Volunteers**

The terms of reference define this evaluation parameter as follows: "timely recruitment and placement of volunteers that match the technical requirements of the projects for which they were recruited." The evaluator was not in a position to draw valid conclusions on this because of the small sample size of volunteers interviewed. Two WCRF volunteers reported that their skills matched very well those needed for the assignment and that they were in Haiti at the most appropriate time to do the work. Similar responses were given by one FAVA/CA and one BARA volunteer interviewed. A review of FAVA's volunteer evaluations showed that 18 volunteers thought that their skills were "a good match" (5 on a scale of 1 to 5) with those needed by the project. The remaining 2 volunteers rated the match as "somewhat a good match" (3 and

4 rating on the 1 to 5 scale). Section A of this report -- VOCA Evaluation -- presents a detailed discussion of this evaluation parameter based on a survey of more than 80 volunteers and 28 host organizations.

### **Cost Effectiveness**

An important component of any project evaluation is the determination of the cost of the project's activities and how this cost compares to similar activities in similar projects. Cost effectiveness, in this report, is used as a comparative measure of costs associated with provision of short-term technical services of a similar nature by dissimilar organizations. Three key costs used in the cost effectiveness analysis are discussed below.

#### **Volunteer Cost per Volunteer-Day**

Volunteer costs are an aggregate of all costs incurred by the US volunteer farmer from the time he/she leaves home until his/her return. Generally, these costs include international, US and local air fares, lodging, meals, ground transportation and miscellaneous costs while on assignment. Volunteer cost per volunteer-day is calculated by dividing the total volunteer cost for the entire assignment by the number of days spent in the assignment.

Table B-1 shows the volunteer cost per volunteer-day for all subgrantees, Peace Corps and VOCA. The costs vary from \$41 to \$142 with an average cost of approximately \$110. World Christian Relief Fund (WCRF) has the lowest cost per volunteer-day (\$41). WCRF's volunteers are assigned only to Haiti where lodging, meals and miscellaneous costs do not exceed \$10 per day. Economies are also effected in air fares by flying in missionary operated aircraft. The highest cost, \$142, for Peace Corps (PC), is actually a cost incurred by VOCA in fielding PC's volunteers. The higher cost compared to VOCA's volunteer costs of \$106 for 1988 and \$134 for 1987 cannot be readily explained. ACDI's cost is close to the average, while FAVA/CA is about 22% higher and BARA 11% lower than the average. Factors responsible for the differences in cost include: (1) length and location of the assignment; (2) cost of local transportation; (3) accompanying spouse; and (4) miscellaneous in-country expenditures. In general, the average cost of \$110 per volunteer-day is very reasonable considering that it is an all-inclusive cost.

#### **Administrative Cost per Volunteer-Day**

This cost encompasses all costs associated with the volunteer's assignment that are not part of the volunteer cost discussed above divided by the number of days in the assignment. The administrative

cost includes primarily institutional costs such as staff salaries and benefits, direct costs and indirect costs.

The data on Table B-1 show very marked differences in administrative cost per volunteer-day. The average administrative cost, excluding WCRF, is \$249 per volunteer-day. WCRF is excluded because it charges no salaries, direct costs or overhead to the farmer to farmer program. Peace Corps' high cost (\$300) is attributable to the very low number of volunteers it placed during the first year of the program's operation. Should all 50 volunteers had been placed by PC the administrative cost per volunteer-day would likely be under \$100.

ACDI and BARA's administrative costs are similar (\$154 and \$149, respectively) and about 40% lower than the \$249 average for all organizations. FAVA/CA's administrative cost, on the other hand, is about 43% higher than the average cost (\$355 vs. \$249). Short assignments (11.5 days on the average) and a relatively high overhead rate contribute to FAVA's high administrative cost to date. It should be noted that the cost will decrease as the remaining 36% of the proposed assignments are completed in the next three to four months. For comparison purposes the participating organizations are listed below in order of ascending administrative costs per volunteer-day.

<u>Organization</u>	<u>Cost \$</u>
WCRF	0
BARA	149
ACDI	154
VOCA (1987)	252
VOCA (1988)	286
PC	300
FAVA/CA	355

VOCA's administrative cost per volunteer-day for 1987 and partial 1988 are \$252 and \$286, respectively. These costs were provided to the evaluator by VOCA. They are based on actual costs billed to the farmer to farmer program including predetermined percentages of indirect costs (VOCA does not have an overhead rate established for institutional use).

#### **Total Cost per Volunteer Assignment**

This cost is calculated by dividing all program costs (volunteer costs and administrative costs) by the number of volunteer assignments. The data in Table B-1 present the total cost on actual basis and proposed basis, which is the projected cost submitted by the subgrantees and Peace Corps in their proposals. The average proposed and actual total costs, for all participating organizations except VOCA, are \$7,162 and \$9,350, respectively. There was very little difference between the proposed and actual total costs for FAVA/CA, ACDI and WCRF. Large differences, however, are evident in the cases of BARA and PC. In the case of BARA, the proposed cost is inflated by the second subgrant of \$97,148, which was not needed to complete the proposed 18 assignments.

TABLE B-1

## COST ASSOCIATED WITH VOLUNTEER PLACEMENTS--VOCA, SUBGRANTEES AND PEACE CORPS

Category	PARTICIPATING ORGANIZATIONS											
	FAVA/CA		ACDI		WCRF		BARA		PC		VOCA	
	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Actual 1987	Actual 1988*
Number of Volunteers	41	26	62	19	72	38	18	16	50	6	21	23
Number of Volunteer Day	-	298	-	644	-	1069	-	533	-	311	1385	929
Number of Volunteer Days/Assignment	-	11.5	-	34	-	28	-	33	-	59	66	40
Volunteer Costs/ Volunteer Day	-	\$134	-	\$113	-	\$41	-	\$98	-	\$142	\$106	\$134
Administrative Cost/ Volunteer Day	-	\$355	-	\$154	-	\$0.86	-	\$149	-	\$300	\$252	\$286
Total Cost Per Volun- teer Assignment	\$5,978	\$5,611	\$9,355	\$9,343	\$1,515	\$1,181	\$15,068	\$8,240	\$3,894	\$22,376	\$23,640	\$16,97

\*First Six Months of 1988

The very large difference between the proposed and actual costs of the PC assignments is a result of the low level of placements. Peace Corps placed only 12% of the proposed volunteers in the first year but used close to 50% of the administrative budget. A ranking of the participating organizations based on the actual cost per volunteer assignment is as follows:

<u>Organization</u>	<u>Cost \$</u>
WCRF	1,181
FAVA/CA	5,611
BARA	8,240
ACDI	9,343
VOCA (1988)	16,973
PC	22,376
VOCA (1987)	23,640

VOCA's actual cost per volunteer assignment in 1988 was about 28% less than in 1987, although the volunteer and administrative costs per volunteer-day are higher than in 1987. In order to reduce the actual cost per volunteer assignment to approximately \$9,500, VOCA would have to place over 100 volunteers per year and maintain costs at the level of the first 6 months of 1988.

The three costs discussed above should be considered by VOCA in future subgrantee agreement negotiations. It is not implied here that, for example, those above the average or some arbitrary amount should not be allowed to participate in the subgrantee program. Rather, the costs should be used as a tool in assisting both VOCA and the subgrantee in preparing realistic budgets and establishing reasonable volunteer placement goals based on available funding at a given time. Specific recommendations and comments on the above costs are given for each subgrantee in the upcoming subgrantee profiles.

#### **The Florida Association of Voluntary Agencies for Caribbean Action**

**Organization:** The Florida Association of Voluntary Agencies for Caribbean Action/Farmer to Farmer Program (FAVA/CA/FTF Program). FAVA/CA, a nonprofit, membership agency, was created in 1981 as an outgrowth of an official state mission to Haiti led by the Lieutenant Governor of Florida. From Haiti, it later expanded to other countries in the Caribbean Basin.

"FAVA/CA's mission is to assist the social, economic and democratic development of the people of the Caribbean by delivering Florida's human and material resources to the region through partnerships with

individuals and organizations." The organization's principal activities include training, technical assistance and community support in the areas of health, education, agriculture and business development. Initial funding was provided by USAID. State and federal contracts, membership fees and corporate sponsorships are also funding sources.

**Agreement Type:** Farmer to Farmer Program VOCA-Subgrantee Agreement signed by FAVA/CA and VOCA on April 15, 1987.

**Agreement Dates:** March 1, 1987 through February 29, 1988 according to an April 15, 1987 letter from VOCA's vice president to FAVA/CA's executive director.

**Contract Amount:** \$186,662 - First Subgrant  
58,444 - Second Subgrant  
\$245,106 - Total

**Agreement**

**Modifications:** November 6, 1987 - FAVA/CA request modification of scope work.

February 25, 1988 - Agreement termination date extended from February 29, 1988 to August 31, 1988 with no additional funding. Also, the number of volunteers was increased from 20 to 30 at no additional cost.

August 1, 1988 - Request by FAVA/CA to extend the original agreement through December 31, 1988, increase the number of volunteers by 11 and increase the funding by \$58,444. This request was approved by VOCA on August 5, 1988.

**Volunteer**

**Placements:** The proposal submitted to VOCA stipulated the placement of 20 US volunteer farmers during the first year of the project. Ten additional volunteers were added on February 25, 1988 and 11 on August 5, 1988.

**Reporting:** Quarterly progress and financial reports to be submitted to VOCA.

**Project Personnel:** Personnel assigned to the project as of August 31, 1988 include:

- Bill Neiderberger - Program Coordinator Full-time from April 1987 through September 15, 1987.

- David Pasquarelli - FAVA/CA Executive Director, part-time from September 15, 1987 to present (actual time charged to program).
- David Schmeling - FAVA/CA Associate Director; part-time from Sept. 15, 1987 to present (actual time charged to program).
- Secretarial support as required by the project.

## **Analysis and Conclusions**

**Contractual Agreement** - The two-page Farmer to Farmer Program VOCA-Subgrantee Agreement, signed by VOCA and FAVA/CA officers, stipulates a number of activities that have been agreed upon by both parties. As with other subgrantee agreements, it does not state the number of volunteers to be fielded or the amount of the subgrant. This information is contained in other documents (letters and/or proposals) which are not jointly signed by the parties involved.

**Financial Status:** - The total amount of the subgrant approved by VOCA for a 12 month operation of the FAVA/FTF Program (March 1, 1987 - February 29, 1988) was \$186,662. As of May 31, 1987 (first 15 months of the project) a total of \$145,898 had been spent in fielding 26 volunteers (Exhibit A). The balance (\$40,764) of the subgrant is expected to cover all expenditures related to fielding the remaining four volunteers, covered under the first extension, by August 31, 1988 plus expenses not yet included in the May 31, 1988 status report. The second subgrant of \$58,444 approved in August, 1988 is not included in this discussion.

**Volunteer Placement** - Initially, the FAVA/CA/FTF Program proposed to place 20 volunteers in one year. In February 1988 the project was extended for a period of six months (18 months total project life) and the number of volunteer placements increased from 20 to 30 without increasing the total cost of the project. Twenty six volunteers had completed assignments by May 31, 1988. The remaining four volunteers would be placed before the end of the present extension (August 31, 1988), thus fulfilling the terms of the agreement. Eleven volunteers will be placed between August and December 1988 under the second subgrant.

The profession/speciality of the volunteers and the primary recipients of the technical assistance are discussed below in the interest of providing a better understanding of this program. According to the quarterly reports, volunteer reports and other documents made available to the evaluator, 18 persons had participated in 26 technical technical missions as of May 31, 1988. Five of the 18 volunteers are farmers or part-time farmers. The remaining 13 volunteers are extensionists (4-H specialists), economists, lawyers, farm machinery specialists, agricultural engineers, educators and sociologists.

EXHIBIT A

MARCH - MAY QUARTERLY EXPENDITURE STATEMENT

FAVA/CA - VOCA FARMER-TO-FARMER PROGRAM, CY 1987-88

	Budget	Quarter	Y-T-D	Remaining
<b>Salaries/Benefits</b>	-----	-----	-----	-----
Program Manager (100%)	\$39,025	\$7,872	\$31,872	\$7,153
Secretary (25%)	4,875	1,383	4,383	492
Benefits	14,487	1,085	9,995	4,492
	-----	-----	-----	-----
	58,387	10,340	46,250	12,137
<b>Travel</b>				
<b>Volunteer Recruitment</b>				
& Evaluation	6,000	1,605	5,396	604
<b>Volunteer Expenses</b>				
Belize	15,095	1,922	13,171	1,924
Grenada	14,778	309	7,334	7,444
St. Vincent	10,874	1,682	13,588	(2,714)
Antigua	12,160	5,940	5,940	6,220
	-----	-----	-----	-----
	52,907	9,853	40,033	12,874
<b>Total Direct Costs</b>	117,294	21,798	91,679	25,615
<b>Indirect Costs @.5914</b>	69,368	12,891	54,219	15,149
	-----	-----	-----	-----
<b>GRAND TOTAL</b>	186,662	34,689	145,898	40,764

Two broad groupings of organizations/institutions have been the recipients of the assistance provided by the FAVA/CA farmer to farmer assignments. One of the groupings includes organizations engaged in youth development and training/education programs. Eleven of the 12 volunteer assignments executed during the first three quarters of the program were in this grouping. The second grouping of organizations includes agricultural development agencies that deal directly with farmer cooperatives and/or associations. About one-half of all the assignments were directed to these grouping of organizations --primarily to the Belize Agency for Rural Development (BARD) and the Antigua Organization for Agricultural Development (AOD). In Belize, BARD served as host for the technical assistance provided to at least eight farmer cooperatives or groups located in economically depressed areas. AOD, in Antigua, received assistance itself, from two volunteers and hosted a volunteer who provided technical assistance to beekeepers.

It appears, therefore, that during the first 9 months of the Farmer to Farmer Program, assistance was furnished by extension-type personnel and nonfarmers to youth development and agricultural education programs. Beginning with the fourth quarter (December 1987), the Farmer to Farmer Program focus was directed towards farmers and farmer organizations. The kind of assistance provided during this period also reflects a definite tendency towards meeting local farmer technical needs. Future volunteer placings (11 assignments) are also directed to farmer income producing projects.

**Reporting** - The VOCA-Subgrantee Agreement requires submission to VOCA of quarterly financial and volunteer placement reports. FAVA/CA has complied by submitting the following reports:

- July 16, 1987: First Quarter Report for the months of March, April and May 1987.
- September 18, 1987: Second Quarter Report for the months of June, July and August 1987.
- December 7, 1987: Third Quarter Report for the months of September, October and November 1987.
- February 29, 1988: Fourth Quarter Report for the months of December 1987 and January and February 1988.
- June 1, 1988: Progress Report - for the months of March, April and May 1988.

The reports have been submitted within 1.5 months after the end of the quarter. Each report tabulates: (1) volunteer completions during the quarter by country; (2) number of volunteers-year-to-date; (3) days served by volunteers during the quarter; and (4) days served year-to-date. In addition, the reports contain a short summary of the volunteers missions and a financial statement. The information provided is

adequate. However, a section on future volunteer placements would be useful.

**Volunteer Costs** - The administrative and volunteer costs per volunteer-day are calculated below using information presented in the progress report for the period ending on May 31, 1988.

Number of volunteers completing assignments = 26  
Number of volunteer days = 298  
Number of volunteer days per assignment  $(298 \div 26) = 11.5$   
Volunteer cost per volunteer day  $(\$40,033 \div 298) = \$134$   
Administrative cost per volunteer day  $(\$105,865 \div 298) = \$355$   
Cost per volunteer assignment  $(\$145,898 \div 26) = \$5,611$

The volunteer cost includes all direct costs associated with the volunteer (including spouse if applicable) such as: (1) all international and domestic air travel; (2) lodging and meals; and (3) any expenditures incurred directly by the volunteer while on assignment. The administrative cost includes all expenditures not included in the volunteer cost such as administrative salaries, direct costs related to program administration and indirect costs (overhead) of the implementing organization.

**Comments** - Noteworthy features of the FAVA/CA/FTF Program are discussed briefly.

- The FAVA/CA/FTF Program is presently well organized and administered. There is very little bureaucracy built into the program so mobilization of volunteers can be done efficiently.
- The results of a short evaluation conducted by FAVA at the time the volunteers return from their assignment indicated that (based on 21 responses):
  - About one-half of the volunteers thought that the problem to be addressed was "well defined" before their visit. The other one-half thought it was "somewhat" adequately defined.
  - Approximately 85% of the volunteers believed that there was a "good match" of their skills and the project needs. The other 15% thought there was "somewhat of a good match."
  - All volunteers surveyed thought that the travel arrangements were adequate and all volunteers also responded affirmatively when asked if they would volunteer again.

- About 95% of 21 volunteers queried responded affirmatively to whether or not follow-up work would be required.
- A strength and unique advantage of the FAVA/CA/FTF Program are its Caribbean contacts and a favorable institutional image in the region. This facilitates project identification, volunteer placement and access to local logistical support.
- FAVA's administrative cost is high--\$355 per volunteer-day. Two factors contribute significantly to this cost. The first is the overhead rate, which, at 59% of the total project cost, is the highest of all subgrantees. Reducing the rate to about 30% (to bring it more in line with two other subgrantees that charge overhead) would reduce the per volunteer-day administrative cost by about 25%. Computing the present overhead rate of 59% on salaries rather than on total project cost will have about the same effect. The second contributing factor is the short duration of each assignment -- approximately 11.5 days per volunteer. Increasing the number of days per assignment will increase the total cost per volunteer, somewhat, but will result eventually in substantial reduction in per volunteer-day administrative cost, particularly if overhead is computed on salaries only.
- The current trend of the FAVA/FTF Program towards placement of volunteer farmers on projects that directly impact on host country farmers' income is more in line with VOCA's perception of the Farmer to Farmer Program.

### **Recommendations**

It is recommended that VOCA continues to support FAVA/CA's Farmer to Farmer Program for at least two years beyond the December 31, 1988 termination date of the current subgrant. FAVA offers some unique characteristics that complement well VOCA's efforts in the Caribbean. Establishment of VOCA's own farmer to farmer programs in the Caribbean will require considerable effort, time and financial resources, which VOCA cannot spare at this time. Strategic collaboration in the region will be of substantive benefit for FAVA and VOCA. Specific recommendations for consideration in future collaborative efforts include:

- VOCA should negotiate with FAVA/CA an administrative cost per volunteer-day that is more in line with other subgrantees' costs. Although FAVA has already reduced the overhead rate from 59% to 47% in its recent proposal to place 11 additional volunteers through December 1988, further action is necessary to reduce the cost. An increase in the number of days per assignment should be considered since this action will not only lower the cost per volunteer-day, but can result in increased

effectiveness of the volunteers. A two-week minimum length of assignment would be desired.

- VOCA and FAVA/CA should jointly develop a two-year plan of action for a Caribbean farmer to farmer program that: (1) identifies target countries for each organization; (2) lists/identifies potential host organizations; (3) determines areas of assistance based on needs of farmers; and (4) sets goals for volunteer placements.
- VOCA's Latin America/Caribbean Regional Representative should act as liaison officer between the two organizations, coordinate regional activities with FAVA/CA, and monitor FAVA/CA's volunteer placements and financial processes.
- FAVA is encouraged to submit to VOCA all volunteer reports and evaluations along with the quarterly reports. This will assist VOCA in establishing an information resource bank to serve as reference for administrative and planning purposes.

### World Christian Relief Fund

**Organization:** World Christian Relief Fund/Farmer to Farmer Program (WCRF/FTF). WCRF is a nonprofit, charitable organization founded in 1975. It's headquarters are in McCrory, Arkansas. The organization's "aim and desire is to help increase the production of food in needy places and at the same time be a witness for Christ." It's primary work is in the Central Plateau of Haiti where volunteers use a 70 acre farm as a training site for local farmers. Excluding the farmer to farmer program, WCRF received close to \$80,000 in donations to operate its voluntary programs.

**Agreement Type:** There are three basic agreements between VOCA and WCRF in the form of "Farmer to Farmer Program Application for Funding."

**Agreement Dates:** March 1, 1987 through March 31, 1988 for the three agreements.

**Contract Amount:** \$109,080 (\$36,360 for each agreement)

#### **Agreement**

**Modifications:** Verbal extension of the agreements through March 31, 1989 to be followed by written confirmation. The extension will be at no additional cost to VOCA.

Verbal approval from VOCA to add 10 volunteers for row-crop work in Haiti at no additional cost.

**Volunteer**

**Placements:** A total of 72 volunteers were approved in the three funding agreements as follows:

- Well drilling: 24 volunteers
- Livestock production: 24 volunteers
- Row crop production: 24 volunteers

Verbal approval was given on July 26, 1988 for 10 additional volunteers in row crop production.

**Reporting:** Not specified in the funding agreement.

**Project Personnel:** Jay Lawhon - President WCRF  
Bill Gregory - Secretary Treasurer WCRF

Mssrs. Lawhon and Gregory do all the administrative work related to the project at no cost.

**Analysis and Conclusions**

**Contractual Agreement** - The three agreements between VOCA and WCRF on file at WCRF's offices are two-page requests for funding. These documents bear no signatures and probably are not legally binding.

**Financial Status** - The one-year budget for placing 72 farmers in WCRF's project in Haiti totalled \$109,080. As of June 30, 1988, a total of \$44,881.72 had been spent in volunteer placements (Exhibit A). This represents approximately 41% of the total funding. Unspent funds (\$64,198) will be used to field the remaining 34 volunteers included in the original proposal plus 10 additional volunteers in row crop production.

**Volunteer Placements** - The funding agreements requested funds for a total of 72 volunteer US farmers to be placed between March 1, 1987 and March 31, 1988. As of June 30, 1988 WCRF/FTF Program had placed 38 volunteers or about 53% of all the volunteers (Exhibit B). The principal reason for not achieving the target was the civil unrest in Haiti, which, from time to time, has prevented travel to the country and the project area. The program administrators indicated that there would be no problem in placing the remaining 34 volunteers plus an additional 10 within the next six months provided the political situation does not deteriorate.

Thirty (79%) of the 38 volunteers assigned to the project to date were active or retired farmers. The other eight volunteers were specialists in well drilling and/or instructors of agriculture. In all cases, the



EXHIBIT A

P. O. BOX 1013 • PHONE (501) 731-2529  
 MCCRORY, ARKANSAS 72101

BOARD OF DIRECTORS  
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 DR. MICHAEL PRIDDY  
 DONALD CAIN  
 JODIE ELLIS

VOCA  
 Suite 900  
 50 F Street  
 Washington, D.C. 20001

Dear Sirs;

Following is the report of expenses for the period 1 April through 30 June. I apologize for the tardiness of the report, there were some outstanding bills I wanted to check.

Volunteer	Date in	Date out	Project
Jay Lawhon	4-12	4-26	Well Drilling
	6-6	6-22	
John Houston(M/M)	4-12	4-19	Well Drilling
Dennis Perry(M/M)	4-12	4-19	Well Drilling
Jennifer Shumaker	5-24	6-7	Livestock
Tom Musselman	5-24	6-7	Livestock
Richard Herman	5-24	6-7	Livestock
Robert Miller	6-6	6-24	Well Drilling
T.H. Musgrove	6-6	6-17	
Terry Tucker	6-6	6-21	
Neal Vandine	6-6	6-21	

Living Cost	Airfare	Other	Admin.	
7363.47	57907.36	11990.62	376.59	Balance
5197.17	8028.25		214.34	Expended
2166.30	49879.11	11990.62	162.25	Balance

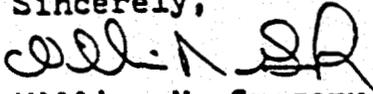
Sincerely,  
  
 William N. Gregory  
 Secy/Treas  
 WCRF

EXHIBIT B

VOLUNTEERS PLACED BY WCRF/FTF PROGRAM FROM  
MARCH 1987 THROUGH JUNE 1988

<u>NAME OF VOLUNTEER</u>	<u>DATES OF SERVICE</u>	<u>VOLUNTEER DAYS</u>	<u>PROJECT SPECIALITY</u>
Roger and Joann Hilan Goodhue, MN	1/7 - 3/23/88	77 X 2	Farming/Swine
Allen Nagel Tuckerman, AR	1/17 - 2/19/88	34	Farming
Don Dearing Holly Grove, AR	1/26 - 2/10/88	16	Farming
Frank Wolfe Gillette, AR	1/26 - 2/10/88	16	Farming
L. J. Sawyer McCrary, AR	2/1 - 2/19/88	19	Farming
Jay Lawhon McCrary, AR	2/1 - 2/19/88 4/12 - 4/26/88	19 15	Farming
Roy and Shelley Lee McCrary, AR	2/1 - 2/19/88	19 x 2	Farming
Jennifer Shumaker Conway, AR	1/26 - 2/3/88 5/24 - 6/7/88	9 15	Animal Prod.
Bill Gregory Augusta, AR	5/24 - 6/7/88 1/26 - 2/3/88	8 9	Well Drilling
Bob Miller Ft. Smith, AR	6/6 - 6/21/88	19	Well Drilling
T.H. Musgrove Ft. Smith, AR	6/6 - 6/17/88	12	Well Drilling
Jay Lawhon McCrary, AR	6/6 - 6/22	17	Farming
Tom Musselman Perryville, AR (HPI)	5/24 - 6/7/88	15	Animal Prod.
Richard Herman Perryville, AR (HPI)	5/24 - 6/7/88	15	Animal Prod.

Terry Tucker Wellsville, NY	6/6 - 6/21/88	16	Well Drilling
Neal Vandine Wellsville, NY	6/6 - 6/21/88	16	Well Drilling
John and Sherry Houston Conway, AR	4/12 - 4/19/88 6/7 - 6/14/88	8 x 2 8 x 2	Well Drilling Farming
Dennis and Wife Perry Morrilton, AR	4/12 - 4/19/88 6/7 - 6/14/88	8 x 2 8 x 2	Well Drilling Farming
Matt Huber Lancaster, PA	3/20 - 6/20/87 6/23 - 9/23/87	93 93	Farming
Bobby Edmonds Little Rock, AR	7/23 - 8/7/87	16	Vet. Asst.
D. Stoelzing Little Rock, AR	7/23 - 8/7/87	16	Farming
Felix and Carol Swan Bigelow, AR	7/23 - 8/7/87	16 x 2	Farming
J. Cornelius Little Rock, AR	7/23 - 8/7/87	16	Veterinarian
Bill Beaumont St. Joe, AR	8/7 - 8/18/87	12	Farming
Gene Rogers Marshal, AR	8/7 - 8/18/87	12	Soil Conservation
Arthur Porter Little Rock, AR	8/7 - 8/18/87	12	Animal Prod.
David Steele Little Rock, AR	8/7 - 8/18/87	12	Animal Prod.
Bill Gregory Augusta, AR	8/7 - 8/18/87	12	Well Drilling
Jay Lawhon McCrary, AR	11/10 - 11/24/87	15	Farming
N. Bianki Little Rock, AR	7/23 - 8/7/87	16	Farming

Isaac Jenkins Little Rock, AR	7/213 - 8/7/87	16	Farming
T. Gregory Augusta, AR	8/7 - 8/18/87	12	Farming
A. Nagel Tuckerman, AR	9/15 - 12/12/87	89	Farming
C. Nagel Tuckerman, AR	9/15 - 12/12/87	89	Farming

primary beneficiary was the farming community as a whole and some 150-200 individual farmers.

**Reporting** - There were no specific reporting instructions in the agreement documents made available to the evaluator. However, WCRF has submitted brief quarterly reports containing a financial statement and a list of volunteers with the dates of service and the project assisted. The dates of the reports and the periods covered are:

September 29, 1987 - Period: March 1987 through September 1987  
February 5, 1988 - Period: September 1987 through December 1987  
May 1988 - Period: January 1, 1988 through March 31, 1988  
September 2, 1988 - Period: April 1, 1988 through June 30, 1988

**Volunteer Costs** - For comparison purposes, the administrative and volunteer costs are calculated below.

Number of volunteers completing assignments = 38  
Number of volunteer days completed = 1069  
Number of volunteer days per assignment =  $(1069 \div 38) = 28$   
Volunteer cost per volunteer-day  $(\$43,964 \div 1069) = \$41$   
Administrative cost per volunteer-day  $(\$918 \div 1069) = \$0.86$   
Cost per volunteer assignment  $(\$44,882 \div 38) = \$1,181$

The volunteer cost includes all direct costs associated with the volunteer (including spouse if applicable) such as: (1) all international and domestic air travel; (2) lodging and meals; and (3) any expenditures incurred directly by the volunteer while on assignment. The administrative cost includes all others not included in the volunteer cost such as administrative salaries, direct costs related to program administration and indirect costs (overhead).

### **Recommendations**

The World Christian Relief Fund/Farmer to Farmer Program should be continued. This program fulfills a specific niche in a country that is in dire need of help. Haiti is also a country in which it is very difficult to carry out successful development projects. WCRF has the infrastructure in place to accept and manage volunteers at a very low cost. The project serves about 50 farmers directly through training and demonstration. Another 100 to 150 farmers, including women, are served through participation in a variety of activities such as well drilling and livestock production. The average yearly income of the beneficiary farmer is probably less than \$100. An estimated \$50 to \$60 per year are added to the farmers income as a result of this project and the assistance of the farmer to farmer program. In this light, the following recommendations are made:

- The project should be extended through December 1988 with no additional funding to allow WCRF to complete the 72 volunteer placements.

- The WCRF/FTF Program should be funded for 1989 and 1990 calendar years. The level of funding and intensity of volunteer activity will need to be determined jointly by VOCA and WCRF. It is doubtful that the project in Haiti can continue to absorb 75 or more volunteers per year without reaching a point of saturation and/or diminishing returns. Expansion of the project to other areas in the central plateau should be explored.
- A VOCA representative should visit the project site in Haiti in the near future. Familiarity with the project will be helpful in determining the future direction of the WCRF/FTF Program.
- VOCA and WCRF should determine as soon as possible the health and accident insurance needs of WCRF. Presently, WCRF provides no insurance to volunteers or disclaimers of liability.
- WCRF should continue submitting quarterly reports to VOCA. In addition to the volunteer placements and financial status sections, two short sections should be added --one on next quarter's plans and the other on special problems and implementation delays, if any. The one page evaluation forms filled out by volunteer farmers upon their return should also be included in the quarterly reports submitted by WCRF/FTF.
- VOCA's Latin America/Caribbean Regional Representative should: (1) act as liaison officer between VOCA and WCRF; (2) coordinate VOCA's activities related to WCRF; (3) oversee the subgrantee's financial aspects; and (4) monitor WCRF/FTF Program progress.

### **Agricultural Cooperative Development International**

**Organization:** Agricultural Cooperative Development International/Farmer to Farmer Program (ACDI/FTF). ACDI is a nonprofit, training, technical and management assistance organization founded in 1968. Its principal function is to provide long and short-term technical assistance and training support to agricultural cooperatives and farm credit systems, agribusiness and supporting government agencies in developing countries. ACDI is affiliated with the National Council of Farmer Cooperatives, the Farm Credit Council and the American Institute of Cooperation.

**Agreement Type:** Farmer to Farmer Program VOCA-Subgrantee Agreement. This agreement is a two page document that binds VOCA and ACDI in the execution of various activities.

**Agreement Dates:** October 5, 1987 through October 4, 1988 as stated in an October 23, 1987 letter from C. Cox to R. G. Gollehon. The Subgrantee Agreement was signed on October 23, 1987.

**Contract Amount:** \$580,055

**Agreement**

**Modifications:** Extension of project termination date from October 4, 1988 to December 31, 1988 with no additional funding.

**Volunteer**

**Placements:** A total of 62 volunteer placements were proposed by ACIDI/FTF Program as follows:

Egypt	32	Volunteers
Panama	20	Volunteers
Philippines	10	Volunteers

**Reporting:** Quarterly progress and financial reports to VOCA are stipulated in the Subgrantee Agreement.

**Project Personnel:** The following persons have been assigned to ACIDI's Farmer to Farmer Program:

**Washington/Headquarters**

- Umesh Mally - FTF Director (no salary charged to project) Oct. 5, 1987 to present.
- Laurie Timmermann - FTF Program Coordinator, full-time from Oct. 5, 1987 to April 18, 1988.
- Andrew Simpson - Recruitment Specialist, full-time, Oct. 5, 1987 to April 18, 1988; FTF Program Coordinator, full-time, from April 18, 1988 to present.
- Catherina Puffenberger - Executive Assistant, part-time approximately 20% on as needed basis.

**Philippines/ACIDI Office**

- Antonio Arcellana - ACIDI/FTF Program Manager, 60% of time from March 1, 1988 to present.

#### Egypt/ACDI Office

- Ahmed Abou - Bakar; FTF Program Manager, approx 25% of time from October 5, 1987 to June 30, 1988.
- Sharif Abecid - FTF Program Assistant, full-time from January 15, 1988 to June, 1988; FTF Program Manager, full-time from June, 1988 to present
- Mahamed El-Shinawi - Interpreter, full-time from Oct. 5, 1987 to June, 1988; Field Coordinator, full-time from June, 1988 to present.
- Secretary - one full time person.

#### Costa Rica/ACDI Office

- Patricia Chaves - FTF Program Field Coordinator, full-time from March, 1988 to present.

#### Analysis and Conclusions

**Contractual Agreement** - The contractual agreement (Farmer to Farmer Program - VOCA Subgrantee Agreement) is a two-page document that stipulates a number of activities that have been agreed upon by both parties. It is signed by VOCA and ACDI representatives. The agreement, however, does not state the number of volunteers to be fielded and/or the amount of the subgrant. These two important components of any agreement are mentioned in other documents (letters and/or proposals) which are not jointly signed by the parties involved.

**Financial Status** - The first year budget approved by VOCA for extension the ACDI/FTF Program was \$580,055. As of July 31, 1988 (first 10 months of the project) a total of \$183,258 had been spent (Exhibit A). This amount, about 32% of the total budget, was used in placing about 30% of the proposed volunteers. It is anticipated that the balance of the subgrant (\$396,797) will be spent in full by December 31, 1988 in fielding the remaining 43 volunteers.

**Volunteer Placement** - ACDI/FTF Program proposed to place 62 US volunteer farmers during the first year of operation. As of July 31, 1988, a total of 19 volunteers had completed assignments (14 in Egypt and 5 in Costa Rica) and 6 were in the field (4 in the Philippines and 2 in Costa Rica). Most of the remaining 37 volunteers have been scheduled for assignments in August, September and October of this year as shown in appendix III at the end of this report. ACDI/FTF Program managers are confident that all volunteers will be placed by December 31, 1988.

EXHIBIT A

ACDI FARMER-TO-FARMER PROGRAM  
Actual Expenditures 10/5/87-7/31/88

	Egypt 1987	Egypt YTD- 7/88	Costa Rica 1987	Costa Rica YTD 7/88	Sub Total	Less Exclusion of FFPH PRO-DATA Share of Sal/fringe	Tot
<b>I. Volunteer Costs</b>							
a. Airfare (555-001)	0	19,883.98	0	980.79	20,864.77		
b. Housing, Food and Clothing Costs							
(Housing: 555-002)	9000.00	6859.32	0	482.16	16,341.48		
(Perdiem: 555-006)	0	19,073.02	0	12,227.75	31,300.77		
c. Misc. (Volunteer/Translator: 555-004)	0	1,424.90	0	00.0	1,424.90		
(Volunteer/other Cost: 555-005)	0	1,890.74	0	545.47	2,436.21		
(In-Country Transport: 515-089)	0	2,529.37	0	357.62	2,886.99		
<b>Total Volunteer Costs</b>	<b>9,000.00</b>	<b>51,661.33</b>	<b>0</b>	<b>14,593.79</b>	<b>75,255.12</b>	<b>0</b>	<b>75,255</b>
<hr/>							
75 75,255.12 (Total Volunteer Costs)							
-----113.34 Cost per Volunteer Day							
644 (Total Volunteer Days)							
<b>II. Administrative Costs</b>							
a. Program Costs	17,774.34	32,904.73	205.00	4,742.55	55,626.62	(4,219.95)	51,406
b. Orientation Costs (Volunteer/Orientation: 555-003)	0	3,805.27	0	113.12	3,918.39	0	3,918
c. Indirect Costs	9,197.04	32,119.29	73.80	7,067.74	48,457.87	(1,519.18)	46,938
<b>Total Admin. Costs</b>	<b>26,971.38</b>	<b>68,829.29</b>	<b>278.80</b>	<b>11,932.41</b>	<b>108,002.88</b>	<b>(5,739.13)</b>	<b>102,263</b>
102,263.75							
(Total Admin Costs)							
-----154.01 (admin Cost Per Vol Day)							
664 (Total Volunteer Days)							
<b>TOTAL COSTS</b>	<b>35,971.38</b>	<b>120,490.62</b>	<b>278.80</b>	<b>26,517.20</b>	<b>183,258.00</b>	<b>(5,739.13)</b>	<b>177,518</b>

The volunteers' professions and the primary recipients of the technical assistance are discussed herewith by country. Of the 14 volunteers assigned to Egypt, 11 were associated with farming in the US (4 dairy farmers and 7 vegetable/fruit farmers), two were veterinary assistants and 1 was a nutritionist. The latter 3 volunteers were not farmers, but were closely associated with farming. The primary recipients of the assistance in Egypt were: (1) dairy farmers associated with 78 herds; and (2) over 40 vegetable/fruit farmers. The host organization was the Ministry of Agriculture, which provided extensionists as counterpart personnel that can be considered as secondary beneficiaries of the assistance provided. Farmers received the assistance through seminars/demonstrations and through visits of the volunteers to their farms.

In the case of the Philippines, three of the four volunteers assigned were not farmers, but all four volunteers worked directly with the Cooperative Rural Bank of Oxidental Negros, which was the primary recipient of the assistance. There was very little direct contact with farmers on this assignment. Similarly, three of the four volunteers assigned to Costa Rica were not farmers. The fourth volunteer was an active farmer with expertise in strawberry and vegetable production. He worked directly with 48 farmers (cooperative members) and with the strawberry cooperative staff; while the other 3 volunteers worked with the cooperative staff in credit, accounting, management and food processing related matters. It is the opinion of the evaluator that 6 of the 8 volunteers assigned to the Philippines and Costa Rica can also be considered as cooperative assistance projects. Thirteen (68%) of the 19 placements appeared to fit well ACDI's definition of the farmer to farmer program.

**Reporting** - The VOCA-Subgrantee Agreement stipulates submission to VOCA of quarterly reports that contain information on volunteer placements and on the financial status of the program. The following reports have been submitted to VOCA:

- March 18, 1988 - First quarterly report covering the period of October-December, 1987.
- June 14, 1987 - Second quarterly report covering the period of January - March, 1988.

The first and second quarterly reports were submitted about 2.5 months after the end of the quarter. The third quarterly report for the period ending in June, 1988 had not been submitted to VOCA as of August 31, 1988. The quality of the first report was poor. It did not reflect the accomplishments well and provided no information on future activities. The second report's quality improved considerably; however, the future activities section could have been highlighted. The financial information presented in the reports (including the summary of expenditures and the request for funds) is adequate.

**Volunteer Costs** - For comparison purposes, the administrative and volunteer costs per volunteer-day are calculated below:

Number of volunteers completing assignments = 19  
Number of volunteer days = 644  
Number of volunteer days per assignment (644 ÷ 19) = 34  
Volunteer cost per volunteer day (\$75,255 ÷ 644) = \$113  
Administrative cost per volunteer day (\$102,264 ÷ 644) = \$154  
Cost per volunteer assignment (\$177,519 ÷ 19) = \$9,343

The volunteer cost includes all direct costs associated with the volunteer (including spouse if applicable) such as: (1) all international and domestic air travel; (2) lodging and meals; and (3) any expenditures incurred directly by the volunteer while on assignment. The administrative cost includes all expenditures not included in the volunteer cost such as administrative salaries, direct costs related to program administration and indirect costs (overhead) of the implementing organization.

**Comments** - The following comments are made for the purpose of highlighting special characteristics of the program.

- The overall project appeared to be well managed and well organized. Most information was readily available except for financial data which was processed in another department.
- It was apparent that once the project was established and most procedures were in motion, one full-time person at headquarters can administer in excess of 50 requests per year with the assistance of experienced field personnel that can identify viable projects for volunteer placements.
- ACIDI/FTF Program personnel prepared an excellent manual for use by US volunteer farmers in Egypt, Costa Rica and the Philippines. Each manual has specific information on project procedures, the assignment, communications abroad, administrative matters, previous projects in the country, and overall cultural aspects. Other subgrantees, Peace Corps and VOCA should prepare similar manuals for their target countries.
- A strength of ACIDI/FTF Program is the in-country support provided by ACIDI's office staff in each of the three target countries. These persons identify projects needing assistance, prepare the scope of work, provide all logistical support for the volunteer, monitor the volunteer's progress, and coordinate activities with local organizations. This backstopping increases the effectiveness of the volunteers and reduces stressful conditions otherwise caused by continuously having to "fend for one's self."

## Recommendations

ACDI/FTF Program officials stated that the program will not be extended beyond December 31, 1988. Hence, no recommendations are presented here for future project implementation, except for a few comments related to proposed future collaborative efforts summarized below.

VOCA and ACDI officers are presently discussing a collaborative agreement for logistic, administrative and office support to be provided by ACDI's office in the Philippines. This is an excellent concept since strong in-country logistic and administrative support is a prerequisite for successful project implementation. Careful attention, however, should be given to realistic identification and definition of the roles of VOCA and ACDI's personnel in the proposed program. For example, while in the Philippines, the evaluator detected a high potential for conflict between VOCA and ACDI's FTF Programs because of lack of definition of operational procedures. The two programs, in fact, were competing with each other and in some cases for the same client. This situation caused confusion and uncertainty among potential clients. It is, therefore, recommended that only one farmer to farmer program be established in the Philippines.

The program mentioned above should be a VOCA Farmer to Farmer Program with the following characteristics:

- VOCA headquarters staff would: (1) recruit and mobilize all volunteers; (2) administer the finances; and (3) provide all logistic support in the United States. Volunteers would receive advances from VOCA to cover all projected expenditures.
- ACDI/Philippines staff would: (1) participate in the identification of projects and preparation of scopes of work; (2) provide logistic support to volunteers; (3) monitor volunteer progress; and (4) make arrangements for debriefings. ACDI's local costs (staff time, travel and per diem and overhead) would be billed directly to VOCA.
- VOCA's Asia Regional Representative would act as program coordinator and as liaison officer between VOCA and ACDI. The Regional Representative also would: (1) actively participate in project identification; (2) assist in volunteer identification/recruitment; (3) oversee the program's financial aspects; and (4) monitor the program's overall progress.

## Bureau of Applied Research in Anthropology

**Organization:** Bureau of Applied Research in Anthropology/Farmer to Farmer Program (BARA/FTF Program). BARA is a nonprofit, research organization within the Department of Anthropology at the University of Arizona. BARA's principal activities are "applied work and basic research on issues relevant to human behavior and development within local, state, national and international contexts." A state-funded organization, BARA also seeks external sources of funding to conduct development projects.

**Agreement Type:** Farmer to Farmer Program VOCA-subgrantee Agreement. This is a standard two-page document that binds VOCA and BARA in the execution of the farmer to farmer program.

**Agreement Dates:** March 1, 1987 through February 29, 1988.

**Contract Amount:**

\$174,083	- First Subgrant
97,148	- Second Subgrant
<u>\$271,231</u>	- Total

**Agreement Modification:** Project extended through September 30, 1988 with additional funding of \$97,148 approved April 19, 1988.

**Volunteer Placement:** The original agreement stipulated the placement of 10 volunteers. The March 1988 ammendment letter increased the number to 18 volunteers.

**Reporting:** Quarterly progress and financial reports to VOCA are stipulated in the Subgrantee Agreement.

**Project Personnel:** The following persons have been assigned to BARA/FTF Program:

Timothy Finan - Program Director, 25% of time, no salary charged to the program - March 1, 1987 to date.

Sandra Porter - Program Coordinator, 75% of time, March 1, 1987 through February 29, 1988; 100% of time March 1, 1988 to date.

Thoric Cederstrom - Technical Assistant, 25% of time, March 1, 1987 to July 30, 1987.

Daniel Sellen - Assistant Coordinator, 25% of time, August 1, 1987 to February 29, 1988; 50% of time March 1, 1988 to June 30, 1988.

Kathy Thompson - Assistant Coordinator, 50% of time from July 1, 1988 to date.

## **Analysis and Conclusions**

**Contractual Agreement:** The Farmer to Farmer VOCA-Subgrantee Agreement is a two page document, signed by both BARA and VOCA, that stipulates a number of activities that have been agreed upon by both parties. As is the case with other subgrantee agreements, this document does not state the number of volunteer placements or the amount of the subgrant. These important components are mentioned in other documents -- usually not signed by both parties.

**Financial Status:** The budget approved for the first year of operation (March 1, 1987 to February 29, 1988) of the BARA/FTF Program was \$174,083. The project extension through September 30, 1988, added \$97,148 for a total subgrant of \$271,231. This amount would place 18 volunteers during a 19-month period.

As of June 30, 1988, a total of \$131,847 had been spent in fielding 16 volunteers (Exhibit A). An unspent amount of \$139,384 (\$271,231 - 131,847) is, therefore, assumed to have been available from July 1, 1988 through September 30, 1988 for placement of the remaining two volunteers. Given the history of the project of placing approximately one volunteer per month (16 volunteers in 16 months), the cost of placing the two remaining volunteers would amount to about \$16,480 ( $\$131,847 \div 16 \times 2$ ). This amount plus the total spent through June 30 ( $\$16,480 + 131,847 = \$148,327$ ) and subtracted from the original grant ( $\$174,083 - 148,327$ ) leaves a positive balance of \$25,756 as of August/September 1988. At this point it is clear that the program could have been extended through September 30, 1988, with no increased funding and 10 rather than 8 additional volunteer placements.

The second subgrant of \$97,148 plus the \$25,756 estimated residual from the first subgrant total \$122,904. Assuming a contingency of 15% (\$18,435) for late billings, work done on future volunteer placements and miscellaneous expenses, a total of \$104,468 should be available currently for future placements of at least 12 volunteers.

**Volunteer Placement:** BARA/FTF Program's proposal aimed at placing ten volunteers during the first year of the project (March 1, 1987 to February 29, 1988). This target was expanded to 18 volunteers as the project was extended through September 30, 1988 for a total life of project of 19 months. By June 30, 1988, a total of 16 volunteers had

EXHIBIT A

SUMMARY

PROGRAM DATA

Number Project Requests Recieved: 29

Status	Number
Acted on at BARA:	22
Referred to Voca:	6
Advise and Referral to other institutions:	1

Number Projects Represented: 7

Volunteers Completed Assignment: 16

Total Days Assistance Provided: 533

Average Number Days Assistance Per Volunteer: 33.31

Average Number Days Assistance Per Project: 89

PROGRAM FINANCES

In-Kind Contributions: \$18933 \*

In-Kind Contributions as % of volunteer expenses: 36.3%

In-Kind Contributions as % of total program costs to date: 14.4%

Total Volunteer Expenses (through 6/19/88): \$52092

Average Expenses Per Volunteer: \$3256

Average Expenses Per Volunteer Per Day: \$98

Total Program Costs to date (as of 30 June): \$131,847.00

Total Volunteer Expenses as % of Total Program Cost to date: 40%

\* Additional in-kind contributions were provided by some projects, but we do not have dollar estimates. This total, therefore, is a very conservative one.

completed their assignments. The remaining two volunteers were scheduled for assignments during the following quarter; thus, meeting the 18-placements obligation.

The 16 volunteers placed during the first 16 months of the project were diverse in their areas of expertise, background and experience. One of the 16 volunteers was an active farmer (beekeeper). The other 15 volunteers were nonfarmers with the following specialties: five were graduate students and/or recent graduates in animal science, fish culture and/or agricultural education; three were agricultural extensionists; two were soils specialists; three were fish pathology and/or fish culture specialist; and one was a livestock specialist.

Information gathered from project reports/documents and interviews indicates that five, of the eight volunteers placed in 1987, participated in assignments in Africa that dealt primarily with project designs, assessments, studies and evaluations rather than the direct provision of technical assistance to farmers. It is not clear what immediate impact, if any, these assignments had on intended target populations. Beginning in 1988, the trend of the program has been to use experienced specialists as volunteers in projects that directly or indirectly affect farmers' productivity. This trend reflects more closely the philosophy of the farmer to farmer program described in BARA's brochure. However, it is difficult to judge from the assignment summaries reviewed how much actual contact with farmers is being made and what benefit the farmers are deriving from the volunteer assignments.

**Reporting** - Submission of quarterly financial and progress reports are stipulated in the farmer to farmer subgrantee agreement. BARA/FTF Program has complied with this stipulation by submitting the following reports:

May 27, 1987:	First Quarter Progress Report
September 2, 1987:	Second Quarter Progress Report
January 10, 1988	Third Quarter Progress Report
March 1, 1988:	Fourth Quarter Progress Report
July 28, 1988:	Year Two First Quarter Report

Financial reports are submitted to VOCA by the office of Sponsored Projects Services of the University of Arizona. According to documents provided to the evaluator, reports have been submitted to VOCA on the following dates:

August 24, 1987	Financial Report for period ending June 30, 1987.
October 14, 1987	Financial Report for period ending September 30, 1987.
January 19, 1988	Financial Report for period ending December 31, 1987.

April 21, 1988

Financial Report for period ending March 31, 1988.

August 9, 1988

Financial Report for period ending June 30, 1988.

Generally, progress reports meet the guidelines outlined in the subgrantee agreement. The financial reports, on the other hand, are cumbersome and difficult to interpret if they are not used often--which is the case with VOCA. It is recommended that a summary of these reports be provided to VOCA using the guidelines in the subgrantee agreement.

**Volunteer Costs** - Various costs associated with volunteer placements are calculated below:

Number of volunteers completing assignments = 16

Number of volunteer days = 533

Number of volunteer days per assignment ( $533 \div 16$ ) = 33

Volunteer cost per volunteer day ( $\$52,092 \div 533$ ) = \$98

Administrative cost per volunteer day ( $\$79,395 \div 533$ ) = \$149

Cost per volunteer assignment ( $\$131,847 \div 16$ ) = \$8,240

The volunteer cost includes all direct costs associated with the volunteer (including spouse if applicable) such as: (1) all international and domestic air travel; (2) lodging and meals; and (3) any expenditures incurred directly by the volunteer while on assignment. The administrative cost includes all expenditures not included in the volunteer cost such as administrative salaries, direct costs related to program administration and indirect costs (overhead) of the implementing organization.

**Comments** - The following comments highlight special characteristics of the program.

- The program is administered by competent, well qualified personnel that have been with the program since it's inception. The farmer to farmer program is an important component of BARA's overall international program and, as such, it has high visibility.
- The program's staff has prepared a series of documents such as briefing packets and standard operating procedures that should be shared with VOCA and other subgrantees. Also, the computerized volunteer database would be useful to other subgrantees.
- It appears that the program has had some difficulties in identifying a "technical niche" that fits well within BARA's definition of its farmer to farmer program. Technical assistance provided varies from assessment/feasibility/study-type assignments to applied research to training. This is

perhaps more a reflection of limited access to a variety of clientele. The program has been, for the most part, searching for volunteer placements within University of Arizona international projects and contacts. Although this is an ideal and efficient collaborative effort, many University of Arizona programs in developing countries may not lend themselves to the farmer to farmer type of activity. Serious consideration, therefore, must be given to a strategic expansion of the program's clientele.

- It also appears that the farmer to farmer program has not taken full advantage of the University's well-known expertise in arid land agriculture, irrigation and soil conservation. Identification of projects in these areas would expand substantially the potential clientele for the program.

### **Recommendations**

It is recommended that the BARA/FTF Program be continued beyond the September 30, 1988 expiration date. BARA brings to the overall farmer to farmer concept various potential areas of expertise and talents that are not available to other subgrantees. Specific recommendations related to the program's continuation include:

- VOCA should extend BARA's program beyond September 30, 1988. Two options may be considered based on the funds already committed to the program and the availability of these funds for future placements discussed earlier. These options are:
  - Short-term Extension - Under this option the project would be extended through December 31, 1988 and 12 additional volunteers would be placed with no additional funds provided. This option is based on the availability of approximately \$105,000 unspent funds as of September 1988.
  - Long-term Extension - This option extends the project for a period of 15 months from July 1, 1988 through September 30, 1989. A minimum of 16 volunteers would be placed during this period. The option is based on the first year's placement history (16 volunteers in 16 months at the cost of \$131,847) and the availability of approximately \$139,000 unspent funds as of June 30, 1988. In this case the program would be expected to place at least 16 volunteers in 15 months at a cost of about \$139,000.

The long-term option should be given serious consideration. Previous experience revealed that, on the average, one volunteer was placed per month. Although some assignments have already been identified, the short-term option may require more than three months to complete. The long-term option will provide additional time for identification of assignments that

more closely match the philosophy of the farmer to farmer program. Neither option would require commitment of new funds except for: (1) much larger than anticipated backlog of billings as of June 30, 1988; (2) introduction of additional activities; and (3) substantial increase in the number of volunteer assignments, which is not recommended.

- BARA/FTF Program administrators should actively seek an expanded clientele through increased "program marketing efforts" with University of Arizona's own international programs, landgrant universities, agricultural development firms, USAID, USDA, nonprofit organizations, foundations and other state, national and international agricultural development entities. This may require the allocation of a modest amount of funds for travel and per diem.
- While seeking an expanded clientele for volunteer placements, the program should identify target regions and/or countries for volunteer assignments (for example, Sub-Saharan Africa, Lesotho, Dominican Republic, etc.). These targets should be set in consultation with VOCA so as to avoid duplication of efforts.
- VOCA should assign one of its regional representatives to: (1) act as liaison officer between VOCA and BARA; (2) coordinate activities between the two organizations; and (3) monitor program progress and financial processes.

### Peace Corps

**Organization:** Peace Corps/Farmer to Farmer Program (PC/FTF Program)

**Agreement Type:** Participating Agency Service Agreement (PASA) No. OTR-0705-P-AG-7221-00 between AID and Peace Corps. Memorandum of Understanding between AID, Peace Corps and VOCA.

**Agreement Dates:** September 1, 1987 through August 31, 1989.

**Contract Amount:** \$194,700 for first year of project.

**Agreement**  
**Modifications:** No modifications and or extensions as of August 31, 1988.

## **Volunteer**

**Placements:** PC/FTF Program objective was to identify placements, prepare scopes of work and provide some in-country logistic support for 50 volunteers during the first year of the program.

VOCA agreed to identify, recruit and mobilize the above 50 volunteers requested by PC/FTF.

**Reporting:** Quarterly progress and financial reports to AID.

**Project Personnel:** Project Supervisor (not funded by project):

Phil Jones - Oct. 1987 to Feb. 1988

Richard Record - Feb. 1988 to present

FTF Program Specialist/Manager, Full-time position

Lynne Lewis - Sept. 28, 1987 to July 8, 1988

Ben Way - July 18, 1988 to present

FTF Program Specialist/Assistant, Full-time position

Maggie Forester - Oct. 12, 1987 to June 3, 1988

Harrison Pettit - July 18, 1988 to present

## **Analysis and Conclusions**

**Contractual Agreement** - The three-way agreement between AID/Food for Peace Office, Peace Corps and VOCA is awkward. Financially and administratively, Peace Corps reports to AID since the PASA binds only Peace Corps and AID. Peace Corps' primary function is the identification of farmer to farmer projects and the submission to VOCA of scopes of work for each project; while VOCA has no supervisory responsibility or authority over PC/FTF Program activities.

**Dates of Agreement** - The agreement between AID and Peace Corps is for two years (September 1, 1987 to August 31, 1989), however, funding was committed only for the first year which ended Aug. 31, 1988. As of the above date, PC/FTF Program had not submitted a proposal to AID/FVA/PVC for funding the second year of the program.

**Financial Status** - Under the PASA, AID provided funds to Peace Corps totaling \$194,700 for the first year of operations of the unit administering the farmer to farmer program. Costs of recruiting and fielding volunteers are to be covered by VOCA out of AID grant funds allocated for this purpose. The revised financial statement provided to the evaluator by PC/FTF Program managers indicates that projected expenditures through August 31, 1988 amounted to \$93,493 (Exhibit A), of which \$53,936 were related to salaries and benefits. The unspent \$101,206 had been allocated primarily to training, post expenses, and travel.

EXHIBIT A

THE FARMER-TO-FARMER BUDGET: 1988  
 PASA: PURPOSE CODE 34

EXPENDITURES	DESCRIPTION	AMOUNT BUDGETED	YEAR-TO-DATE CUMMULATIVE EXP	1ST QUARTER	2ND QUARTER	3RD QUARTER	4TH QUARTER**	TOTAL REMAINING
SALARIES*		\$50,100	\$45,595	\$10,811	\$13,508	\$10,864	\$10,412	\$4,505
BENEFITS		\$8,267	\$8,341	\$1,297	\$3,289	\$2,610	\$1,146	(\$75)
TRAVEL/EVAL		\$30,000	\$10,271	\$1,671		\$2,600	\$6,000	\$19,729
Direct support		\$25,000	\$18,586					\$6,414
	computer			\$9,538	\$486	\$3,627	\$160	
	printing				\$1,405		\$2,165	
	supplies				\$428	\$378	\$400	
Training		\$33,633					\$0	\$33,633
Post expenses		\$30,000	\$2,200		\$1,400	\$200	\$600	\$27,800
Subtotal		\$177,000	\$84,994	\$23,317	\$20,515	\$20,278	\$20,883	\$92,005
OVERHEAD @10%		\$17,700	\$8,499	\$2,332	\$2,052	\$2,028	\$2,088	\$9,201
TOTAL		\$194,700	\$93,493	\$25,649	\$22,567	\$22,306	\$22,972	\$101,206
TOTAL BUDGET		\$194,700						
EXPENSES TO DATE		\$93,493						
TOTAL REMAINING		\$101,206						

\*SAL/BEN FIGURE AS OF AUG. 31, 1988

\*\*PROJECTIONS

**Volunteer Placements** - According to the terms of the PASA, the PC/FTF Program would place 50 volunteer farmers by the end of year one of the project (August 31, 1988). The accomplishments during the first year were: (1) placement of six volunteers of which five had completed their assignment by August 31, 1988; and (2) processing of 17 requests for assistance (in addition to the six completions mentioned above.) These 17 requests are presently at various stages of processing by PC/FTF Program's staff with one having been forwarded to VOCA for volunteer identification, recruitment and mobilization. PC/FTF Program, therefore, fulfilled 12% of its proposed target for the first year of operation with expenditures totalling about 48% of the budget.

It was difficult to ascertain the reasons for the low level of achievement of the program. The program specialists that managed the PC/FTF Program during most of the first year had left Peace Corps and very little evidence of the difficulties could be gathered from reports made available to the evaluator. Interviews with various individuals familiar with the program point to the following general problem areas:

- The goal of placing 50 volunteers during the first year and 50 during the second year of operation was too optimistic. A more reasonable goal would have been 25 placements in year one and 40 to 50 in year two.
- The farmer to farmer program was not given sufficient visibility and importance within the Peace Corps structure. This resulted in low levels of acceptance of the program at headquarters and in the field. Although progress has been made in increasing the number of requests from a few countries, the overall program has very low priority.
- Ambiguous program definition and objectives coupled with project personnel turnover contributed significantly to the longer than expected start-up phase of the program. Bureaucracy and time-consuming procedures characteristic of agencies such as Peace Corps added significantly to the time projected for processing volunteer requests.
- The simultaneous availability of the Peace Corps Associate Volunteer Program detracted attention from the farmer to farmer program and created confusion among field staff and Peace Corps volunteers attempting to identify farmer to farmer volunteer placements.

**Reporting** - Under the terms of the PASA, the PC/FTF Program should submit quarterly progress and financial reports to AID and a 10-month progress report. PC/FTF submitted three quarterly reports to AID between September 1, 1987 and August 31, 1988. The first report was submitted on February 12, 1987 for the four-month period between October 1, 1987 and January 31, 1988. A second quarterly report was

submitted on April 15, 1988 and a third quarterly report on June 22, 1988 covering the period of April to June 1988.

The reports consist of a two-page narrative and a financial statement on the third page. The narrative part of the first two quarterly reports summarizes the inquiries or requests received. In fact, with the exception of a few paragraphs in the first page, the second quarterly report is the same as the first. The narrative section of the third quarterly report summarizes two completed and two on-going projects, but provides basically no information on future activities and/or status of requests. The financial information in this report has calculation errors and it is not clear as to which costs have been actually billed to the project (and to AID) and which are estimates and/or projections within the third and fourth quarters. The 10-month report was apparently changed to a year-end report; however, there is no written record of this change.

It is the opinion of the evaluator that the quarterly reports did not meet the intended purpose. There is no mention in any of the reports of the difficulties the program was having or the impossibility to meet the goals. The third quarterly report should have addressed the problems and proposed corrective strategies for implementation during the fourth quarter.

**Volunteer Costs** - For comparison purposes the volunteer and administrative costs are calculated below:

Number of volunteers completing assignments = 6  
Number of volunteer days completed = 311  
Number of days per volunteer assignment  $(311 \div 6) = 59$   
Volunteer cost per volunteer day  $(\$40,763 \div 287) = \$142$   
Administrative cost per volunteer day  $(\$93,493 \div 311) = \$300$   
Cost per volunteer assignment  $(\$134, 256 \div 6) = \$22,376$

The volunteer cost includes all direct costs associated with the volunteer (including spouse if applicable) such as: (1) all international and domestic air travel; (2) lodging and meals; and (3) any expenditures incurred directly by the volunteer while on assignment. these costs are covered directly by VOCA under the existing agreement. The administrative cost includes all other not included in the volunteer cost such as administrative salaries, direct costs related to program administration and indirect costs (overhead) of the project implementing organization.

A total of 287 volunteer days were completed as of mid-August 1988. The total will be 311 days by September 18, 1988 when the volunteer currently on assignment in Honduras returns. The number of volunteer days by country are given below.

<u>COUNTRY</u>	<u>VOLUNTEER</u>	<u>DAYS</u>
Paraguay	43	
Tunisia	38	
Cameroon	52	
Mali	109	
Benin	45	
Subtotal	<u>287</u>	(8/15/88)
Honduras	24	
Total	<u>311</u>	(9/18/88)

### Recommendations

The Peace Corps/Farmer to Farmer Program should be continued. Although the program has had a slow and difficult implementation, it has a unique combination of elements that is likely to have a high impact on beneficiary farmers. Among these elements are: (1) technical assistance needs are identified in the field within on-going projects; (2) Peace Corps volunteers act as counterparts who will oversee implementation of the recommendations after departure of the volunteer farmer; (3) Peace Corps volunteers can serve as translators and advisors on local agriculture and customs; and (4) Peace Corps can provide local logistical support if host organizations lacks resources.

The following recommendations are made with the best interests of Peace Corps, AID and VOCA in mind and with the thought of improving the performance of the PC/FTF Program.

- AID/FVA/PVC should support operation of the PC/FTF Program for the second year of the two-year PASA; that is, from September 1, 1988 through August 31, 1989. No additional financial support, beyond the \$194,700 originally committed for the first year is recommended. The second-year budget of the program can be negotiated around the estimated \$101,206 left-over funds from year one. Approximately \$60,000 of the \$101,206 can be allocated to salaries, while the remaining \$41,205 can be used for travel and other program direct and indirect costs.
- The number of U.S. volunteer farmer placements by PC/FTF at the end of year two should be at least 50-- not 100 as indicated in the PASA. That is, the PC/FTF Program would have to identify and process a minimum of 44 volunteers in the next 12 months. It is possible that this projection can be exceeded; however, this would not affect the PC/FTF budget as all volunteer costs are included in VOCA's budget.
- The \$198,000 originally proposed by Peace Corps for the second year of the program should be assigned to VOCA for program expansion.

- Implementation of the first two recommendations above will not change the originally estimated administrative cost per volunteer-day for the PC/FTF Program.
- Future quarterly reports must include a section that discusses accomplishments as related to targets set for the particular quarter.
- Communications between PC/FTF Program, AID/FVA/PVC and VOCA must be strengthened. Soon after the PC/FTF Program's second-year operation is approved, quarterly targets should be established jointly by PC, AID and VOCA. Quarterly meetings should be scheduled to determine status of requests and achievement of targets. Problems encountered in achieving targets should be discussed in these meeting and joint solutions sought.
- Target countries should be established for the PC/FTF Program. A maximum of 10 countries should be selected as targets for 4 or 5 volunteer placements in each. The selection should be done jointly with VOCA officers and regional representatives so that there is no overlap or duplication of efforts.
- An evaluation of PC/FTF Program should be conducted towards the end of the second year to determine the feasibility of continuing the program as presently designed and managed.

#### **Subgrantee's Future Funding and Programming**

Based on the conclusions drawn from the results of many activities conducted in the course of this evaluation, the following overall recommendations are set forth for VOCA's considerations:

- VOCA should continue to support all participating subgrantees -- ACIDI, BARA, FAVA/CA and WCRF -- until the current subgrant allocations are exhausted (December 31, 1988).
- Consideration should be given to funding BARA, FAVA/CA and WCRF's farmer to farmer programs on a long-term basis -- three to five years -- with an initial financial commitment of two years.
- A collaborative relationship should be established with ACIDI for joint development and implementation of a VOCA farmer to farmer program in the Philippines.
- AID/PVC should approve the continuation of Peace Corps' Farmer to Farmer Program for a second year with no additional funding and a reduction of total volunteer placements from 100 to 50.

- Communications between VOCA and subgrantees (and vice-versa) need to be improved. A retreat should be held in the not too distant future with all subgrantees, Peace Corps, AID/PVC and VOCA to discuss issues of importance such as: (1) VOCA's management, direction and philosophy; (2) future funding of VOCA and subgrantees; (3) farmer to farmer program definition; (4) program coordination between VOCA and subgrantees; (5) target regions and countries; (6) target populations to be assisted; and (7) many others. Yearly meetings should be held for all subgrantees, Peace Corps, AID/PVA and VOCA.
  
- VOCA should assign liaison officers to interact, monitor and coordinate activities between VOCA and each subgrantee.

**APPENDIX I**  
**SURVEY QUESTIONNAIRES**

FARMER TO FARMER PROGRAM

Host Organization Questionnaire

(complete one for each project)

A. Identification

1. Name of Organization \_\_\_\_\_
2. Location: Town/City \_\_\_\_\_ Country \_\_\_\_\_
3. Name of Interviewee \_\_\_\_\_ Position \_\_\_\_\_
4. Project \_\_\_\_\_
5. Today's Date \_\_\_\_\_

B. VOCA Processes

1. How did you know about the VOCA volunteer farmer program?

\_\_\_\_\_ Voca Representative      \_\_\_\_\_ News Releases  
\_\_\_\_\_ Word of Mouth      \_\_\_\_\_ Other (Specify) \_\_\_\_\_

2. Please tell us:

- a. About how close to your requested arrival time did the volunteer arrive?

\_\_\_\_\_ 1 to 10 days      \_\_\_\_\_ 10 to 20 days  
\_\_\_\_\_ 30 to 50 days      \_\_\_\_\_ Other \_\_\_\_\_ Days

- b. Was the volunteer with you during the most appropriate time of the year for the assignment?    \_\_\_ Yes    \_\_\_ No

Comments: \_\_\_\_\_

- c. Was the length of time the volunteer worked with your organization?

\_\_\_\_\_ too short    \_\_\_\_\_ about right    \_\_\_\_\_ too long

Comments: \_\_\_\_\_

- d. In your opinion, how could the request to volunteer arrival be improved? \_\_\_\_\_

\_\_\_\_\_

ok

C. Local Arrangements:

1. What difficulties, if any, did you have with the following arrangements?

- a. Meet at airport \_\_\_\_\_
- b. Lodging \_\_\_\_\_
- c. Transportation \_\_\_\_\_
- d. Orientation of the volunteer to the tasks \_\_\_\_\_
- e. Meetings with farmers \_\_\_\_\_
- f. Seminars for farmers \_\_\_\_\_
- g. Activities for the spouse (if applicable) \_\_\_\_\_

2. How did your organization pay the costs of working with the volunteer? \_\_\_\_\_

D. Preparation of the Volunteer for the work.

1. Please rate the following factors and comment if you feel it helpful.

a. Information about the country.

\_\_\_\_ Very Weak    \_\_\_\_ Weak    \_\_\_\_ Fair    \_\_\_\_ Good    \_\_\_\_ Excellent  
Comments: \_\_\_\_\_

b. Information on agriculture in your country.

\_\_\_\_ Very Weak    \_\_\_\_ Weak    \_\_\_\_ Fair    \_\_\_\_ Good    \_\_\_\_ Excellent  
Comments: \_\_\_\_\_

c. Orientation to the work to be done.

\_\_\_\_ Very Weak    \_\_\_\_ Weak    \_\_\_\_ Fair    \_\_\_\_ Good    \_\_\_\_ Excellent  
Comments: \_\_\_\_\_

d. Customs and cultural aspects of your people.

\_\_\_\_ Very Weak    \_\_\_\_ Weak    \_\_\_\_ Fair    \_\_\_\_ Good    \_\_\_\_ Excellent  
Comments: \_\_\_\_\_

2. What suggestions do you have to improve the preparation of the volunteer for the work? \_\_\_\_\_

E. Performance of the Volunteer

1. Please rate the following aspects of the performance of this volunteer in the work:

a. Working with you and other officials of the organization.  
 Very Weak     Weak     Fair     Good     Excellent  
Comments: \_\_\_\_\_  
\_\_\_\_\_

b. Working with farmers on their farms.  
 Very Weak     Weak     Fair     Good     Excellent  
Comments: \_\_\_\_\_  
\_\_\_\_\_

c. Help in meetings or seminars.  
 Very Weak     Weak     Fair     Good     Excellent  
Comments: \_\_\_\_\_  
\_\_\_\_\_

2. What did you learn from working with this volunteer on how to improve the performance of such volunteers in the future?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

F. Did the volunteer leave a written report with the organization about the work and recommendations for the future?     Yes     No  
Comments: \_\_\_\_\_  
\_\_\_\_\_

G. Communication with the Volunteer

1. Have you received any correspondence or other contact with the volunteer since he/she left the country?     Yes     No  
What was the nature of the contact? \_\_\_\_\_  
\_\_\_\_\_

2. Have you contacted the volunteer?     Yes     No  
Nature of the contact. \_\_\_\_\_  
\_\_\_\_\_

3. Do you plan any (or any other) contact?     Yes     No  
Probable nature of the contact. \_\_\_\_\_  
\_\_\_\_\_

H. Impact of the volunteer's work on the farmers assisted.

1. How many farmers belong to your organization? \_\_\_\_\_  
How many are women? \_\_\_\_\_

2. How many farmers benefited from the volunteers work? \_\_\_\_\_

3. Did the volunteer's work result in increases in income of the farmers?  Yes  No

Was the estimated increase about:

- 1 to 10%                       10 to 20%                       20 to 30%
- 30 to 40%                       40 to 50%                       50 to 75%
- More (How much?) \_\_\_\_\_

4. Did the volunteers work result in improvements in the agricultural environment such as:

- \_\_\_\_\_ Soil Conservation                      \_\_\_\_\_ Watershed Protec
- \_\_\_\_\_ Pesticide/Herbicide proper use                      \_\_\_\_\_ Othe

Comments: \_\_\_\_\_  
\_\_\_\_\_

5. Was there any non-monetary impact or benefit on the farmer?

Yes                       No                      Explain: \_\_\_\_\_

\_\_\_\_\_

6. Would the impact on the farmer have been the same if the volunteer had been of the opposite gender?  Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

7. What impact did the work of the volunteer have on your organization as a whole? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

I. Future Plans

1. Have you made another request for a volunteer?  Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

2. Do you think your organization is likely to request another volunteer in the future?  Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

J. Other Program Information

1. Did the spouse of the volunteer accompany him?  Yes  No  
What did she do? \_\_\_\_\_

\_\_\_\_\_

2. Is there a possibility that in the future a spouse could perform some useful service?  Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

3. If VOCA suggested a woman as a volunteer, would your organization accept if she knew the technical subject and had the desired experience?  Yes  No

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Comments: \_\_\_\_\_  
\_\_\_\_\_

K. Is there anything else we have not discussed that you feel is important to understanding your organization and the work of the volunteer here?    \_\_\_ Yes    \_\_\_ No

Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

L. There has been a suggestion that some farmers from the host countries go to work with and learn from farmers in the United State

1. What is your opinion of such a scheme? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. If such a program were approved, what should the farmers from here learn from those in the United States? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

M. Determiation of Need for Assistance

1. Your organization asked VOCA to provide a volunteer to help solve some farm problems. How was that problem or problems identified?

a. What did farmers do or say? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

b. What did your organization do? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

c. Was anyone else or any other organization involved in determining the need?    \_\_\_ Yes    \_\_\_ No  
(If Yes) Who or what organization? \_\_\_\_\_  
\_\_\_\_\_

What did they do? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. If the identification process might sometimes be different than in this case, please explain how it might differ.  
\_\_\_\_\_  
\_\_\_\_\_

## Farmer Questionnaire

## A. Identification

1. Name of volunteer \_\_\_\_\_
2. Project activity \_\_\_\_\_
3. Volunteer: worked with farmer on farm? Yes\_\_ No\_\_ In meeting? Yes\_\_ No\_\_

## B. Work with Farmer on Farm

1. What did the volunteer do when he visited your farm? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
2. What did you learn from the visit? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
3. Are you doing anything different now as a result of the visit? Yes\_\_ No\_\_  
What? \_\_\_\_\_  
\_\_\_\_\_
4. What is your opinion of the work done by the volunteer? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## C. Meetings or Seminars Attended

1. What did the volunteer do in the meeting (seminar) you attended? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
2. Did you learn anything new at the meeting? Yes\_\_ No\_\_ What? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
3. What is your opinion about the volunteer's work in the meeting (seminar)?  
\_\_\_\_\_  
\_\_\_\_\_

## D. Communication with the Volunteer

1. Have you had a letter or other contact with the volunteer since he left the country? Yes\_\_ No\_\_ (If yes) What did he say? \_\_\_\_\_

about? \_\_\_\_\_  
\_\_\_\_\_

3. Have you heard anything through your organization about the volunteer?  
Yes\_\_ No\_\_ What about? \_\_\_\_\_  
\_\_\_\_\_

E. Future Volunteers

1. Do you think your organization should bring more volunteers? Yes\_\_ No\_\_  
Comment \_\_\_\_\_

2. (If yes) How could such volunteers help you? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. How could the farmer-to-farmer program improve? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

F. Is there anything else you want to say about the volunteer or the idea of bringing US farmers here to help? Yes\_\_ No\_\_ Comments \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

G. There have been some suggestions that farmers from here should also be able to go to the United States to work with farmers there?

1. What is your opinion of such a scheme? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. If that type of program were started, what would you like to learn on a farm in the United States? \_\_\_\_\_  
\_\_\_\_\_

H. Did the work of the volunteer result in an increase in your income? \_\_yes\_\_ no  
If yes, by how much (percentage)? \_\_5-10%\_\_ \_\_10-20%\_\_ \_\_20-30%\_\_ \_\_30-40%\_\_  
\_\_40-50%\_\_ \_\_50-75%\_\_ \_\_75-100%\_\_ \_\_more\_\_ %

FARMER-TO-FARMER PROGRAM

VOLUNTEER QUESTIONNAIRE

Name of Volunteer: \_\_\_\_\_

Country of Assignment: \_\_\_\_\_

Title of Assignment: \_\_\_\_\_

Today's Date: \_\_\_\_\_

1. How did you first hear about VOCA?

Directly from VOCA                       Word of Mouth  
 News Article                                 Other

2. How were you recruited for your assignment?

Directly by VOCA  
 Through other organization (name) \_\_\_\_\_

3. Is this your \_\_\_\_\_ first, \_\_\_\_\_ second, \_\_\_\_\_ third assignment with VOCA?

4. Rate the overall orientation you received from VOCA for this assignment.

Inadequate     Fair     Good     Excellent

5. How well did VOCA prepare you for the following:

a. Information on the country:  
 Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_  
\_\_\_\_\_

b. Information on agriculture:  
 Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_  
\_\_\_\_\_

c. Information on customs and culture that could affect your work:  
 Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_

d. Information specific to your assignment:  
 Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_  
\_\_\_\_\_

e. In your opinion, how could VOCA improve the orientation?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. Please tell us how well your skills matched those needed for the assignment:     Very Well     Fair     Not At All

Comments: \_\_\_\_\_  
\_\_\_\_\_

7. No one can ever do everything that needs to be done, but in general, was the time you spent in the country:

Too Short     Adequate     Too Long

Comments: \_\_\_\_\_  
\_\_\_\_\_

8. Was the time of year you went the right time for the work you were to do?     Yes     No    Comments: \_\_\_\_\_

\_\_\_\_\_

9. How would you rate the travel arrangements VOCA made for you?

a. Hotel Accomodations:

Very Weak     Weak     Fair     Good     Excellent

b. Plane Tickets:

Very Weak     Weak     Fair     Good     Excellent

c. Visa/Passport:

Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_  
\_\_\_\_\_

10. Cooperation from the host organization--please rate and comment on the following aspects of cooperation:

a. Information needed for the work:

Very Weak     Weak     Fair     Good     Excellent

Comments: \_\_\_\_\_  
\_\_\_\_\_

b. Understanding of volunteer's assignment:  
\_\_\_ Very Weak \_\_\_ Weak \_\_\_ Fair \_\_\_ Good \_\_\_ Excellent

Comments: \_\_\_\_\_

c. Translation services:  
\_\_\_ Very Weak \_\_\_ Weak \_\_\_ Fair \_\_\_ Good \_\_\_ Excellent

Comments: \_\_\_\_\_

d. Lodging:  
\_\_\_ Very Weak \_\_\_ Weak \_\_\_ Fair \_\_\_ Good \_\_\_ Excellent

Comments: \_\_\_\_\_

e. Transportation:  
\_\_\_ Very Weak \_\_\_ Weak \_\_\_ Fair \_\_\_ Good \_\_\_ Excellent

Comments: \_\_\_\_\_

11. Project Impacts -- please rate the following:

a. What did the farmers learn as a result of your work?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

b. What did the host organization learn from your assignment?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

c. What did you learn from this assignment?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

d. Did your recommendation result in any benefit to the environment?

\_\_\_ Soil Conservation \_\_\_ Watershed Protection  
\_\_\_ Pesticide/Herbicide appropriate use  
\_\_\_ Other \_\_\_\_\_

Comments: \_\_\_\_\_

\_\_\_\_\_

e. Estimate the impact your assignment had on the farmers' income.

1 to 10% increase                       10 - 20% increase  
 20 - 30% increase                       30 - 40% increase  
 Other (how much) \_\_\_\_\_

Comments: \_\_\_\_\_  
\_\_\_\_\_

f. What other non-monetary impacts your assignment had on the farmers assisted. \_\_\_\_\_  
\_\_\_\_\_

g. How many farmers benefited from your assignment? \_\_\_\_\_

h. How many women (farmers or otherwise) do you estimate benefited from your assignment? \_\_\_\_\_

12. Do you believe that the gender (male/female) of the volunteer had any effect on the impact of the assignment?  Yes  No;

If the volunteer had been of the opposite gender, would the assignment have had  less,  equal or  greater impact on the farmers?

Comments: \_\_\_\_\_  
\_\_\_\_\_

13. Post Visit Communications

a. Have you received any letters or other communications from the host organization or the farmers? Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

b. Have you written or otherwise contacted the host organization or any of the farmers? Yes  No

Comments: \_\_\_\_\_  
\_\_\_\_\_

14. Possible Future Activities

a. If you had the opportunity, would you like to volunteer again?  Yes  No  Perhaps

To the same organization:  Yes  No  Perhaps  
To the same country?  Yes  No  Perhaps

Comments: \_\_\_\_\_

- b. There is a proposal under consideration to bring some farmers from the country here to work with U.S. farmers. What is your opinion about such a proposal?

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15. Participation of Spouse

- a. Please briefly describe any project related or other development activities your spouse was able to do (if applicable.)

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- b. What suggestions do you have for development activities in the program?

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16. Is there any other information about VOCA, the host organization, the farmers, or volunteers that you think would be useful to the program?

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**APPENDIX II**  
**LIST OF CONTACTS**

## LIST OF CONTACTS

Lewis H. Thorton, Manager  
Agoindustria Boliviana Ltda. (AIBOL)  
Casilla 586  
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Ing. Ivan Valda Del Castillo, Manager  
Cordech - Pil Sucre  
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Ariel Aviles Lavadenz, Technical Manager (Ing. Agronomo)  
Camara Agropecuaria de Chuquisaca  
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Alberto Rodriguez Forest, General Manager  
Camara Agropecuaria de Chuquisaca  
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Rafael Vera V. (Ingeniero Agronomo M.Sc.)  
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John J. Tesar, Jr.  
Especialista en Proceso de Embutidos de Carne  
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USAID/Bolivia  
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Jorge Calvo, Agriculture and Rural Development

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Sr. Rojas, President  
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Moises Hurtado, Secretary  
Arsenio Cardenas, Treasurer  
Saul Aguilera, Member  
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Central Cooperativa Agropecuaria de Minero  
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Paotor J. Laredo, Treasurer  
Walter Bernal, Secretario Prensa  
Walter Sellis, Member

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Armando Estrada  
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Albert W. Bolay, Farmer to Farmer Volunteer - Grains  
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David A. Pasquarelli, Executive Director  
David Schmeling, Ph.D., Associate Director

**APPENDIX III**

**ACDI VOLUNTEER PLACEMENTS**

ADDENDUM I

ACDI

FARMER-TO-FARMER VOLUNTEERS

UPDATED LIST - AUGUST 29, 1988

Volunteer	Area of Specialization	Dates
<b>EGYPT</b> FTF Volunteer Tracking as of 8/29/88:		
Total Assignments Completed: 14      Total Volunteers to Program: 14		
Total Volunteers in Field : 4      Total Volunteers to Recruit: 1-4		
Total Projected Volunteer Assignments: 33-36 (32 in grant proposal)		
Bill Kilby 795 Firetower Road Colera, MD 21917 (301) 658-6186	Dairy Farmer Volunteer assisting producers in the Delta Region in the areas of milking practices, animal nutrition and feeding methods, animal disease prevention and treatment, and farm management.	1/29-3/9 (41 days)
Clarence Hefty P. O. Box 183 Remwick, Iowa 50577 (515) 824-3649	Dairy Farmer Volunteer (as above)	1/29-3/9 (41 days)
Garland Benton 5101 Evelyn Byrd Rd. Richmond, VA 23225 (804) 233-5157	Dairy Nutrition and Feed Management Volunteer (as above)	1/29-2/29 (32 days)
Richard Lauer 221 North Birch Sauk Center, MN 56378 (612) 352-3961	Dairy Farmer Volunteer (as above)	1/29-3/9 (41 days)
George Crave W. 11550 Torpy Rd. Vaterloo, WI 53594 (414) 478-3812	Dairy Farmer Volunteer (as above)	1/29-3/9 (41 days)
Hector de la Vega P.O. Box 2118 Calxico, CA 92231 (619) 357-1469 (W) (619) 357-3443 (H)	Vegetable Farmer Volunteer to assist selected individual vegetable farms in the Delta Region and make appropriate recommendations in the areas of pathology, irrigation, land preparation, fertilizer usage and pest management. Had to depart early due to a serious illness in family.	3/28-4/5 (9 days)
Dr. Harold Young Route 2, Box 237 B Greenville, FL 32331 (904) 948-8311	Horticultural Agronomist/Deciduous Fruits and Vegetable Farmer Volunteer to provide assistance to fruit growers in the Delta Region on fertilizer usage, irrigation, pesticide/chemical usage and tree care.	3/28-5/5 (39 days)

Volunteer	Area of Specialization	Dates
<p>Joe Anderholt 1382 Vista Verde Dr. Holtville, CA 92280 (619) 356-1604</p>	<p>Vegetable Farmer Volunteer (same scope of work as de la Vega) with Parker and Harris.</p>	<p>4/12-5/13 (32 days)</p>
<p>Randy Parker Rt. 1, Box 720 Arvin, CA 93203 (805) 854-2635 (H) (805) 845-1136 (W)</p>	<p>Vegetable Farmer Volunteer (same scope of work as de la Vega) with Harris and Anderholt.</p>	<p>4/12-5/13 (32 days)</p>
<p>Shannon Harris Rt. 2, Box 560 Bakersfield, CA 93307 (805) 858-2871</p>	<p>Vegetable Farmer Volunteer (same scope of work as de la Vega) with Parker and Anderholt.</p>	<p>4/12-5/13 (32 days)</p>
<p>James Dinsmore Rt. 3, Box 768 Trinity, AL 35673 (205) 350-3204</p>	<p>Veterinarian Ass't Volunteer to Conduct Dairy Herd Health &amp; Mngt Seminars in the areas of Mastitis prevention and treatment, basics knowledge of feeding dairy cattle and basic breeding techniques in the Delta Region with Susan Johnson.</p>	<p>First Assignment: 6/2-7/31 (60 days) Second Assignment: 8/1-9/30 (60 days)</p>
<p>Susan Johnson (Wife of Dinsmore-Same as Above)</p>	<p>Veterinarian Ass't Volunteer to Conduct Dairy Herd Health &amp; Mngt Seminars (as above) with James Dinsmore.</p>	<p>First Assignment: 6/2-7/31 (60 days) Second Assignment: 8/1-8/31. (30 days)</p>
<p>Dave Poeser CBS/Sony California, Inc. 4300 Etting Rd. Oxnard, CA 93033-5998 (805) 488-4528 (W) (805) 488-5273 (H)</p>	<p>Fruit Farmer Volunteer to assist in citrus producers in the in the Delta Region in the areas of farm management, disease control, fertilizer usage and pest management with Lamar Tinsons.  Follow-up of selected farms to provide assistance during harvest in the areas of harvesting methods, on-farm processing and and disease control with Lamar Tinsons and plant pathologist.</p>	<p>First Visit: 6/3-6/30 (28 days)  Follow-up Visit: 10/20-11/9 (21 days)</p>
<p>Lamar Tinsons Willits Newcomb P.O. Box 428 Arvin, CA 93203 (805) 327-9345 (W) (805) 366-2600 (H)</p>	<p>Fruit Farmer Volunteer (same scope of work as Tinsons) with Lamar Tinsons.  Follow-up of selected farms (same scope of work as Tinsons) with Dave Poeser and plant pathologist.</p>	<p>First Visit: 6/2-6/30 (28 days)  Follow-up Visit: 10/20-11/12 (24 days)</p>
<p>Lester Kocourek 339 North Main St. Brillion, WI 54110 (414) 756-2974</p>	<p>Dairy Farmer Volunteer to provide follow-up of individual producers and to conduct seminars in the Delta Region in nutrition and feeding, mastitis prevention and treatment, basic breeding techniques and farm management with Kenneth Becker.</p>	<p>8/12-9/16 (36 days)</p>

Volunteer	Area of Specialization	Dates
Kenneth Becker RR 1, Box 191 Vershire, VT 05079 (802) 257-7751 (802) 254-8951	Dairy Farmer Volunteer (same scope of work as Kocourek) with Lester Kocourek.	8/12-9/16 (36 days)
Claude Shults 5643 E. Waverly Lane Fresno, CA 93727 (209) 255-0377	Fruit Farmer Volunteer to assist grape producers in the Delta Region in post harvest handling/processing, disease/insect control and farm management with Martin Krieg.	8/26-9/30 (36 days)
Martin Krieg 2069 South Leonard Sanger, CA 93657 (209) 268-2814	Fruit Farmer Volunteer (same scope of work as Shults) with Claude Shults.	8/26-9/30 (36 days)
Edgar Altaan P.O. Box 23 Sweet Home, TX 77987 (512) 293-5351	Honey Production and Vegetable Gardening Volunteer to assist producers in the Delta Region with Allan Jones. Specific scope of work forthcoming.	9/15-10/18 (34 days)
Allan Jones 413 Calloway St. Montgomery, AL 36107 (205) 263-4609	Honey Production and Vegetable Gardening Volunteer with Edgar Altaan. Specific scope of work forthcoming.	9/15-10/18 (34 days)
Ruben Bartell 1500 Coffee Road Bakersfield, CA 93308 (805) 589-3369	Vegetable Farmer Volunteer to conduct follow-up on Harris/Parker/Anderholt visit during tomato harvest in the areas of post harvest handling and processing and disease/pest control with John Wetsel.	9/15-10/18 (34 days)
John Wetsel 100 A Kentucky Ave. Woodland, CA 95695 (916) 649-1493 (H) (916) 662-7548 (W)	Vegetable Farmer Volunteer (same scope of work as Bartell) with Ruben Bartell.	9/15-10/18 (34 days)
Clinton Bolton 1802 H. Drive South East Leroy, Michigan 49051 (161) 979-2483	Dairy Farmer Volunteer to assist producers in the Delta Region with Allen Beal. Specific scope of work forthcoming.	10/21-11/23 (34 days)

Volunteer	Area of Specialization	Dates
Allen C. Beal 15124 West Broadway Rd. Three Rivers, Michigan 49093 (616) 279-9633 (616) 279-2878	Dairy Farmer Volunteer to assist producers in the Delta Region with Clinton Bolton. Specific scope of work forthcoming.	10/21-11/23 (34 days)
Seth and Betty Bradstreet P.O. Box 207 Libby Hill Newport, Maine 04953 (207) 368-5661	Potato Farmer Volunteers to assist potato producers in the Delta Region during planting season. Specific scope of work forthcoming.	10/21-11/23 (34 days) (34 days)
Jack and Betty Allred Rt. 2, Box 2486 Burley, Idaho 83318 (208) 678-0850	Potato Farmer Volunteers to assist potato producers in the Delta Region during planting season.	10/21-11/23 (34 days) (34 days)
To be recruited	Plant Pathologist Volunteer with Pommer/Tinmons. Scope of work forthcoming.	10/21-11/23 (34 days)

**COSTA RICA: FTF Volunteer Tracking as of 8/29/88.**

Total Assignments Completed: 7      Total Volunteers to Program: 2  
 Total Volunteers in Field : 4      Total Volunteers to Recruit: 7-10  
 Total Projected Volunteer Assignments: 23 (20 in grant proposal)

Jim Cochran Swanton Berry Farms P.O. Box 308 Davenport, CA 95017 (408)426-9614	Strawberry and Vegetable Production and Marketing Volunteer to assist the staff and farmer members of COOPEFRESA, R.L. production, packing for fresh and frozen markets, the methods of inspection, packing, shipping and marketing.	2/6-2/28 (23 days)
Herbert Aarons Cal Coastal 5 East Gabilan St., Suite 218 Salinas, CA 93902 (408) 757-8545 (H) (408) 424-1099 (W)	Cooperative and Credit Volunteer to assist UNIBANC and member cooperatives in management, writing business plans, formulating loan proposals, administering subcredits to member farmers and making contacts with U.S. buyers for specific cooperatives with export marketing problems.	4/4-5/4 (31 days)
Obdulia Hernandez 59 Norman Way Salinas, CA 93906 (408) 443-5640	Cooperative and Accounting Volunteer to assist COOPECALIFORNIA with bookkeeping, management and accounting.  Bookkeeping and Management Training Specialist to assist COOPEFRESA in all aspects of bookkeeping, management and accounting.	First Visit: 4/25-5/26 (32 days)  Return Visit: 7/5-8/4 (31 days)

Volunteer	Area of Specialization	Dates
Frank Oliver 161 A Miles Lane Watsonville, CA 95077 (408) 728-8969 (H) (408) 724-6331 (W)	Frozen Strawberry Volunteer to train COOPEFRESA staff in quality control, packing, processing, and freezing methods specific for strawberries going to the U.S. market.	7/5-8/4 (31 days)
Ignacio Dominguez 7709 East Paul Street (209) 298-2741 (H) (209) 445-5401 (W)	Fertilizer and Pesticide Management Volunteer to assist FEDECOOP coffee cooperatives and producers in the area of agrochemical usage.	7/31-8/25 (26 days)
Esj Ranalya American Friends Service Committee P.O. Box 1259 Stockton, CA 95201 (209) 465-4265 (W)	Pest Management and Vegetable Production Volunteer to assist COOPECHAYOTE members in the production, packing, post-harvest handling and marketing of vegetable crops.	7/31-8/25 (26 days)
Diego Celis P.O. Box 1259 Stockton, CA 95201 (209) 674-3636	Broccoli and Cauliflower Production and Marketing Volunteer to assist COOPAGRINAR farmer members evaluate individual problems and give advice on production methods, packing, post-harvest and marketing along with Peter Cabanyog.	8/8-9/23 (47 days)
Peter Cabanyog 11665 California St. Castarville, CA 95012 (408) 633-4125	Broccoli and Cauliflower Production and Marketing Volunteer as above along with Diego Celis.	8/16-9/14 (30 days)
Bess and William Clarke 19 West South Ave. Canton, PA 17724 (717) 673-8619	Honey Production and Marketing Volunteers to assist COOPENAPI staff and members in breeding, quality control, bottling and storage of products in addition to studying the local honey market and giving advice in this subject.	8/22-9/19 (29 days) (29 days)
Larry and Ingrid Carnean P.O. Box 4885 Fresno, CA 93744 (209) 264-5266	Pest Management Volunteers. Scope of work forthcoming.	October
To be recruited	Ornamental Plant Marketing Volunteer to assist COOPEIDIA in production, packing, marketing and exporting.	September/October
To be recruited	Ornamental Plant Cooperative Management Volunteer to assist COOPEPLANT in production, bookkeeping and cooperative management	September/October
Kieth Swinger P.O. Box 32 Reedley, CA 93654 (209) 638-2169	Fruit Orchard Field Volunteer to assist two agronomists in San Marcos de Tarrazu provide assistance to apple farmers with production methods.	9/29-10/28 (30 days)

Volunteer	Area of Specialization	Dates
J. Link Leavens 5156 McGrath St. Ventura, CA 93003 (805) 656-1568	Fruit Orchard Field Volunteer to assist two agronomist in San Marcos de Tarrazu provide assistance to alvacado farmers with production methods.	October
To be recruited	Nut Production Specialist to work with nut farmers of FEDECOOP in production techniques.	October
To be recruited	Dairy Production Specialist to work with COOPECORONADO on production methods, packing and marketing.	October/November
Cecil Bonzo 718 W. Briggs Lathrop, CA 95330 (209) 982-1737	Vegetable Farmer Volunteer. Scope of work forthcoming.	October

**PHILIPPINES: FTF Volunteer Tracking as of 8/29/88:**

Total Assignments Completed: 4      Total Volunteers to Program: 5  
 Total Volunteers in Field : 1      Total Volunteers to Recruit: 4  
 Total Projected Volunteer Assignments: 10 (10 in grant proposal)

Jack E. Proctor 709 Windy K Lane Mulvane, KS 67110 (316) 777-1528 (H) (316) 263-2929 (W)	Management Information Systems Volunteer to assist the Rural Bank of Occidental Negros (CORBON) design, install and manage a MIS to coordinate the participation of member cooperatives in the southern Philippine island of Negros Occidental.	7/13-8/22 (40 days)
Darryl L. Baker 703 South Daughtery Douglas, Georgia 31533 (912) 384-1369 (H) (912) 384-1215 (W)	Financial Management Volunteer to assist CORBON in accounting project funds, in forecasting financial flows and ensuring the and timely release of funds to participating cooperatives in Negros Occidental.	7/13-8/22 (40 days)
Albert Bolay 39 Bishop Creek Drive Safety Harbor, FL 34695 (813) 725-4428	Grains Classification and Handling Volunteer to assist member coops standarize and apply a grains classification and stocks handling system in Negros Occidental.	7/13-8/22 (40 days)
Wayne Huffaker P.O. Box 1266 Tahoka, TX 79373 (813) 998-4917 (H) (806) 998-5170 (W)	Farmer Organization Volunteer to assist project management group to develop the capabilities of the project extension personnel to motivate individual farmers and the staff of involved cooperatives in effective project participation in Negros Occidental.	7/13-8/22 (40 days)

Volunteer	Area of Specialization	Dates
William Mentzer 1114 Meadowbrook Iola, Kansas 66749 (316) 365-7400 (H) (316) 468-2555 (W)	Cooperative/Financial Management Volunteer to assist the Western Visayas Federatijon of Area Marketing Cooperatives in Iliolo City.	8/25-10/3 (40 days)
Anos Armstrong 5529 A Freeman Court Kansas City, Kansas 66102 (913) 287-8302 (H) (913) 885-2372 (W)	Cooperative Business Development Volunteer to assist the National Sugar Refining Co. Employees Credit Cooperative Iliolo City.	October
To be recruited	Four persons to develop a pre-feasibility study for financing a farmer cooperative corn storage complex.	October
<b>CHINA</b> (Funded at ACIDI expense. Not part of FIF proposal.)		
Sumner Strassen Food Plant Engineering Inc. Yakima, Washington (509) 248-5530	Agricultural Export Volunteer to assist Agricultural Bank of China determine products to export and to determine the processing and packing for these products. Follow- on to VOCA assignment to Pakistan.	Sept/Oct