

DRAFT

Contractor/Grantee Status Report
20 December 1991

DRAFT

A. Summary

1. Project Name and Number

Small Project Support Project, No. 660-0125

2. Grantee Name and Number

Experiment in International Living, No. 03-0175952 (IRS);
07 396 1419 (DUNS)

3. Cooperative Agreement (and Amendments) Dates and Amounts

Cooperative Agreement	3/25/89,	\$3,200,000
Amendment # 1,	1/26/90,	1,147,000
Amendment # 2,	1/26/90,	8,219
Amendment # 3,	9/11/90,	850,000
Amendment # 4,	1/10/91,	400,000
Amendment # 5,	1/22/91,	-0- *
Amendment # 6,	4/4/91,	750,000
Amendment # 7,	7/22/91,	2,375,000
Total	Obligated	<u>\$8,730,219</u>

* conversion to \$ financing

4. Scheduled Cooperative Agreement Completion Date:

8/31/94 (PACD)

B. Status of Program

As of the date of this report the Project and the various sub-projects funded under the Project were operational. Sub-projects were informed that funding under the Project was suspended as of November 30. One sub-project was allowed to continue receiving funding after that date, however, all cooperating NGOs and their personnel responsible for sub-project implementation were maintaining their operations in Zaire. Communications links had been established between the Project team in Washington and major sub-project personnel in Zaire.

1. Project Description

Through the Project's Umbrella Management Unit, grants ranging from \$100,000 to \$1,000,000 are provided to local non-Governmental Organizations undertaking small-scale development activities at the local community level in Zaire. The Project oversees the implementation by these NGOs of sub-projects in rural health, agriculture, transport infrastructure and natural resources. Sub-projects have also included Peace

Corps activities in family fisheries and agriculture. Although natural resources and Peace Corps fisheries activities are in operation country-wide, priority in the selection of sub-projects is given to Bandundu and Shaba regions.

2. Major Tasks

- a. Pre-select and recommend sub-projects to USAID/Zaire;
- b. Provide funding to NGO/PVOs to implement approved sub-projects;
- c. Provide technical assistance to NGO/PVOs in proposal preparation, program development and financial management;
- d. Development and execute systems of monitoring and evaluating sub-projects and overall Project progress;
- e. Provide overall coordination of and reporting on finances and progress of Project and sub-projects;
- f. Provide procurement and logistic support for Project implementation.

3. Expected outputs

- a. 10-15 NGOs working with 100 established community groups in agriculture, health, transport infrastructure and natural resources development;
- b. Fish farmers assisted by Peace Corps and the National Family Fisheries Program to expand fish culture activities and manage their own ponds;
- c. Participating NGOs trained in basic project management and use it in their activities;
- d. Participating NGOs establish plans for continued activity without USAID funds;
- e. Participating NGOs needing management training and assistance receive it and apply it to their work;
- f. Project management unit established and functioning in support of NGO activities.

4. Progress to date

a. Evolution of Sectoral Environment

A surge in creation and registration of indigenous, non-sectarian NGOs began in 1985. In 1987, prior to the arrival of the Project, the UNDP sponsored a national NGO roundtable which marked the beginning of the NGO sector in Zaire as a group organizing as a development and as a political force in the country. During the period that the Project was in operation, regional NGO councils were established (the Project assisted in the process in its two priority regions), and a National NGO Council was created. Having been limited by USAID/Zaire to working on financial management and planning only with those NGO which had received Project funding, the Project nevertheless found that NGO capabilities in general were

further developed than had been assumed. By the time the Project was forced to cease operations, the NGO sector had made its presence known in all areas of the country, and had gained substantial importance particularly in eastern Zaire, Shaba, and Bas Zaire.

b. Description of Grant Execution

Summary: Despite the disappearance of counterpart funding, the Project exceeded established output targets for its first year and was fulfilling Project objectives and Cooperative Agreement requirements. At the time of the suspension of funding, remaining sub-projects were proceeding with activities. See Project Portfolio Review Annex I.

1. Problems

Throughout its existence the Project was obliged to shift gears regularly in order to adapt to changes in AID policy, at the local Mission level and in Washington. The lack of consistency in both funding availability and policy caused severe disruptions in Project progress, and obliged the Project and its sub-grantees to make frequent changes in implementation plans.

The principal problem encountered was the erratic availability or non-availability of funding, whether counterpart funds, which been expected to finance most of the Project's sub-grants, or dollar funding. These frequent short-fall episodes caused delays in processing of sub-project proposals, and major disruptions in progress at the sub-project and the Project level. It was necessary on occasion to halt sub-project activities for months at a time. It was also necessary to substantially delay key Project activities, such as baseline data collection, required by the Cooperative Agreement.

Although the Project converted to dollar funding after 18 months of operation, the problem of erratic availability of funding continued. This was due partially to changes in AID Washington policy on the Global Climate Change initiative.

The present problem facing the Project is obviously the most severe. Although it has no connection with the Government of Zaire, and is implemented exclusively through NGOs, all of whose personnel remain at their posts, the Project has been obliged by AID to suspend activities. The irony is that the Project was, by its very nature, implementing U.S. government policy aimed at peaceful democratic change.

2. Achievements

The Project adapted well to the fits and starts of USAID funding. As of the time of the ordered evacuation, the Project had eight approved sub-projects underway and one recommended for approval. Of the eight approved sub-projects, two had completed the activity which had been funded, and one which was near the end of its funding had established the self-financing activities planned under in the sub-project design. These sub-projects represented 80 percent of the life of project minimum required outputs in the sub-project area. The Project had also completed training of NGO personnel in excess of original Project targets.

Although some administrative activities, specifically baseline data collection, were behind schedule due to funding constraints, all other objectives were being met well within the Project's time frame.

3. Pending Actions

In a certain sense all Project activities remain pending given the status of suspension. At the sub-project level seven out of eight approved activities remain pending with sub-project managers remaining in place and prepared to continue sub-project implementation. All current sub-projects are maintaining some operations, although those which were dependent on funding have been scaled down. The one proposed sub-project is pending USAID/Zaire approval and its principals are also in place and prepared to begin activities upon approval.

In the program area, actions planned for CY 91 which have been put in abeyance because of the suspension include the financial review of the Project and the mid-term evaluation, both originally scheduled for the fourth quarter of the calendar year. The baseline data collection schedule was also interrupted, and studies remain to be done of two Shaba sub-projects as well as the new activities in Epulu and Virunga.

As far as sub-project support is concerned, the vehicle destined for Epulu was secured along with Project vehicles as part of the departure plan. All other vehicles and non-expendables have been transferred to grantees. Final reports from sub-projects up to the suspension date of 11/30 have not been received. (ed: status of reports from sub-projects, last known report dates.)

4. Lessons Learned

A discussion of administrative and programmatic lessons learned from the Zaire experience should also take into account experiences from other countries in which similar projects have been operated. Since the cooperating U.S. institutions have such experience, this is possible in the present case.

Among the principle lessons learned in comparison with similar projects in other countries is that an essential component of such projects must be a provision for extensive training and interaction with local NGOs in the proposal preparation stage. It has proven unproductive to simply introduce the local organizations to application formats and procedures and expect these organizations to proceed from there on their own. Training of local NGOs should begin at the project concept stage and not only when they become sub-grantees. However, when grants have been made, continuous training of grantee organizations is necessary and has proven to be most effective when it is individualized and uses the funded activity as the focus of the training.

The second major lesson learned is the crucial importance of criteria in the project implementation process. This is the key element in assuring consistency in project administration in the face of numerous demands from aspiring grantees and, perhaps more importantly, unforeseen changes in policy by the donor. Criteria must be established at the outset of the project and agreed upon by the donor.

The experience in Zaire also underlined the need to define more clearly the role of "umbrella management units" vis-a-vis both the donor and the sub-grantee. While institution-building may not be a stated component or objective of all umbrella projects, where such projects deal with indigenous NGOs, it is an inevitable component. In such situations the management unit must serve as an interpreter and advocate of the local organization's needs and management approach to the donor, while at the same time helping the local NGO reach a level of sophistication at which it can adequately present its own case to the donor.

c. Status of Zairian Counterpart Agencies

As of the date of this report all NGOs, both local and international, which have received sub-project funding were operational. Although the cessation of funding from the Project obliged some of the

organizations to stop that part of their operations which had been funded, the participating NGOs, without exception, were maintaining their normal operations. Since all of the NGOs recommended by the Project for support were in rural areas, they were unaffected by the turmoil. In some instances the sub-projects had receive quarterly funding allocation prior to the evacuation and were expected to keep sub-project activities going through the end of the year.

C. Administrative Status

The Project effectively ceased its field operations as of December 20, 1991, and arrangements for Project closeout were underway.

1. Personnel

a. U.S.

U. S. personnel were terminated as of December 20, 1991. A contract has been established with a Kinshasa firm which will oversee shipment of the personal effects of U.S. Project personnel.

b. Local Zairian

Local staff were terminated as of November 30, 1991. All severance and termination allowances were made and approved by the USAID Executive Officer.

2. Real Property

a. Leases

All leases were terminated as of November 30, 1991, there are no known lease obligations as of date.

b. Non-expendable Property

Non-expendable Property belonging to Project administration has been packed and secured by the Kinshasa contractor in accordance with instructions of USAID/Zaire. A vehicle for the Epulu sub-project was secured with the Project property, and certain equipment for the Virunga sub-project is being held in Europe.

The vehicle used by the Community Natural Resources sub-project was transferred to them upon approval of the Mission Director, as were four old vehicles used by the PNP. As for vehicles used by Peace Corps Volunteers through the Fishculture program, an inventory has been prepared. Some of these have been secured, in other cases, actions are still pending.

c. Procurements in Process

There were no procurements in process as of November 30, 1991. The only procurements in process at the time of evacuation were for the WWF Virunga sub-project. A hold was put on shipment of those goods. However, they do represent accounts payable by the Project.

3. Records

a. Previously Provided under Cooperative Agreement

All narrative and financial reports and records required under the Cooperative Agreement have been provided up to the end of the Third Quarter of CY 91, which corresponds to the date of evacuation.

Field CPF reports through December 1991 are attached as well as Home Office Expense Report through November 30, 1991.

b. Required but not provided

Financial reports as of the sub-project activity suspension date (November 30, 1991) have not been completed, nor have quarterly financial reports up to the date of this report. These will continue to be submitted by EIL/U.S. on a quarterly basis as required by the Cooperative Agreement for as long as the Project is on suspended status.

The Annual Project Portfolio Review, required within 30 days of the end of a calendar year has been supplied as Annex A, to this status report. This report itself is expected to serve as the 4th Quarter 1991 Project Progress report normally required within 30 days at the end of the quarter.

c. Status of records

Project records in Kinshasa have been crated for storage. Essential files, mostly those relating to project finances and original receipts, are to be shipped to EIL Vermont for storage. Other project records will be stored in Kinshasa.

5. Financial Management

Project bank accounts in Kinshasa have been closed, and the balances returned to USAID/Kinshasa, in the case of Counterpart Funds, or to EIL Vermont, in the case of US Dollar funds. Standard CPF Financial reports, according to the USAID/Kinshasa format, have been prepared for the period to the closure of these accounts. Reports have been prepared for EIL for US dollar expenditure in Kinshasa up through the closure of the dollar accounts.

ANNEXES

- A: Sub-Project Portfolio Review
- B: Peace Corps Sub-Project Review
- C: Counterpart Fund Financial Reports, September - December, 1991
- D: EIL/U.S. Financial Report, November 30, 1991
- E: Quarterly Progress Report, July 1 - September 30, 1991

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ANNEX A

Sub-Project Portfolio Review

SUB-PROJECT PORTFOLIO REVIEW
SMALL PROJECT SUPPORT PROJECT
December 20, 1991

I. SUMMARY

The following review of the GASPP sub-project portfolio is presented in the format of the Project's annual portfolio review. It represents a status report as of the date indicated, and also serves as the Annual Portfolio review required under the Cooperative Agreement. This will fulfill reporting requirements for 1991 in the event of a termination of the Cooperative Agreement in 1992. The sub-projects are arranged in the sequence in which they were approved.

The portfolio as of date included as its largest single component Peace Corps Fisheries activities in 5 regions and linked with Peace Corps Integrated Agriculture in Bandundu Region. This is covered separately in an extensive status report attached as part of the overall report. Other sub-projects with local or international NGOs were located in Shaba (four sub-projects), Bandundu (two sub-projects), Haut Zaire (one sub-project), and South Kivu (one sub-project). As of the date of this report, funding for two of the sub-projects had been completed, and all others were functioning despite the cutoff of Project funding. One sub-project, the Conservation Training Center at Epulu, was allowed by USAID/Zaire to continue its construction phase beyond the suspension date. In terms of sectors of activity, two projects in Shaba were in the health sector, one each in the two regions were in the category of global climate change activities, and one transport infrastructure activity was undertaken in Bandundu. The Bandundu global climate change sub-project involved agroforestry and one exclusively agricultural sub-project was initiated in Shaba. The two sub-projects in Haut Zaire and South Kivu were funded during the brief Global Climate Change phase of USAID/Kinshasa, and represent the two largest in terms of funding.

Each sub-project review includes a section on the impact of suspension of Project funding on the sub-project. An accompanying chart displays the status of actual disbursements to sub-projects as of the suspension of Project activities. These will not necessarily be the same as figures presented by EIL/U.S. in any final report and do not include procurements funded directly by EIL/U.S.

Due to the fact that evacuation took place at the very end of the third quarter, complete quarterly reports from Shaba sub-projects had not been received.

All sub-projects were informed of the suspension of funding as of 11/30. However, no sub-project was affected whatsoever by civil unrest, every NGO and every individual responsible for sub-project implementation remain in Zaire, and their core activities were continuing in some form despite the suspension of Project funding.

II. SUB-PROJECT REVIEWS

1. Mukanga Reference Health Center

This sub-project was approved for funding of \$156,317 on 12/27/89 and received its first tranche of funding 1/18/90. GASPP is financing the construction of a health center with 20 bed polyclinic, 20 bed pediatric/maternity ward, medical laboratory and appropriate ancillary facilities. In the process of developing the activity GASPP was able to obtain commitments for continuing support to the Center from the Adventist Development and Relief Agency and UNICEF. The sub-project was presented and approved as the first phase of a two-part plan. As of the time of the suspension of activities, the first phase of the sub-project was completed. Construction of the warehouse structure, hospital kitchen and sanitation bloc, main clinic building, and pharmacy/laboratory wing was completed. Physician and nurses quarters were planned as part of phase two.

During the year, the Center had been raised in status from a Reference Health Center to a Zonal Hospital by regional medical authorities. This itself was an event foreseen in the original planning, and further justified the investments which had been programmed for the second phase.

The erratic availability of obligated counterpart funds and the extraordinary inflation which occurred during the year caused severe disruptions in sub-project progress, however, the sub-project managers proved remarkably adept at finding ways to continue construction despite these problems. They also were able to leverage other resources as they demonstrated the community's commitment to the activity. Regional authorities, other donors, in particular UNICEF, and the partner organization ADRA, provided both financial and logistics assistance.

The local NGO continued to show significant improvement in its financial management during the year, and, although there were periods of tension between the cooperating partners in the activity, long range plans for management of the Center had been worked out by the local NGO and ADRA, and ADRA was ready to begin recruiting personnel to staff the Center. This recruitment was contingent on approval of the second phase of the sub-project which has effectively become a moot question.

Because of the long-term nature of planning on this sub-project, the cutoff of funding at what is essentially the halfway point has relatively more impact on it than on others. Since the NGO involved will be unable to complete the basic infrastructure required for a Zonal Hospital, it cannot expect to receive the promised assistance from ADRA providing qualified medical and administrative personnel as well as supplies, UNICEF in providing medicines and supplies, and the regional medical authorities in providing nursing personnel. What will remain is a set of empty buildings, newer than most of the many abandoned health installations spotting the country, but yet another monument to the faded hopes of Zaire's rural populations.

2. Kansamba Reforestation

This activity was approved 4/4/90 for funding of \$60,000, which makes it the smallest of the approved sub-projects. It was also the first of the sub-projects to be shifted to Global Warming Initiative activities.

It involves the establishment of a 25 hectare multi-use tree plantation. Priorities are to grow trees for oil production, firewood, lumber, and for soil rehabilitation. As the area has been virtually deforested for a 45 km. radius, the project is a first effort toward replanting forests in the area. Also included is construction of an office, warehouse, and lodging for the site supervisor.

The plantation is managed by the Diocese of Kalemie and involves approximately 250 students between the ages of 12 and 19 from 5 local schools. Direct supervision is provided by a Belgian brother attached to the diocese.

As of the last written report and recent oral reports from the GASPP regional representative, all building construction had been completed, as well as the main nursery. An agronomist had been engaged to be site manager and construction of irrigation canals was continuing, although it is unclear if these has extended beyond the area planned for eucalyptus.

The activity suffered from the same price explosion and erratic availability of construction materials as all other sub-projects, increased wage demands of workers and currency exchange loss. However, since the activity is under the development program of the Diocese of Kalemie, the Diocese frequently provided funds to keep things going while the implementers awaited quarterly funding allocations from Kinshasa. A final financial report as of the date of suspension of funding has not been received. Therefore, the extent of the Project's debt to the Diocese, if any, is not known.

The sub-project director, a Belgian brother, remained at his post and was continuing activities as of early December.

Because the sub-project is a part of the development activities of the Diocese of Kalemie, it is possible that some tree production and planting will continue despite the cutoff of Project funding. This depends to a large extent on the willingness of the students to contribute to clearing and planting, thus replacing paid laborers. However, a major element of the sub-project plan will have to be abandoned and this will probably affect the long term viability of the activity. The oil palm production was expected to provide a source of income for the site which would make it self supporting. Due to the fact that the (pregerminated) oil palm seeds had not yet been purchased, this portion of the planned activities will almost certainly be dropped. The seeds are expensive and difficult to acquire, and with the lack of funding as well as GASPP assistance in procurement and shipment it is highly unlikely that the implementers will be able to follow through.

3. Community Natural Resources Development Project of Kasongo-Lunda

This sub-project was approved 5/12/90 for funding of \$210,000. It was also transferred to GWI funding when the Cooperative Agreement Amendment was signed.

The activity is aimed at increasing agricultural production and improving nutrition in twelve communities through training in agroforestry techniques, crop production and reforestation. It is managed by an exclusively Zairian NGO, PIDECO, with close supervision by GASPP staff. Reforestation is the principal focus and point of departure for other activities. 12 communities in the area are participating. Farmers participating in the project are allotted a half-hectare lot by the local chef de terre. These lots are devoted to various crops and different kinds of trees. Community extension personnel are trained to work with farmers in this intensive agro-forestry farming.

Although the sub-project continued to be the most management intense of all GASPP activities, it was also very rewarding in terms of its accomplishments.

As indicated in previous reports, the principle unifying activity of the participating communities is the reintroduction of caterpillars to the area. The results of the first cycle in this process, confirmed by the GASPP expatriate technical officer, were exceptional. A major increase in the number of caterpillars was observed in the pre-metamorphosis cycle (a lifecycle stage being experienced by GASPP at present). What is perhaps more significant, however, is the fact that the caterpillars were not being harvested, even by village children. Since they are an important nutritional element of the local diet, as well as a potential source of income, the unusual behavior of the local people is a major indication of the fact that the value of allowing them to complete a number of lifecycles in order to increase the population has been understood and accepted by the people.

A second round of harvesting and grafting additional caterpillar eggs from outside the sub-project area had been completed at the time the funding was suspended.

Another example of community commitment to the project occurred around the same time as the completion of first caterpillar circle when leadership groups in two of the sub-project villages demanded control of the village tree nursery which had initially been installed at the village school. It appeared that the villagers were not in favor of "their" nursery being controlled by "intellectuals." The only area of concern observed by the GASPP technical officer was in outplanting practices, and arrangements were made with the Canadian supported Projet PARC to conduct a series of training of villagers in proper outplanting of the various species.

Finally, a major sub-project component which had been funded well in advance of the suspension was also underway by the time the funding ceased. This involved improved oil palm seeds which had been ordered and paid for, and arrived immediately prior to the suspending of funding. As of date, the seeds were in place

and being distributed to the participating communities. In addition, the sub-project had submitted its required financial reports and received funding for the last quarter of CY 91 in September. Thus, although funding was suspended as of November 30 the sub-project should be able to continue its basic activities into 1992.

As has been pointed out in previous reports, this is the most complicated and highest risk activity in the Project portfolio. It is also the most interesting and has become widely publicized among environmental groups internationally as an appropriate example of community based development activities with a small but important impact in the area of biodiversity. It was hoped that the sub-project would provide important insights into the capacities of a local NGO to successfully implement broad-based participatory development activities in the natural resource area.

In spite of the obvious involvement of the participating communities in the sub-project up to the time of suspension of funding, it is impossible to predict which way project activities would go. One would like to hope that, in the absence of close supervision by GASPP staff, the involvement of the communities would serve as a counterbalance to any mismanagement by the implementing NGO, but this cannot be assumed. Since the sub-project had hoped to work toward self-sufficiency in the future through its oil palm production, the issue of whether the nursery workers will continue working without pay for the necessary interim period is crucial.

4. Lukafu Health Care Facilities and Outreach Services

The sub-project was approved 5/17/90 for funding of \$184,161. Activities involve the completion of construction of a Reference Health Center and provision of some equipment for its functioning. It also involves the installation and provisioning of eight health posts to be served from the Center. The Center will train health post personnel, supervise vaccination campaigns and evacuate emergency cases to the Health Center. The sub-project is managed under the Diocese of Kwilu-Kasenga by a Franciscan Brother and M.D., Mark Neumann.

The Toyota Land Cruiser to be converted into the Center ambulance was delivered in February and was in use. It had been put into use as an ambulance on occasion but full conversion to an ambulance was not completed due to lack of necessary equipment in the market.

Bricks were being made for the additional buildings to house health outreach trainees. A number of the workers were Center patients who were paying for services. Because the sub-project is insisting on full community involvement in the activity, construction activity continued, although at a slow pace determined by the availability of volunteer labor.

The insistence of the sub-project managers on integration of the main facility into the community stimulated the development of a community based health management council, which was well established and was developing plans for self-sufficiency plans

for the Center. Part of the problem facing the community and the Center was the unanticipated and substantial growth of users from other health zones as far as 100 km away. This resulted in a greater burden on services and supplies than was originally planned for, and the community council was examining a number of income-generating schemes such as a Center farm maintained for users from within and outside the community who were unable to pay for services.

Shipments of a portion of the medical supplies was completed during the year. However, certain equipment purchases were delayed due to confusion between Project funded purchases and other equipment being supplied by other donors.

Because of the extremely rapid growth in Center users, the slow pace of volunteer-based construction, and the continued determination of the sub-project managers to assure a community commitment to the health outreach program before expanding into the various villages, the training and health outreach activities are developing slower than expected.

Although there has been no direct contact with the sub-project implementers since the evacuation, it is anticipated that the suspension of Project funding will have severe repercussions on both the quality of services available at the Center, because of the absence of supplies that will result, and on the progress of the health outreach activities which will probably have to be terminated for the immediate future

5. Lukotola Agricultural Development

The sub-project was approved 6/1/90 for funding of \$163,701. The activity is managed by a Ekumene, a small group of Spanish Catholic lay people who live in the village.

The major emphasis in this project is on increased agricultural production through the use of draft animals. Component parts of the project include extension work in animal traction, purchase and installation of a grain mill, construction and equipping a workshop for the fabrication of animal traction related farm implements, installation of an electric line to power the grain mill and workshop, and maintenance and repair of 5 km. of farm-to-market road.

As of date all major infrastructure work had been completed including stables and corrals for the draft animals, installation of the electrical lines and construction of transformer building, mechanical workshop, warehouse, and the small rooms to house the mill. The all major roadwork had also been completed including 8 small culverts. Construction of the final installation, the mechanical workshop was well underway. Other activities, such as the installation of potable water had been accomplished exclusive of GASPP funding.

The sub-project is well on its way to self sufficiency, even prior to the installation of the mechanical workshop. Both the maize mill operation and the animal traction component had surpassed expectations. Milling operations were on a seven-hour a day schedule, averaging approximately 22,000 kg every two weeks. There had been no problems with fees payment which

averaged 10% less than the nearest alternative site, and users were coming from a much wider radius than had been expected.

The animal traction component progress was even more surprising. Original objectives of the 4-year plan for dissemination of the technology were quickly surpassed by actual demand, and as of its second year, the sub-project had already increased the original 4-year number of pairs of traction animals trained and distributed from 24 to 62. The substantial increase was made possible in some measure by demand from institutional farms who purchased the pairs at the end of training in cash, enabling a faster rollover of stock than the farmer credit mechanism wherein farmers paid for the animals over a two year period.

The remaining key element of the project, an 8-ton truck for transport of animals and grain, was in place prior to September 30. Late reports from Shaba region indicate that during the uprisings in the area, the Trabeza facilities approximately 7 km. from Lukotola were attacked by looters, and that at the same time villagers at Lukotola established a round-the-clock cadre to defend sub-project equipment at the site. As of date, the Spanish lay missionaries who manage the sub-project had returned to Lukotola after a brief absence and that activities were proceeding normally.

Since the principal expenditures have already been made, and the activities well on the way to self-sufficiency, the suspension of funding will not have severe effects on the sub-project. However, this will impede the installation of the last component, the mechanical workshop. This, in turn, will negatively affect the small farmers who will continue to be obliged to pay for imported carts and plows. Thus, it will be more difficult for the farmers to buy into the activity. This situation could possibly be addressed by spreading the credit terms for individual farmer families over a three-year, rather than two-year payback period.

6. Mulwa Bridges

The sub-project was approved 6/21/90 for funding of \$123,478, and received its first disbursement 7/16/90.

The activities involved include the construction of a stone and masonry arched bridge of sixty-six meters in length across the Bwele/Molondo river, an 8.5 meter box culvert, a 3 meter box culvert, and replacement of the deteriorated planking on the existing Bailey bridge.

Although this was one of the earliest sub-projects recommended (in September 1989), it was subjected to an exhaustive series of examinations by the USAID engineering office, and lengthy delays in startup. The unwarranted skepticism concerning the abilities of the organization involved to accomplish the task, was quickly squelched, and in his final report the original source of the skepticism, the USAID Civil Engineer Advisor stated: "...it is very likely that the value obtained for the dollar spent on this project is probably the greatest of all funds spent over the last five years on any other

road project of the mission." Despite the delays caused by the occasional lack of counterpart funds, work was completed two months ahead of schedule and over \$25,000 under budget.

The principal bridge was completed and dedicated in mid-April. Up to the time of the evacuation, records of vehicle and pedestrian use of the bridge were being kept in order to monitor its impact in the immediate area.

This sub-project is complete and the suspension of funding will not affect the structures although it will make a meaningful evaluation of the activity impossible.

7. Epulu Forest Research and Conservation Training Center

This project was approved for a total of \$ 400,000 on December 19, 1991. It involves the construction of a training center for forestry researchers and personnel of the Zairian Institute for the Conservation of Nature (IZCN), including forest guards, in forest conservation, particularly in the Ituri forest. It is located near the IZCN's Okapi capture station.

While the construction of the Center itself has been underway, a number of research and training programs had been in progress. Researchers included both zairian and international researchers, and training included a group of university level students. Preliminary materials used to determine the conservation comprehension level of the guards at the station were developed and administered. These instruments were also used at Rwindi in Virunga National Park.

According to a report submitted December 2 following a visit to the site by John Hart of Wildlife Conservation International, the grantee, the sub-project is proceeding at an extraordinary pace and appears to have been totally unaffected by the civil unrest occurring in other parts of the country.

Basic construction, which includes foundation, walls and roof has been completed on the two dormitories, four of the five residential buildings, and one of the outbuilding. Finishing, which includes doors, windows, security bars, ceiling, plastering, drainage, floor and painting was 85 per cent complete on one dorm and 50 percent on the other. Finishing was not underway on four of the residential buildings, and one was only at foundation level. The principal meeting building/library was also only at the foundation level.

Community commitment to the activity has proven substantial as evidenced by the fact that the local chapter of ANEZA (Chamber of Commerce) loaned funds to meet salary commitments during a short absence of the sub-project's construction supervisor during October/November.

The vehicle destined for the sub-project had arrived in Kinshasa and was secured along with other Project vehicles and equipment in accordance with arrangements worked out with USAID.

This activity has been granted an exception from the general suspension of other sub-projects. This is having a positive impact both locally and beyond. A certain amount of local employment has been assured by the activity and it has permitted continuity in the research and study programs of zairian

university students working with the Center. Furthermore, IZCN has been aware of the continuation of the activity and the sustained presence of the grantee. This will strengthen WCI's potential role in developing and implementing long term conservation policy in the Ituri forest.

Alternatively, if construction is terminated at this point, none of the buildings could be used and the partially completed structures and the materials stockpiled would deteriorate. It would also result in the dispersal of the existing skilled and dedicated work team which has continued its participation in the sub-project without interruption.

8. Community Forestry and Conservation Education-Virunga

This sub-project was approved March 17, 1991, for a total of \$ 530,000. The grantee is the World Wide Fund for Nature (WWF) which provides the sub-project director, logistics support and financial reporting backup to the eastern Zaire office of WWF Zaire. The sub-project involves an expansion of a previously successful effort in three zones near Goma at the southern tip of the Virunga National Park, one of the most frequently visited parks in Zaire. It will expand proven conservation education techniques combined with practical work extension work in agroforestry techniques using community reforestation as the focus. The funding will enable the existing activity to cover the entire western boundary of Virunga National Park, reducing pressure on forest resources within the Park through education and community tree planting.

Delays in the processing of a Cooperative Agreement Amendment obligating funding for the sub-project caused problems initially. The Project then obtained Mission approval to release \$ 37,000 of unused Project funds originally obligated to the Mulwa Bridges sub-project. With these funds WWF was able to begin initial activities. These included development of the third issue of the publication "Kacheche," which was intended for use in conservation education in the four new zones, to initiate site surveys of potential central nursery facilities and to recruit key professional personnel to be assigned to the new zones.

WWF also initiated procurement of nursery supplies and equipment, advancing its own funds where necessary. The journal was published and prepared for distribution as part of the education program.

A second tranche of \$ 95,000 was requested immediately prior to the ordered evacuation. However, the disbursement of these funds was put on hold at the time of the evacuation.

WWF suspended deliveries of equipment and froze distribution of the journal. However, the sub-project director remained at his post and placed local personnel hired for the activity on maintenance salaries. Contact was being maintained with the field office and with WWF from the EIL offices in Washington, and the Project requested an exception for the sub-project since there was no evidence that activities were being affected by civil unrest in the area. USAID refused the exception and WWF was advised of the indefinite suspension of funding on November 26, 1991.

Of all the sub-projects in the portfolio, this activity is the most adversely affected. Despite the fact that the principal implementers and local personnel remain in place and there have been no disruptions in the area, the suspension effectively terminates the activity for a minimum of one year, whether it is restarted in the near future or not. This is because of the crucial importance of seasonal cycles in any activity involving seedling production and/or outplanting.

WWF has indicated a desire to maintain its presence in some form in the area and is doing so. However, because of limited funds, it will be obliged in the near future to terminate those personnel who had been recruited and were undergoing training in specifically for this activity. Should the funding suspension be lifted, it will be necessary to rebuild from scratch both the personnel and the planned nursery structure.

Since sub-project implementers remain in place and communications have proven more efficient between Washington and eastern Zaire than they were between Kinshasa and the area, it is strongly recommended that, if the suspension is lifted, even in part, this sub-project should be the first to be reactivated. A reactivation would be possible even without a renewed physical presence of the Project in Zaire.

ANNEX B

Peace Corps Sub-Project Review

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PEACE CORPS FISHCULTURE AND INTEGRATED AGRICULTURE SUBPROJECT

A. Summary

1. Subproject Name

Peace Corps Fishculture and Integrated Agriculture
Subproject

2. Lead Grantee and Number

The Experiment in International Living, No. 03-0175952
(IRS); 07 396 1419 (DUNS)

3. Subproject authorization date and amounts

Fishculture - Authorized September 16, 1988,
US \$ 1,200,000
Integrated Ag. - Authorized
US \$ 140,000

4. Scheduled Cooperative Agreement Completion Date;
08/31/94 (PACD)

B. Programmatic Status

1. Summary description of the Peace Corps
fishculture/integrated agriculture subproject

This subproject is a six year, 2.5 million dollar subgrant to Peace Corps Zaire. This has allowed Peace Corps to continue its highly successful rural development program in fishculture that it began in 1974. The original subgrant budgeted approximately \$ 855,000 in US dollars for technical assistance and commodities and \$ 1,645,000 in local currency (Counterpart funds generated from PL480 agreements) for subproject operations over the six years. This budget was modified at the end of 1990 when an additional 140,000 dollars was added to fund the integrated agriculture "pilot project" that Peace Corps had initiated as a "follow-up" activity for experienced fish farmers. Another modification was made at the end of 1990 when the SPSP project had to convert all budgets to US dollar funding. At this time, the total Peace Corps Fishculture subgrant was amended to \$ 1,267,000.

Under this subgrant, provisions were made to continue a collaboration between Peace Corps Zaire (PC/Z) and the Zairean national extension service, the National Family Fishculture Program (PNPF,) that was begun under a previous 10 year USAID project (USAID Project 660-0080.)

2. Summary Description of subgrant (see above)

Expected Contract or Grant Outputs

- a. Increase in fishculture activities from farmers in 5 regions to farmers in these regions plus Shaba by EOP using PCV's and NGO's.
- b. Numbers of fish groups/farmers in regions increase from 8,000 to 10,000 over LOP.
- c. **Fish Farmers in Shaba increase to 200 over LOP.**
- d. 30% of fish groups/farmers are involved in related agricultural production activities by EOP.

4. Progress to date

a. Evolution of Sectoral Environment

The activities funded under this grant were a continuation of the fishculture extension activities begun by Peace Corps in the mid 1970's. While the main objectives of the previous project were focused on institution building, the objectives of this subproject were simply to increase numbers of subproject participants (fish farmers) in regions where Peace Corps continued to be operational.

Basically, at least 3 Peace Corps Volunteers (PCV) were placed successively (referred to as the "6 year post progression") in a "post" to do intensive fishculture extension. His/her activities with individual farmers and farmers groups were supervised and assisted by the PNPf regional extension service. A "mobil" extension team composed of trained and experienced host country technicians was also responsible for providing continued follow up and training opportunities for experienced and autonomous fishfarmers beyond the departure of the last PCV at a particular post.

Additionally, under this subgrant, Peace Corps began a "pilot program" in integrated agriculture. The idea behind this was to further assist experienced fishfarmers by introducing them to other appropriate farming techniques that can be associated and beneficial to their fishfarming. With the additional funding provided to this subgrant, PCV's, experienced and trained in appropriate agricultural and animal husbandry technologies, were placed in selected posts that had already been through the 6 year cycle of fishculture PCV's' to work with interested farmers.

A "phase out" of fishculture assistance to all regions was originally planned for by Peace Corps over the life of this subproject. The region of Kasai Occidental saw its' last fishculture PCV in 1991 and Kasai Oriental was scheduled for phase out in 1993. South Kivu was scheduled to close by EOP. However, because of the surprisingly positive results that were noted in the Bandundu and Bas Zaire regions, Peace Corps was of the opinion that a scaled down fishculture extension program would continue beyond the expiration of this grant. The integrated agriculture program was scheduled to continue, at least, through 1996.

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Under this subgrant, US dollars were budgeted for commodity procurement outside of Zaire. This account was held and managed by the Experiment in International Living/US. Counterpart funds were made available through agreements between USAID and the Ministry of Plan. These were budgeted for local purchases in support of the collaborative PC/PNPF field operations. All materials procured under the previous project, including vehicles, were transferred to the subproject.

The EIL subproject manager provided overall subgrant management in country. Initially, this included the management of a centralized Counterpart fund account in Kinshasa into which funds were transferred from the USAID 125 project. These funds were then provided directly to the regional accounts, with some being held for local (Kinshasa) purchases in support of regional activities.

At the regional level, regional management units consisting of the Peace Corps Volunteer Leader (PCVL) and the PNPF regional Coordinator were responsible for co-management of Counterpart funds transferred to their account. Regional Counterpart fund budgets and activity plans were presented annually for discussion and approval by representatives of the three subproject collaborators, which included the Director of PNPF, the Associate Director for the Peace Corps fishculture program, and the EIL/Peace Corps Liaison Officer.

The working relationship between Peace Corps and PNPF in the field and at the regional management levels, which was defined in a Memorandum of Understanding signed in October 1988, remained essentially the same as during the previous 10 year USAID funded project. As was the case in the previous project, Counterpart funds were made available to PNPF to assist them with staffing. The number of PNPF employees, however, who were to be eligible to receive base salaries plus an incentive (prime) or just the incentive from these funds was reduced from a previous level of 140+ to 67. Prior to the start of the subproject, it was decided that this would include PNPF employees in the Bas Zaire, Bandundu, Kasai Occidental, Kasai Oriental, and South Kivu offices. The P.N.P.F. Director and 2 other staff from the Programs main office were also allowed the same incentives. With the addition of the integrated agriculture subproject, 7 more employees were later approved bringing the total to 74.

Because of a deficit in Counterpart funds projected for 1991, the number of PNPF employees that were to be supported with Counterpart funds was again reduced at the end of 1990. In the beginning of 1991, 34 PNPF employees (27 for fish and 7 for integrated agriculture) received either base salary and incentive or just an incentive from the Counterpart fund. During the year, however, this number was reduced to 26 as USAID discontinued the payment of incentives.

Consequently, and by mutual agreement between all concerned, direct PNPF and Peace Corps collaboration funded from the Counterpart fund, was limited to the regions of Bas Zaire and Bandundu which had a majority of the activities.

Because of this situation, Peace Corps was obliged to undertake and support its own activities without the benefit of a host country collaborator in the regions of Kasai Oriental, South Kivu, and Shaba. This also meant that funding for the support of PCVs' in these regions had to be provided from a different source. The funding, in US dollars, was made available, in part, after the subprojects' budget for commodity purchases was modified. The rest was to come from an additional US dollar grant (Global Warming) that was made available to the 125 project.

As was the case with the Counterpart funding, once US dollars were provided by USAID 125, they were initially held in a central account in Kinshasa. This was managed by the subproject manager. On an "as needed" basis these funds were made available to the regional accounts. At the time requested, a transfer was made from the central bank account. At the time this is done, dollars are converted by the bank into local currency at the days exchange rate. Whereas the regional Counterpart fund accounts were co-managed between the PCVL and the regional Coordinator, the US dollar accounts were managed solely by the PCVL of the particular region. For local (Kinshasa) purchases, in most cases, local currency was provided on a "loan" basis from the Counterpart fund account to the US dollar account with an equivalent amount of local currency reimbursed via bank transfer at a latter date.

Accountability for the central account(s) was provided by the EIL/Peace Corps Liaison until early 1991 when an accountant was hired by the 125 project. For the regional accounts, PNPF provided accountability for the Counterpart fund accounts and the PCVL, with the assistance of the subproject accountant in Kinshasa, were responsible for the accountability of the US dollar regional accounts.

b. Description of Sub Grant Execution

1.) Implementation problems encountered along the way and how they were resolved.

PROBLEMS	HOW RESOLVED
- inherent problems related to the use of counterpart funds (irregular and untimely dispersal, devaluation of local currency, inflation)	+ change to US dollar funding for PCV support, dollar account opened at Grindlays Bank (Kinshasa) and funds transferred and converted on an "as needed" basis
- poor management by host country officials	+ central CPF account managed by EIL/PC Liaison, change from CPF to US dollar funding which was solely used for PCV support and managed by P.C.V.L.
- diminished enthusiasm on the part of host country counterparts due to untimely CPF releases effecting salary and incentive payments and job "insecurity"	+ resolved with more frequent adjustment of base salaries and payment of severance pay
- lack of training of PCVL in accounting and fund management prior to being given responsibility for US dollar accounts	+ training sessions were organized semi-annually for new PCVL's to acquaint them with budget and activity planning, accounting formats, and management instructions (Guide was put together)
- no staff assistance for subproject manager	+ in early 1991 a financial assistant was hired to assist EIL/PC Liaison with accounting

2.) Achievements Toward Accomplishing outputs and targets*

OBJECTIVE #1 - Increase in fishculture activities from farmers in 5 regions to farmers in these regions plus Shaba. (The last PCV, however, leaves the region of Kasai Occidental and activities are turned totally over to PNPf.)

Particular information concerning 1991

number of posts = 36	number of PCV's = 37	number of PCVL's = 4
BZ = 9	= 10	= 1
BDD = 13	= 13	= 1
KOCC = 0	= 0	= 0
KOR = 3	= 3	= 0
SHB = 7	= 7	= 1
SKV = 4	= 4	= 1

OBJECTIVE #2 - Numbers of fish groups/farmers in regions increase from 8,000 to 10,000 over LOP.

The following information gives a total of new people who have begun construction of their first "model" fish pond to date with the assistance of Peace Corps volunteers under the fishculture sub project.

1988	BZ	BDD	KOCC	KOR	SKIVU	SHABA
Q4	6	30	16	11	17	0
1989	BZ	BDD	KOCC	KOR	SKIVU	SHABA
Q1	2	29	11	1	7	2
Q2	9	15	21	13	*	13
Q3	11	14	11	7	*	27
Q4	15	15	4	3	2	0
totals	37	73	47	24	9+	42
1990	BZ	BDD	KOCC	KOR	SKIVU	SHABA
Q1	20	21	0	4	1	0
Q2	26	50	4	3	10	95
Q3	15	15	3	6	6	11
Q4	2	9	1	1	*	3
totals	63	95	8	14	17+	109
1991	BZ	BDD	KOCC	KOR	SKIVU	SHABA
Q1	7	10	-	7	5	5
Q2			-			
Q3			-			
Q4			-			
totals	7	10	-	7	5	5
TOTALS	113	208	71	56	48	156

GRAND TOTAL = 652

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OBJECTIVE #3 - Fish Farmers in Shaba increase to 200 over LOP.

1989 = 42
1990 = 109
Q1/1991 = 5
total = 156

SUMMARY - Peace Corps Fishculture Subproject

- Volunteers

As of the end of the third quarter 1991, there were 36 PCV fishs' and 4 PCVLs' in the field. The breakdown by region was as follows;

Bas Zaire	=	9 + PCVL
Bandundu	=	13 + PCVL
Kasai Occidental	=	0 (phased out in March 1991)
Kasai Oriental	=	3
Sud Kivu	=	4 + PCVL
Shaba	=	7 + PCVL
total	=	36 + 4 PCVL

- Programming

Of note is that following the original Peace Corps 6 year "phase out" plan, Peace Corps fishculture volunteers should be phased out in all regions by end of project (March 1994.) In effect, only one region has been phased out to date, Kasai Occidental. The next regions that were expected to be phased out were Kasai Oriental (March 1993) and Sud Kivu (March 1993 or 1994.) The activities in the remaining 3 regions, at present, will be kept going beyond end of project, as long as the high level of interest continues that has been expressed to date.

As of March 1992, the Peace Corps Fishculture APCD was scheduled to finish his contract. Apparently, due to the fact that the program is in a "winding down" phase, Peace Corps/Zaire feels that they may use this opportunity to move their programming more towards the environment. Therefore, it may be reasonable to imagine that the replacement for the outgoing APCD will be someone with an environmental (probably forestry) background. Peace Corps will be interested in continued funding for this activity.

- Finances

Because of the decrease in availability of USAID/Ministry of Plan Counterpart funds in 1991, which necessitated a conversion to US dollar funding, it was decided that CPF would be made available only for the PC/PNPF collaboration in the regions of Bas Zaire and Bandundu. Both of

these two accounts continued to be "co-managed" between the PCVL and the PNPf regional Coordinator. PNPf was still responsible for accountability and reporting.

As of March 1991, the subproject opened a US dollar account specifically for the support of the Peace Corps volunteers. By April 1991, all PCVLs' had opened accounts into which funds were transferred, having been first converted to Zaires by the transferring bank. Each individual PCVL was responsible for managing their funds according to an approved budget. They each received an intensive short course in accounting and were responsible for the initial entries into "draft" ledgers and providing these plus actual receipts to the subproject accountant (hired in April 1991) for final entry and reporting.

- Commodities

Today, the fishculture subproject has received the following commodities;

5* Toyota pick up trucks (a sixth was delivered but was damaged beyond use during shipping, an insurance claim has been filed and the funds reimbursed)

30* Yamaha DT 125 motorcycles (fifteen motorcycles were transferred to PNPf, five were advanced to the Integrated Agriculture program)

Toyota and Yamaha spare parts

21 sets of tools and tool boxes

OBJECTIVE #4 - 30% of fish groups/farmers are involved in related agricultural production activities by EOP.

At the beginning of Q1 there was a total of 8 PCV's working at 8 posts in Bandundu. During the quarter, 4 PCV's completed their 2 years. Only 2 are to be replaced during Q2. The other 2 posts were closed due to lack of interest. A new post will be opened at the fish station (Nzinda) and 2 new posts are to be opened in Bas Zaire at the beginning of Q2. The PCV "leader" was replaced by a third year "Integrated Ag" volunteer.

Total number of farmers working with integrated ag. PCV's (Q4**) = 257

Total number of these farmers who also raise fish (Q4**) = 180

Percentage of farmers who raise fish and do int. ag. (Q4**) = 70%

** Q1 figures not available at present

* Second quarter reports were not yet entered into the computer file before the evacuation. Third quarter reports were not submitted by PCV's in the field, due to the same evacuation.

SUMMARY - Peace Corps Integrated Agriculture Subproject

- Volunteers

As of the end of the third quarter 1991, there were 9 PCV fishs' and 1 PCVL in the field. The breakdown by region was as follows;

Bas Zaire	=	2
Bandundu	=	7 + PCVL
total	=	<u>9 + PCVL</u>

- Programming

Designed as a follow up to the successful fishculture extension program, this program has shown major improvements in both results and in the quality of the program (refer. H. Attfield report.) Starting initially with four PCVs' trained in general agriculture, mainly crops, an inexperienced PCVL who was a former fish PCV, and an APCD who really hadn't been involved enough in the program design, the program got off to a relatively slow start.

Experience gained in the field, obviously was one factor for any improvements the program has seen. But, even more importantly, the quality of PCV that was selected for this program has done much to see that the experiences were well analyzed and put to good use in formulating an appropriate technological package that could be sold to farmers. Another important factor was the fact that the new APCD, who replaced the original after the first two years of the program, was both a former fishculture PCV in Zaire and trained in agriculture/animal husbandry. She was able to bring a much better insight into the programs' goals and keep the program better focused.

Of note is that besides the posts that have been opened in Bandundu, of which there is a total of 8, 2 posts have been opened this year in Bas Zaire. Also, this program now has developed a 6 year cycle for placement of PCVs' at selected posts. A master program has been drawn up the foresees placement of PCVs' at least until 1996 in the regions of Bas Zaire and Bandundu. Peace Corps will be interested in continued funding for this activity.

- Finances

As of this year, this activity only received US dollar funding.

- Commodities

To date the following have been procured;

1 Toyota pick up

5 Yamaha motorcycles (5 more were advanced from fishculture)

3.) Pending Actions and Achievements

- procurement of project vehicles, including replacement truck for South Kivu and disposal of project assets, mostly materials that are no longer of use (transfer to PNP?)

- completion of construction for integrated ag. activities at Nzinda station (Kikwit) and Kasangulu.

- follow up of "base-line" study for Bas Zaire and Shaba

4.) History and Lessons Learned

- a. Peace Corps/host government collaboration
USAID Project 660-0080
(Family Fishculture Project
"Projet Pisciculture Familiale")

From a technical perspective, the original USAID funded family fishculture extension project (USAID Project 660-0080) is considered a very successful project. All of the projects technically oriented objectives were achieved. This was underlined by the fact that by the end of the project, the Ministry of Rural Development for the Government of Zaire, signed an ordinance that institutionalized the Family Fishculture Project (PPF) as an official government agency, the National Family Fishculture Program (PNPF.)

The extension strategies and methodologies developed and used during this ten year collaboration have been integral in this Peace Corps programs success and a "model" for successful rural development programs. Peace Corps volunteers are responsible for village level farmer extension, working one-on-one with interested farmers to teach them how to raise fish for food and profit. Although any interested farmer is considered for assistance, only those who show themselves to be serious, capable, and a potential "model" for others is worked with on a regular and intensive basis.

To begin with, the fishfarmer "candidates" are assisted in selecting appropriate sites for multiple pond systems. Once the site has been chosen, the first pond is measured and staked. Following closely the instructions of his/her advisor, the farmer will construct his/her pond in accordance with well defined technical criteria. All participants are encouraged to use the most appropriate of means. In Zaire, for example, this almost always includes the farmers own labor and use of locally available materials, including the simplest of tools.

A successfully completed fish farm will demonstrate all the desired techniques for semi-intensive "family" fishfarming. This includes not only sound pond construction, but a level of pond management that can produce an appreciable amount of fish (30-70 kilograms per 100 square meters per year) on a regular basis. Even after the eventual departure of the last PCV, it is expected that a "model" fishfarmer, which also implies that he/she is successful, will continue to provide a living demonstration of what fishfarming is and the benefits that it can provide to rural inhabitants.

The original project objectives called for the Ministry of Rural Development to provide the project with University graduates, to be trained in fishculture and then assigned to work and eventually replace Peace Corps volunteers (PCVs') in the field. However, due to fiscal realities and the fact that rural Zaire does not afford the type of living conditions that college graduates normally expect, this idea was later determined impractical and unrealistic.

Fortuitously, as the project evolved, it was observed that experienced and properly trained fishfarmers could and were willing to serve voluntarily in the role of local extension agent. This idea was given a high priority by the extension program and numerous farmer training courses were organized to prepare experienced fishfarmers in these roles.

The farmer training programs were conducted both in the farmers own villages, using real farmers fishponds as demonstration and teaching sites, as well as, at regional training centers that were constructed and equipped with project funds. During these sessions, courses were presented by both project staff and experienced farmers in basic principles of "model" fishfarming. Courses were taught in a matter that would allow fishfarmers to understand both how and why they need to apply certain fishfarming techniques.

Farmer to farmer visits, hands on demonstrations, practical exercises, technical documents, audio-visuals, and other teaching aides were used to this end. In effect, these courses actually served two purposes. The first was to allow participants to improve their own production. The second was to allow fishfarmers to be able to explain what they do and why they do it to other interested farmers. This concept insured both program quality and continuity of the extension program at the "grass roots" level.

The facts that project cadre could be more easily supported in a regional administrative center and that experienced farmers could provide program continuity at the village level were the basis for the creation of "mobile" extension teams. These are composed of three or four University cadre who were trained by the project in both fishculture and extension techniques and assigned to each of the PPF regional headquarters (Coordinations.) These teams are expected to visit and assist regularly both the PCVs' and their farmers at post, as well as, to continue follow up of the fishfarmers after the departure of the last PCV from a post.

It is also important to note that prior to this last step in a posts "progression," leaving what is referred to as an "autonomous" post, the farmers, themselves, are encouraged to form groups called "associations" or "committees." These organizations make it easier for a technician(s) to be in touch with a majority of the fishfarmers at each visit and continue to follow their evolution and that of the post, in general. They also help facilitate the farmers learning and problem solving, give farmers the opportunities to share and compare experiences, and helps them to establish an identity and voice that can be used to promote and protect their common interests.

Under USAID Project 660-0080, commodity purchases, which includes vehicles (pick up trucks and motorcycles,) spare parts, tools, technical materials, and technical assistance, were made in US dollars. The rest of the ten year project funding, which provided support for the institution building and technical activities, was provided from USAID/Ministry of Plan Counterpart funds (CPF.) According to the projects management structure, all CPF funds were "co-managed" by the Director of P.P.F. and the USAID project manager. USAID/Ministry of Plan deposited CPF funds for the support of project activities in a central project account from which funds could be transferred to regional accounts. This same account was also used for the daily operations at the P.P.F. headquarters as well as for local (Kinshasa) procurement of fuel, spare parts, and other support needs. The regional accounts were "co-managed" by the PPF Coordinator and the PCV Leader.



D.) Peace Corps/host government
collaboration
USAID Project 660-0125
(Fishculture/Integrated Agriculture
subproject)

In early 1988, at the time when a new US P.V.O. managed "umbrella" project (USAID Project 660-0125) was being planned, USAID/Zaire informed Peace Corps/Zaire that funding could be provided to continue the successful USAID/Peace Corps collaboration initiated under USAID Project 660-0080. Funds were to be made available under the new project which was being designed to assist local "non governmental" organizations (NGOs'.) For Peace Corps, the possibility of a continuation of funding was welcome, as they had already foreseen continuing the fishculture program for at least another six years. As well, Peace Corps had already drawn up plans to begin a pilot project for an "integrated agriculture" as a logical follow up to their successful fish program for which funding would also be crucial. But, under the conditions set for the new project, which by definition, would have excluded any assistance to a government agency such as PPF, this opportunity would have meant operating under conditions that would be less than ideal.

The Peace Corps greatest concern was that without a collaborating organization, it would be almost impossible for them to guaranty an adequate level of support for the nearly sixty fishculture and integrated agriculture PCVs' scattered over 6 regions of Zaire. PCVs' in the field, and fishculture volunteers in particular, have very specific support needs that Peace Corps, itself, is not designed to provide. Under the ten year fishculture project, an important element in the Peace Corps programs success was the availability of a host country organization (PPF) that was oriented to provide the administrative, financial, technical, and logistical support that was needed. Even though PPF was a governmental agency and was known to have a number of administrative and managerial problems, the fact remained that no other local agencies, non governmental or governmental, existed that could provide what a program of Peace Corps magnitude would need.

For those involved in designing a new Peace Corps support strategy, there were a few important technical considerations to be made, also. First, without PPF, Peace Corps overall extension strategy as it was known for the last ten years would have to be revised. As it began in the days prior to the ten year USAID funded project, the Peace Corps fishculture program was a small scale, rural, "grass roots" level farmer extension program. It was acknowledged as being successful in terms of being able to effectively introduce a

new technology and get a certain level of participation with quality results. The effectiveness of the Peace Corps program over the ten year project, however, was based on magnification of this same approach plus a PCV/PPF collaboration that was designed to be complementary. Where Peace Corps had its' limitations culturally, linguistically, socially, or even technically, PPF was capable of filling in. Therefore, it was not expected that one working without the other could reach the same level of impact as the two working together. In addition, over the ten years, PPFs' role was designed to guaranty the long term program continuity once Peace Corps job had been completed. PPF was intended to pick up where the PCVs' leave off.

Another consideration was that from a developmental perspective, once it was seen that Peace Corps and the agency that had sponsored them for ten years were no longer working in collaboration, the confidence that Peace Corps and PPF, in particular, had gained over ten years from rural farmers would be lost. This, in turn, would have a direct impact both on the projects results and on PCV job satisfaction levels, which were traditionally the highest amongst Peace Corps Zaires programs.

As a result of all these considerations, it was agreed that a Peace Corps/PPF or PNPf, as it was now known, collaboration should continue. It was also agreed that project funding would emphasize support of technical field activities, which prioritized extension and training. PNPf would be asked to continue to provide administrative, financial, technical, and logistical support for the activities of the PCVs' and their fishfarmers.

Under the new NGO support project (USAID Project 660-0125,) the Peace Corps fishculture support "subproject" was to receive local funding (CPF) from the USAID/Ministry of Plan Counterpart funds. When the subproject budget was established, it was hoped that the funding levels would accurately reflect what would be needed to allow Peace Corps not just to continue the same level of activities as they had during the previous ten years, but to introduce some new ideas and innovations into the outreach program.

PNPF was, also, authorized to receive funding from the subprojects' CPF budget. PNPf's entitlement to subproject funding was well defined and contingent on their providing specific support services for the Peace Corps program. The actual services to be provided were identified annually

in an activity plan and budget that was presented by each regional PC/PNPF staff. These were to be approved by the chief representatives for each participating organization, the APCD/Fishculture for Peace Corps, the PNPF Director, and the EIL subproject manager.

Additionally, the subprojects overall budget did make provisions for some continued "capacity" strengthening of PNPF in the form of "in service training," some infrastructural investment at two of the PNPF fish stations, and for some logistical materials (30 motorcycles with spare parts) to be purchased from the US commodity budget. It was expected, however, that these funds and materials would be earned and used rationally in order to help "supplement" their own program budget and strengthen their service.

The collaboration between the three subproject partners was, originally, defined in a six year "Memorandum of Understanding," which was signed by the Directors of USAID and Peace Corps and the Minister of Rural Development. This defined the specific roles and responsibilities of each organization, as well as, of those who were to be entrusted with the management of subproject Counterpart funds. The management structure as it was defined and agreed to within the Memorandum of Understanding foresaw some basic changes reflecting the new relationships between partners. It was hoped that the new formula for collaboration, defined in this document, might eventually serve as a "model" for collaboration with a host country agency. In return for funding, a government agency, such as PNPF, could provide specific services as well as its' experience in the field to a rural development organization such as Peace Corps, a local PVO, or NGO including the farmers groups themselves. This would, it was felt, also be an appropriate means to bring the Peace Corps program to a successful conclusion and assist PNPF, at the same time, in establishing its' self reliance, independence, and credibility for the future.

Overall management of funds provided for the Peace Corps fishculture subproject was the responsibility of the Peace Corps fishculture and agriculture subproject manager (EIL/PC Liaison.) Initially, funds are deposited by the EIL project into a central subproject account(s) according to an approved yearly budget and availability. The new subproject management structure was designed to allow these funds, at first CPF and later US dollar funding, to be directly transferred from the central account into the individual PNPF or Peace Corps accounts according to their approved budgets. All such transactions are approved and cosigned by one of the other two EIL staff.

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In addition to an operational budget for the support of each of the regional programs, including PNPFS' costs, a separate activity support budget whose funds are retained in the central account is, also, managed by the subproject manager. This is used to provide funds on an "as needed" basis for purchase of locally available materials, respond to urgent requests, and for the support of "special" projects. It was possible, in this manner, for the subproject to provide Peace Corps and PNPFS a more efficient and timely dispersment of funds and materials needed to support activities than that provided by the previous project.

The PNPFS headquarters had its' own account and budget which was managed by the PNPFS Director. This account received supplementary transfers of funds for specific support needs as needed from the central account. Funds for the support of the regional extension activities were transferred directly into the regional PNPFS accounts according to their approved budgets. At this level, the funds were "co-managed" between the PNPFS Coordinator and the Peace Corps Volunteer Leader (PCVL.)

In accepting to work with PNPFS, EILs' biggest concern was the ability of PNPFS to manage and accurately account for their use of subproject funds. This issue was rooted in the experiences of the previous project. For the most part this issue had not gone without comment under the previous project and was documented in numerous memos and the conclusions of an external audit. In all cases, however, including that of the audit, there was no specific follow up or intervention by either USAID or the Ministry of Rural Development.

As it was expected, it was established early that PNPFS' problems with poor management and accountability did, in fact, continue to be of concern. At the initiation of project activity, EIL made an attempt to document specific cases. Efforts included calling for a follow up audit to the one done during the previous project. Identified as a particular concern, was the management of funds transferred to the PNPFS headquarters, and particularly, the management of those funds by the PNPFS Director. The results of this audit, which again noted some very serious problems with PNPFS' management and accountability were later brought to the attention of both the host government Ministry and USAID. Neither partner, however, was willing to take any corrective actions. This issue, unfortunately, stood unresolved into late 1990 when the Director was forced to leave his position for health reasons. In effect, it wasn't until 1991 that this situation was to improve somewhat with the naming of a new Director.

Although sincere efforts were made on the part of EIL to identify problems and improve upon PPFs' poor managerial legacy, solutions were often complicated by a number of different but interrelated difficulties. As was anticipated, certain of the difficulties were inherent with the "transition" from PPFs' status as a fully funded project to its' new status with only partial funding under the subproject. Other difficulties developed further along in the life of the subproject. These were related not only to the new relationships of each of the partners, but also to the serious delays in funding due to shortfalls in the availability of CPF, new funding policies initiated by USAID, and mandatory cut backs in PPNF personnel numbers ordered by USAID.

Shortly into the subproject, it became apparent that the level of willingness and cooperation that had been experienced under the previous project was in wane. In the field, collaboration continued and cooperation was possible, but, in an increasing number of instances, it had to be guided, where before it had developed naturally. Confounding matters, there, was the fact that poor communications limited contacts with the regional staff when they needed most to be thoroughly informed as to what changes were being made, how they were to be made, or why they were being made. As a result of not being well enough informed or informed in a timely manner, staff often felt abandoned or confused, resulting in discouragement, frustration, and a loss in motivation.

Working under these conditions, PPNF regional managers reacted by being more inclined to "play it safe" giving matters of personal consequence priority over matters concerning the success of the funded activities. Personnel problems, in particular, which had not always been dealt with acumen by PPNF, were also more of a distraction to the project managers, PCVs', and even the ever observant farmers in the field. In general, as time went on, PPNFs' management decisions became more and more impelled by general pessimism and subjectivity. Consequently, an obvious rift in confidence was created between the long time partners.

It was first brought to the EIL projects attention in the fourth quarter of 1990 that the level of CPF that would be available in 1991 for subproject activities was to be significantly reduced. It was also announced that no CPF was being projected for 1992. As a consequence, the EIL project and the fishculture subproject were obliged to revise their remaining budgets. This meant no longer considering the amounts assigned for CPF and relying totally on the US dollars that were still available.

This budgetary consideration created another subproject dilemma. US dollar funding was only to be used for direct PCV support. Because of this situation the participation of PNPf, whose regional offices were almost completely dependant on the subproject CPF funding, had to be reconsidered. Ultimately, it was agreed that it was necessary to concentrate available funding in the two regions which have the most PCV and farmer activities, Bandundu and Bas Zaire. The PNPf regional offices of Kasai Occidental, Kasai Oriental, and South Kivu would no longer be supported with subproject support. The PCVs' in those regions, with only a PCVL to support them, would receive funding from the US dollar fund.

Naturally, not haven been given any forewarning, PNPf was, again, demoralized. The only alternative available to them was to reallocate the limited funding it had been receiving from the Ministrys' investment budget. For 1992, with no CPF projected, it was highly improbable that a continuation of the collaboration that had existed at any time in the past between Peace Corps and PNPf would be observed. A limited collaboration might have been possible only if the Government had been conscientious enough to make available a reasonable budget.

Actually, during the planning stages of this subproject, it was considered that at some point, prior to the project completion, PNPf, as a government agency, would be financially capable of supporting its' operational costs. In reality, PNPf has received some albeit modest support from their own Ministry during this subproject. But, the problems have been that 1.) the government still considered PNPf a USAID funded project and therefore did not consider their total budget request, and 2.) no effective means have ever been employed by the Ministry to guaranty that what little funding PNPf did receive was used effectively and efficiently to support their program.

Notably, for as long as the subproject was in operation, PNPf continued to rely heavily on subproject funding. For example, while the subproject agreed to support the salaries and incentives of the most essential of PNPf staff, PNPf continued to keep the older, less productive employees at their Kinshasa headquarters. In addition, new staff for positions of questionable significance were hired. The additional overhead costs were charged to PNPf's modest investment budget which, normally, is to be used to provide support of their field activities. Possibly, the original consideration that at some point PNPf would be able to function with their own budget could have happened prior to the end of project, but it is very doubtful that this will be the case considering PNPf's present staffing.

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in conclusion, as many people who have been associated with the Peace Corps fishculture program over the years know and many others have had a chance to observe, the bottom line to the success of the program can not be attributed to any one factor alone. Among the most important factors, however, are the people who have been involved over the last sixteen years, the "technicity" of the program, and the program continuity.

First, among the "people" factors are the farmers, with their need and desire to improve their lives. This program provided them with an appropriate activity, based on an appropriate technology that is suited to the local conditions. Successful fishfarmers know that the benefit they and their families derive from fishculture is not just better nutrition, but also an additional source of revenue, employment, and a new and important social identity amongst their peers. Next, there has been the earnest commitment of those who have contributed directly to the management and execution of the program. This refers, especially, to the PCVs' who have been so strongly devoted to getting a tough job done in a very limited amount of time and under very difficult circumstances. And, last but not least, is the dedication of a few truly outstanding individuals at PNP who have understood and truly believed in this program and have consistently gone beyond normal expectations to assist the farmers and the PCVs' in their tasks.

Technically, the results of the program have been very remarkable. Despite generally poor to mediocre soil and water quality, using only locally available materials, the better fishfarmers have been able to increase fish production ten to fifteen times above that of the waters natural production. Production rates of six to seven tons per Hectare per year have been recorded on several occasions, comparable to that of American catfish farmers in Southern U.S.A. The successful technical package developed in Zaire has been replicated in most, if not all, the Central African countries with similar Peace Corps programs.

Programmatically, there has been a continuity in ideas, philosophy, and methods that has been very important in the programs success. People have been able to work productively knowing what their goals are, the direction they needed to take to achieve them, and what was needed to be done to get there. To assist them, there was always someone even more familiar with the program available for referral. This long term presence, also, allowed the creation and maintenance of certain relationships over the years, particularly between those responsible for project management. This has, on many occasions, facilitated dealing with the most urgent of problems or issues.

TWO relevant quotes from a former USAID Project Officer probably sum up USAID's vision of the Peace Corps Fishculture project/subgrant as a successful project, "a project that runs itself," and "a project that was designed for success as it has relatively no moving parts." Paradoxically, that attitude could be considered as a significant factor in both this programs success and failure. On the one hand, USAID has basically left the project alone, having full confidence in the initiators, the managers, and the participants. The result was the project was allowed the flexibility it needed to have an evolution based on the realities of Zaire.

On the other hand, it has been exactly this same attitude that has been responsible for the major failure of the program. The "institutionalization" of a Zaire government extension service, now known as PNPf, was the main project objective of the ten year USAID funded project. USAID approved continued support to this institution under the subgrant. For Peace Corps, PNPf's participation in this subgrant was, of course, vital. This is also true of its' participation in the development of fishculture in Zaire in the future.

The records show, however, that PNPf is not nor has it ever been the epitomy of a well organized, well managed, viable government institution. The basic problems that PNPf faces today, are the same problems it has faced over the last 13 years, most of them being rooted in the early phases of PPFs' evolution. The long standing issue of incompetency at the project management level, for example, did much to undermine whatever potential might have been created for a strong PNPf organization. Needless to say, more than enough time and effort were devoted to dealing with these problems at the project level. Rarely and never successfully, however, did USAID as the sponsoring organization, become involved in trying to put things on the "right track." In fact, USAIDs' attitude was very definitely not to get involved.

As someone responsible for the both the management of the project and subgrant over the last seven years, it is my opinion that it is right to think that any problems concerning a Zaire government institution should be taken care of by the Zaire government. But, I don't believe that it is enough to provide funding to a nascent institution and then just stand aside, thinking that the host government will take care of matters. This is how many, including myself, have perceived USAIDs' relation to this program over the years.

In addition, in order to give each project an equal chance for success, all the right conditions, and the same conditions, should be made available from the beginning and by all parties involved. This would, naturally, include competent leadership. And, this would also include resources. Here, at least during the first 10 year project, the main complaint is in reference to the provision of Counterpart funds. It seems as though the project budget was arbitrarily drawn up prior to really understanding what the project might have as needs during the first ten years. As the quantities made available never met with the actual needs of the two collaborating organizations, normal management and operation of activities was all but impossible. What is important, for any project, is that everyone involved be given the optimal possibility to perform adequately. If this isn't the case, which I don't feel it ever was, I would think it to be to a donors advantage to be actively involved in seeing that the situation is corrected.

I believe capacity building is very important, but it isn't enough just to provide training opportunities. Something has to be said for selection of the right people for the right training and the right jobs. This point went neglected concerning PNPf and has meant that resources, which have certainly not been lavished upon this program, have not been used efficiently or productively at all times. And, this means that the people and the organizations involved have not been dealt with fairly. It can only be recommended that in future collaboration, more guidance is given by the donor organization so that the investments being made truly are beneficial to all participants.

c. The Status of the Principle Zairian Counterpart Agencies -

PNPF, the Zairean counterpart agency that was collaborating with the Peace Corps Fishculture and Integrated Agriculture programs, continues to operate in 5 regions of Zaire. At the time of evacuation (end of Q3,) all obligations that the subproject had to PNPf had been met. Since then, Q4 Counterpart funds have been requested and severance payments for the 26 PNPf employees has been calculated and presented by the PNPf Director to the Office of Programming at USAID. Because of the Brook Amendment, the remaining 15 motorcycles that were to be provided to P.N.P.F. before the end of the subproject could not be ordered prior to the projects suspension.

Administrative Status

1. Personnel (as of the date of evacuation)
 - a. U.S. personnel = none
 - b. TCN personnel = none
 - c. FN personnel = list (annex 1)

2. Real Property (as of date of evacuation)
 - a. information about leases in force under this sub grant is not yet available from PNPf. it is believed all have been terminated
 - b. NXP financed under the subgrant (annex 2 + 3)
 - c. no procurement in process at the time of evacuation

3. Participants in Training = none
 - a. List all participants = n/a

4. Records Management
 - a. 1 final report hereby presented - (annex 4a + 4b) includes copies of 2nd and 3rd (final) quarter CPF and US \$ financial reports
 - b. reports due from Peace Corps and PNPf concerning the status of subgrant vehicles and materials that they have secured
 - c. some financial records and files are located at EIL/PIDT office (Washington,) others (including account records and receipts) are being shipped to EIL/PIDT from Zaire, records and files which remained in Zaire following evacuation are located with Project 660-0125 files and presumed secure

5. Financial Management
 - a. CPF reports for 2nd and 3rd quarters have been turned in to EIL/PIDT
 - b. US dollar reports for 2nd and 3rd quarters have been turned in to EIL/PIDT

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THE EXPERIMENT IN INTERNATIONAL LIVING SCHOOL FOR INTERNATIONAL TRAINING

PROJECTS IN INTERNATIONAL DEVELOPMENT & TRAINING

December 20, 1991

Mr. Charles Johnson
Director
USAID/Zaire
Department of State
Washington, DC

Dear Mr. Johnson:

Attached please find the draft Status Report of the Small Project Support Project as requested by USAID/Zaire.

We have followed the format received from your Washington temporary office using the latest information available to us, including documents and information obtained during the Finance and Administration Manager's visit to Zaire.

Because of the fluid nature of the situation in Zaire, and following the instructions of your Washington office, this report is to be considered as a preliminary draft pending further instructions from the Mission. We look forward to working with the Mission in the future to establish a coherent plan for EIL's continued involvement with NGO development activities in Zaire.

Please accept our warmest wishes for a happy holiday season for you and your family.

Sincerely,



Anthony M. Schwarzwald
Vice President



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