

660052 (5)  
FD-AAB-859

25p.

P R O J E C T R E V I E W P A P E R

( N A R R A T I V E )

A G R I C U L T U R A L E C O N O M I C D E V E L O P M E N T

( 6 6 0 - 0 0 5 2 )

KINSHASA, ZAIRE  
DECEMBER 1975

## PROJECT REVIEW PAPER (NARRATIVE)

### AGRICULTURAL ECONOMIC DEVELOPMENT (660-0052)

#### I. PRIORITY AND RELEVANCE

The purpose of this is to increase the capacity of the Government of Zaire (GOZ), through its Department of Agriculture (DOA) to develop and implement public sector action strategy in agriculture. The DOA seeks to do this by augmenting the role and ability of its Research Bureau to:

- A. relate agricultural sector development to national objectives and constraints,
- B. analyze problems and needs of agriculture,
- C. develop and evaluate food and commodity production proposals for concrete action,
- D. utilize modern accounting techniques to improve allocation and management of money.

Zaire's per capita agricultural production has declined significantly during the past five years, especially in the area of basic food crops. Concurrently, food imports have increased significantly. One crop example is maize. In 1968, 361,400 MT were produced, and 80,000 MT imported.\* In 1975, 140,000 MT (estimated will be imported of an estimated national consumption of 540,000 MT. Population growth of 2.8% per year, migration from rural areas to cities, (21.5% urban in 1970, estimated 46% in 1985), and primitive transport facilities for produce and agricultural inputs have all operated to increase food deficits in Zaire. The DAP and IBRD agricultural survey have considered most of these factors in detail. These studies and others emphasize the serious nature of the trained human resources gap and the need for the GOZ/DOA to develop an integrated agricultural economics program that would focus disparate activities into a public sector strategy in agriculture. Currently, efforts toward agricultural development in Zaire consist largely of individual projects, some of which fall completely outside of DOA's responsibility. While some progress has been made in making the DOA more effective, there is still far from enough capacity

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\* Extrapolated from TVA 1975 Fertilizer Study and KSU Maize Marketing Study.

to elucidate objectives and projects, and correlate the agricultural sector with national economic analysis.

President Mobutu's designation of agriculture as the "priority of priorities" spotlights Zaire's movement toward an efficient agricultural system. The DOA has been given responsibility for overall coordination of agricultural sector efforts. Ten National Offices have been created to administer agricultural commodity programs for cereals, coffee, etc. The director of these offices and the director of the national agricultural research program (INERA) report directly to the DOA director. These new offices are not all operational and progress will be slow as the programs are complex and trained managers and technicians are scarce. Nonetheless, most efforts directed to the agricultural sector are now coordinated by the DOA. This beginning was supported, in part, by AID Project 050.

The capacity to engage fully in economic analysis is limited or non-existent in some cases. There is limited capacity to prepare sector analyses that could serve as bases for integrated development activities. Data systems are elemental and even the 1970 agricultural census (actually a large sample) conducted as part of an FAO continent-wide effort, did not produce data useful for analysis.

The ability of DOA to conduct an effective investment policy is also severely constrained by the current budgetary process. There is limited control over a wide range of expenditures and investments in agriculture. While the budget is divided into operating costs and capital costs, there is no standard classification of line items. Such accounting would allow inter-regional comparison of public investment to a rigorous national agricultural sector assessment where potential projects would be on a priority ranking basis.

One example of the DOA's need for this assistance is the current, DOA-approved Office of Cereals budget, where no allocation was requested for burlap bags to store grain the agency will purchase from producers. Another example relates to the virtual impossibility of finding out how many employees there are in the DOA and associated offices. The DOA director is quite aware of these problems and has expressed strong interest in improving the budgeting process. Such improvement will necessarily be slow, because it is a complex process which involves a large educational effort.

## II. PROJECT DESCRIPTION

### Introduction

The DOA has taken, during the past two years, significant steps to increase its own effectiveness. It is useful to consider these changes in the context of the recommendations made, in 1970 by the AID-sponsored Siffin Team. Their report outlined four functions which would gradually be attained in the DOA, with respect to agricultural economic research and analysis for public sector policy:

- A. "fire-fighting" response capability,
- B. project design and evaluation capacity,
- C. intermediate-term economic research on investment choices,
- D. planning mechanism for continuous analysis.

It was recognized very early that achievement of such goals required the development of a sound statistical system and of effective budget procedures. As a result of negotiations leading to AID's Project 050, the DOA created a central staff office, the Bureau d'Etudes (BDE) attached to the Office of the Director of Agriculture, DOA's top civil servant. The BDE was charged with responsibility to provide the Department with the analysis and expertise required to develop and implement a public sector action strategy in agriculture. Four basic functions were planned for the BDE:

- A. Finances, Budget and Administration,
- B. Project Design and Evaluation,
- C. Economic Analysis and Planning, and
- D. Statistics.

Under Project 050, four to five U. S. advisors were planned for the BDE. During FY 1973-75 only two advisors have been posted; one each in component A. and B.

In early FY 1976 a U. S. advisor was posted to the statistical component. Independently of Project 050, three French and one Belgian advisors have been assigned to the BDE. Foreign advisors in BDE have worked, for the most part, in the area of project design and evaluation and have helped provide the Director General's office with short-term "fire-fighting" ability. In regard to these improvements, the latest USAID Project Appraisal Report (PAR) dated June 30, 1975 noted that:

A. An inventory of all existing agricultural development projects has been completed.

B. Guidelines for systematic project evaluation have been established.

C. The methodological framework for analysis of projects and programs is considered half-accomplished and on-schedule.

D. The utility of economic analysis for agricultural projects and programs has been demonstrated. Problems of staffing, by both Zairois and U. S. advisors, need continuous attention.

E. A follow-on Agricultural Economics Development Project should be initiated.

A planning base has clearly been established. Development of more sophisticated and necessary functions in the Bureau of Research and generally in DOA is now appropriate, particularly in the areas of intermediate-term economic research, long-term planning and budget procedures. Furthermore, the DOA is moving toward an official reorganization, whereby the Bureau of Research would serve a centralized function in the DOA, as illustrated in Charts 1 and 2. Charts 3 and 4 show the current and proposed structures of the Bureau of Research.

Zaire Department of Agriculture

Chart 1: Current Structure

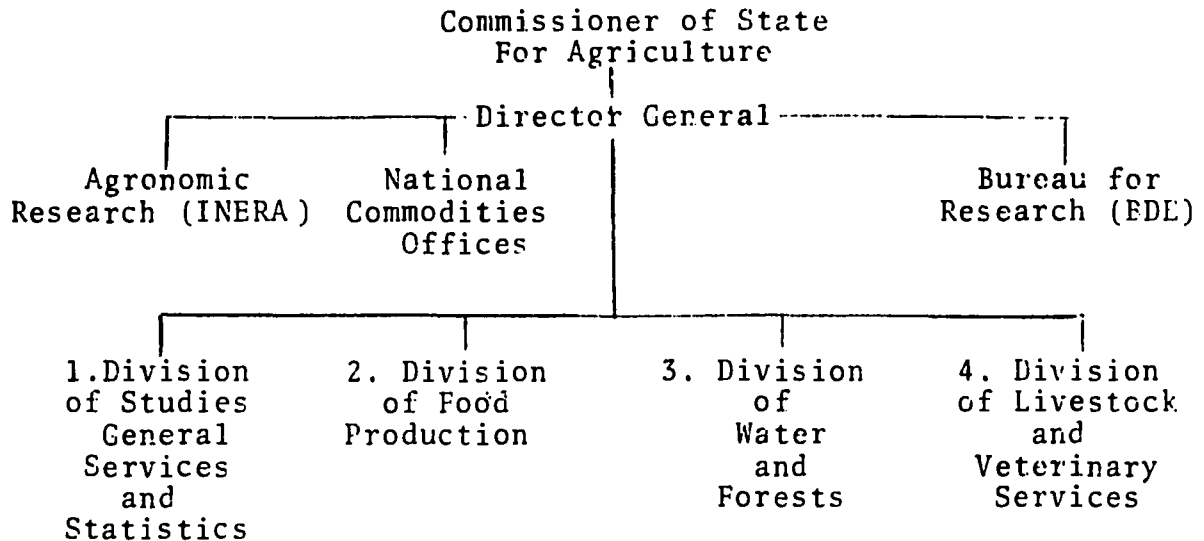
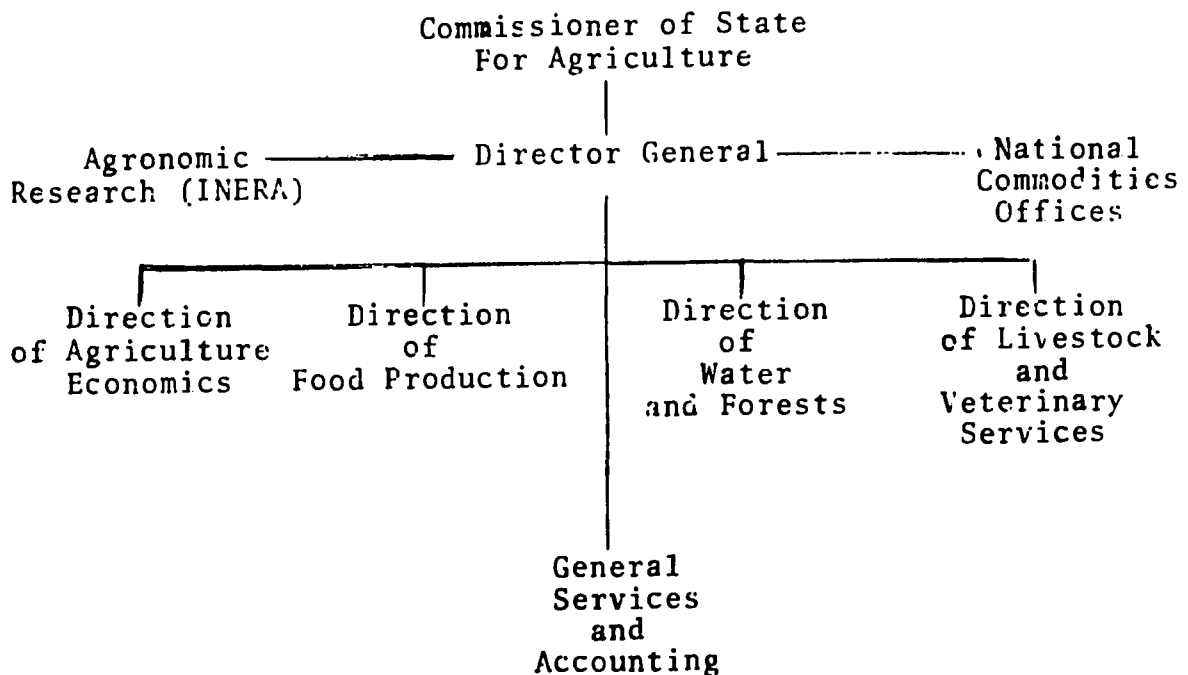


Chart 2: Proposed Structure



Zaire Department of Agriculture

Bureau of Research

Chart 3: Current Structure

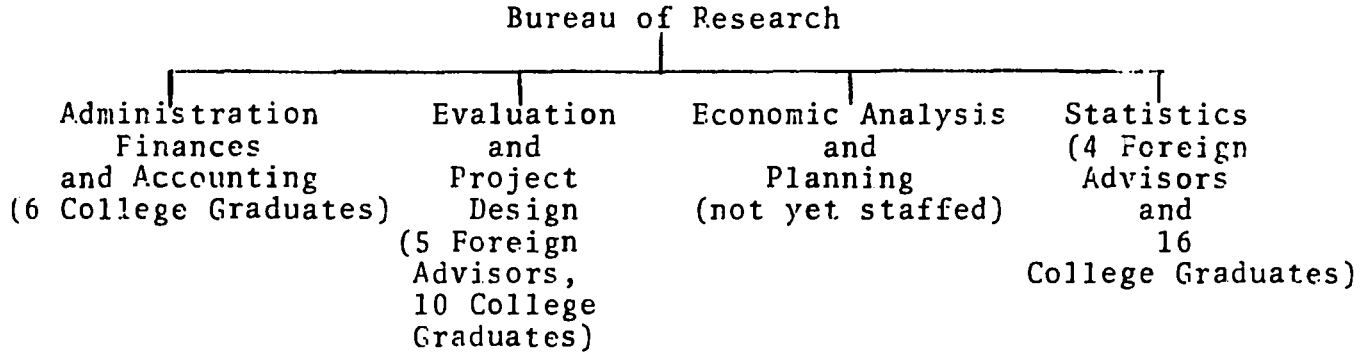
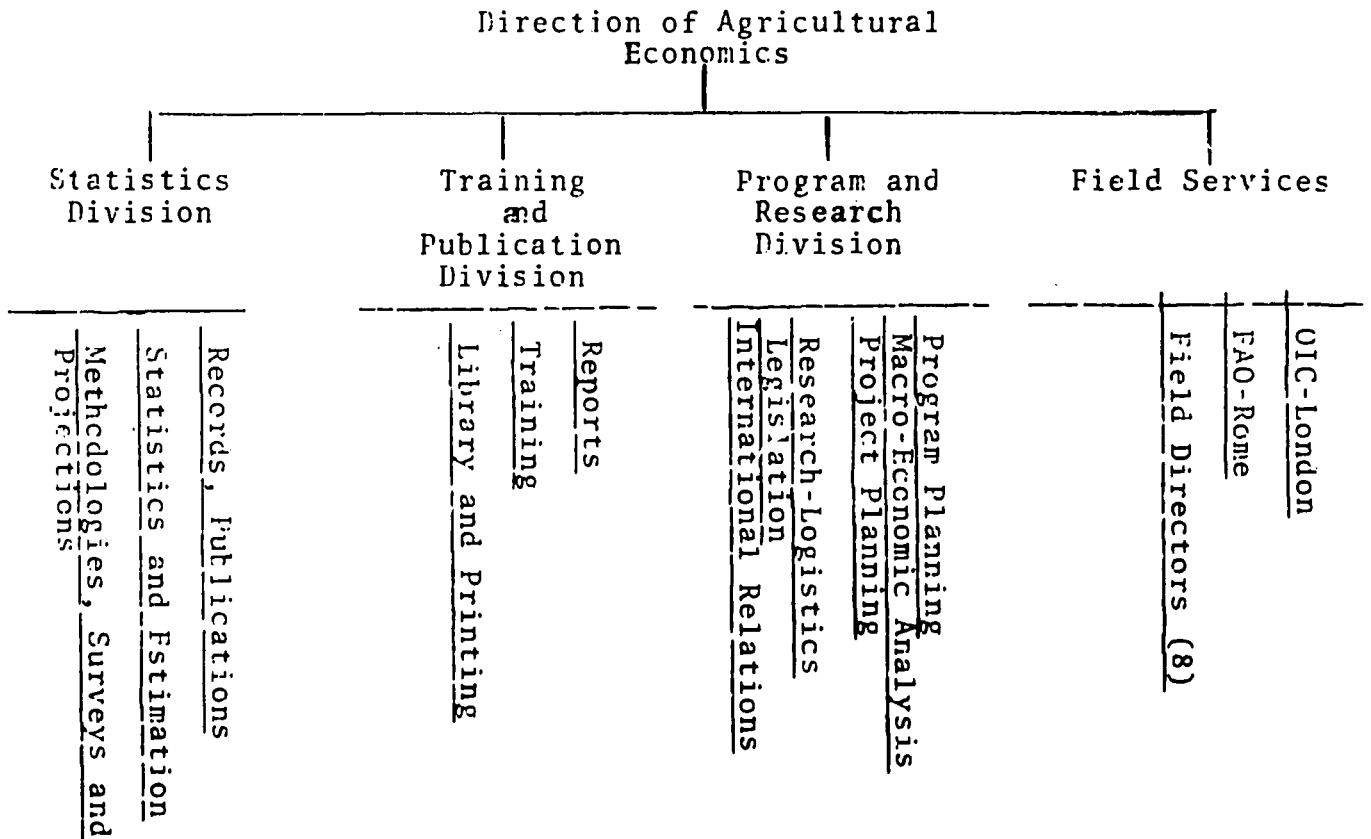


Chart 4: Proposed Structure



This project basically proposes to build on this base by continuing the placement of United States specialists into the analytical divisions and departments of the Ministry during the life of the project. They will initiate and/or continue work towards fulfilling the needs listed above. Concurrently, a large training program will be conducted to supply the DOA with certain of the professional staff it will require to conduct an accelerated agricultural development program. Estimates of numbers of people required have been made jointly with the Director General. We have been assured that personnel ceilings are adequate to easily accommodate all returning trainees. A different problem relates to staff retention. Currently, there exist substantial differences in salary levels among agricultural agencies and between them and some other government agencies. While current legislation prescribes that returning trainees must serve the government for a fixed period of time, it allows movement within the government structure. DOA might lose returning trainees in the short run. Solution of this problem, however, may be near as a high level government commission has been appointed to recommend a uniform salary scale for government employees.



## LOGICAL FRAMEWORK - PRELIMINARY DISCUSSION

### Project Goal -Narrative Summary

The main goal of this project is to increase agricultural production by facilitating agricultural development and growth in Zaire.

### Goals - Objectively Verifiable Indicators

Increased agricultural production and productivity over large numbers of agricultural producers.

Decline in imports of foodstuffs and fibers which can be competitively produced in the country.

### Goals - Means of Verification

Agricultural production and marketing data.

Customs and finance data.

### Important Assumptions

Continuous investment emphasis on the agricultural sector.

Continuous support of the DOA.

Increased emphasis on making educational system output more relevant to the needs of the sector.

System of policies and incentives adequate to call forth production.

### Project Purpose -Narrative Summary

The major purpose of this project is to develop within the Department of Agriculture a division, staffed by trained and competent Zairois, capable of planning the agricultural development of Zaire, and elaborating, implementing, and evaluating the specific projects necessary for the accomplishment of that development.

### Objectively Verifiable Indicators

At the end of the project the DOA will be in a position to or will have produced a comprehensive public sector action strategy for agriculture which establishes areas of investment priority and suggests specific project and program ideas to implement the strategy.

Most of the staff work performed by the Bureau d'Etudes will be done by national professionals.

A modern budgeting system will be in place for the Department and agricultural agencies under it.

An agricultural statistics system will be operating.

### Purpose - Means of Verification

All of the major functions identified earlier as critical to the effectiveness of the DOA will have been institutionalized; e.g., Statistics, economic analysis; long-term planning; project design and evaluation and budgeting.

Department units dealing with such functions will be directed by national professionals.

Gathering, analysis and publication of agricultural statistics will be continuous.

Research and analysis produced will be widely disseminated and utilized.

### Purpose - Important Assumptions

Increased budgetary control is politically feasible.

DOA will receive adequate financial support from the Central Government for developmental investments as well as operational expenditures.

Professional staff can be retained with adequate incentives.

The educational system produces adequate numbers of graduates to eventually replace departing staff.

Effective liaison with Service for Planning, Finance Ministry and other independent agencies dealing with the agriculture sector.

#### Outputs - Narrative Summary

Forty Zairois will have been trained at the post graduate level to take charge of the operations of all DOA units emphasized by this project.

United States advisors, after helping develop and organize technical/professional work, including on-the-job guidance for returning trainees, will have left by the end of the project.

The GOZ through its DOA will have a positive, objective and integrated action strategy for agriculture.

#### Output Indicators

Eight Zairois trained at Masters of Business Administration level in Finance and Budgeting to work for the Direction des Services Generaux.

Twenty Zairois trained at the Masters level - 7 agricultural economics majors, 13 agronomy majors - to work in project design and evaluation.

Three Zairois trained at the M.Sc. level in agricultural economics and 1 Zairois trained at Ph.D. level in agricultural economics to work in macro/medium term economic analysis.

Two Zairois trained at M.S. level and one at Ph.D. level in economic planning to work in long term planning.

Two Zairois trained at the M.Sc. level in Mathematical Statistics and 2 Zairois trained at the Bachelor level in Systems Sciences to work in the Statistical Division.

Twenty-four Zairois trained at the Master of Statistics level (no thesis) at the U.S. Census Training Center to return to both the statistical division and the regional agricultural offices throughout Zaire.

One Zairois trained at the Masters level in rural legislation. Candidate must be a locally graduated lawyer.

An investment plan for agriculture will have been developed.

A sound statistical system will be in operation by Zairois.

#### Outputs - Means of Verification

Data on returned trainees assigned to DOA functional divisions.

Completion of tour for U.S. technical advisors.

#### Output - Important Assumptions

Successful selection of candidates and completion of training followed by return to Department's payroll.

High staff retention rates.

Political feasibility of maintaining a high level of analysis, planning and budget control.

## Inputs - Narrative Summary

### United States Contribution

One senior budget systems specialist - M.S. plus experience - For Direction de Services Generaux.

One Senior project design and evaluation specialist M.S. plus 5 years experience - For Division III 3eme Bureau (see chart).

One Senior agricultural economist - Ph.D. plus experience - For Division III - 2eme Bureau (currently undergoing French training under Project 050).

One Senior economic planning specialist Ph.D. plus experience - For Division III - 1er Bureau.

One Senior statistician - Ph.D. level and experience for Division I (currently on board under Project 050).

One Senior systems analysis statistician - Master plus experience for Division I.

One man-year of short term statistical consultants during life of project.

One man-year of short term agricultural specialist and consultants including agricultural economists.

One man-year of short term budget specialists and consultants, 734 mm of U.S. overseas training for Zairois.

### GOZ Contributions

Maintain current personnel levels in functional areas emphasized by project while other Zairois staff is in training.

Budgetary allocations to support local staff.

Budgetary allocations to support other local staff costs such as internal travel.

Adequate physical facilities for U.S. and local technicians to perform their functions.

(See detailed budget in Financial Plan Section).

### Inputs - Important Assumptions

- U.S. professionals will be available with French speaking, writing ability at a minimum FSI 2 level.
- Zairois counterpart will be available.
- Office space will be provided by GOZ.
- DOA budget reflects priority accorded to project.
- AID/W approves both PRP and PP.

### III. AID and Other Relevant Experience

This project is a continuation and expansion of Project 660-050 in some respects. Attached PAR includes detailed analysis of experience to date. No information on experiences in similar projects elsewhere is available to the Mission at this time.

### IV. Beneficiaries

This project is oriented to strengthen the major institutional structure dealing with the agricultural sector in Zaire. Because Zairois agriculture is characterized by the prevalence of small producers, any progress in making agricultural policies and investments more effective will perforce, have a beneficial effect on these producers. One important element to be considered, however, relates to both the quality and the types of training this project will support. Care must be exercised so that approaches learned by Zairois trainees, both technical and analytical, are balanced and relevant to the needs of a large, poor, and highly agricultural traditional society.

### V. Feasibility Issues

No feasibility issues have been identified.

### VI. Coordination with Other Donors

This project has been intensively discussed with local representatives of the IBRD, UNDP, FAO, FAC and the FED. In fact, the three latter have financed some operational experts in the DOA, both in the statistical and the project design functions. Professional relations with these specialists have always been excellent.

VII. Financial Plan

FY 1977

PASA

	<u>U.S.</u>	<u>602</u> <u>U.S.</u>
	\$	\$
Senior Budget Specialist (12 mm)	60,000	30,000
Senior Project Design & Evaluation Specialist (12 mm)	60,000	30,000
Senior Ag. Economist (12 mm)	60,000	30,000
Senior Econ. Plng. Spclst. (12 mm)	60,000	30,000
Senior Statistician (12 mm)	60,000	30,000
Junior System Stat. (12 mm)	<u>50,000</u>	<u>30,000</u>
Total PASA	350,000	180,000

Consultants

Statistician (3 mm)	15,000	1,000
Agronomist (3 mm)	15,000	1,000
Budget (3 mm)	<u>15,000</u>	<u>1,000</u>
Total Consultants	45,000	3,000

Participants

2 MBAs (36 mm)	34,000	6,000
5 MAs Agr. Econ/Agronomy (90 mm)	85,000	15,000
1 MSc Agr. Econ. (18 mm)	17,000	3,000
1 Phd Agr. Econ (18 mm)	17,000	3,000
1 MS Econ. Plng. (18 mm)	17,000	3,000
1 PhD Econ. Plng. (18 mm)	17,000	3,000
1 MSc Stat. (18 mm)	17,000	3,000
1 BA System Sciences (18 mm)	17,000	3,000
1 MA Land Legislation (18 mm)	<u>17,000</u>	<u>3,000</u>
Total Participants	238,000	42,000

Commodities

48 Mobilettes . 30 @	14,600	-
1 Four-wheel drive vehicle	8,000	-
6 desk calculators with 2 memories	400	-
2 portable calculators such as TI51	2,000	-
<u>Contingency</u>	17,000	-

1 Y 1978	<u>U.S.</u>	<u>U.S.</u>
<u>PASA</u>	\$	\$
Senior Budget Spclst. (12 mm)	55,000	25,000
Senior Program Designer	55,000	25,000
Senior Ag. Econ. (12 mm)	55,000	25,000
Senior Econ Plng. Spclst. (12 mm)	55,000	25,000
Senior Statistician (12 mm)	55,000	25,000
Junior System Stat. (12 mm)	<u>45,000</u>	<u>25,000</u>
Total PASA (+ 5% Inflation)	336,000	158,000
 <u>Consultants</u>		
Statistician (3 mm)	15,000	1,000
Agronomist (3 mm)	15,000	1,000
Budget (3 mm)	<u>15,000</u>	<u>1,000</u>
Total Consultants (+ 5% Inflation)	47,000	3,000
 <u>Participants</u>		
2 MBAs (36 mm)	34,000	6,000
5 MAs Ag. Econ/Agronomy (90 mm)	85,000	15,000
1 MSc Ag Econ (18 mm)	17,000	3,000
1 MS Econ. Plng. (18 mm)	17,000	3,000
1 MSc Stat. (18 mm)	17,000	3,000
1 BA System Science (18 mm)	17,000	3,000
Carry-over funding Ph.D candidates (24 mm)	<u>20,000</u>	<u>-</u>
Total Participants	217,000	35,000
 <u>Commodities</u>		
40 Mobilettes	12,000	
Contingencies	18,000	



<u>FY 1979</u>	<u>U.S.</u>	<u>U.S.</u>
<u>PASA</u>	\$	\$
Senior Budget Spclst. (12 mm)	60,000	30,000
Senior Program Designer (12 mm)	60,000	30,000
Senior Ag. Econ. (12 mm)	60,000	30,000
Senior Econ. Plng.Spclst. (12 mm)	60,000	30,000
Senior Statistician (12 mm)	60,000	30,000
Junior System Stat. (12 mm)	<u>50,000</u>	<u>30,000</u>
Total PASA (+ 10% Inflation)	385,000	198,000
<u>Consultants</u>		
Statistician (3 mm)	15,000	1,000
Agronomist (3 mm)	15,000	1,000
Budget (3 mm)	<u>15,000</u>	<u>1,000</u>
Total Consultants(+ 10% Inflation)	50,000	3,000
<u>Participants</u>		
2 MBAs (36 mm)	34,000	6,000
5 MAs Ag. Econ/Agronomy (90 mm)	85,000	15,000
1 MA MSc Ag. Econ (18 mm)	<u>17,000</u>	<u>3,000</u>
Total Participants	150,000	26,000
<u>Commodities</u>		
3 four-wheel drive vehicles	24,000	
40 Mobilettes	15,000	
48 Replacement Mobilettes	17,000	
Contingencies	18,000	

<u>FY 1980</u>	<u>U.S.</u>	<u>U.S.</u>
<u>PASA</u>	\$	\$
Senior Budget Spclst. (12 mm)	55,000	25,000
Senior Program Designer (12 mm)	55,000	25,000
Senior Ag. Econ. (12 mm)	55,000	25,000
Senior Econ. Plng. Spclst. (12 mm)	55,000	25,000
Senior Statistician (12 mm)	55,000	25,000
Junior System Stat.	<u>45,000</u>	<u>25,000</u>
Total PASA (+ 15% Inflation)	368,000	173,000
<u>Consultants</u>		
Statistician (3 mm)	15,000	1,000
Agronomist (3 mm)	15,000	1,000
Budget (3 mm)	<u>15,000</u>	<u>1,000</u>
Total Consultants(+ 15% Inflation)	52,000	3,000
<u>Participants</u>		
2 MBAs (36 mm)	34,000	6,000
5 MAs Ag.Econ/Agronomy (90 mm)	<u>85,000</u>	<u>15,000</u>
Total Participants (+ 15% Inflation)	137,000	24,000
<u>Commodities</u>		
40 Replacement Mobicettes	16,000	
1 Four-wheel drive vehicle	8,000	
Contingencies	19,000	

<u>FY 1981</u>	<u>U.S.</u>	<u>U.S.</u>
<u>PASA</u>	\$	\$
Senior Budget Spclst. (12 mm)	55,000	25,000
Senior Program Designer (12 mm)	55,000	25,000
Senior Ag. Econ. (12 mm)	55,000	25,000
Senior Econ. Plng. Spclst. (12 mm)	55,000	25,000
Senior Statistician (12 mm)	55,000	25,000
Junior System Stat.	<u>45,000</u>	<u>25,000</u>
Total PASA (+ 20% Inflation)	387,000	180,000
<u>Commodities</u>		
40 Replacement Mobilettes	17,000	
<u>Contingencies</u>	19,000	

SUMMARY SHEET

DOLLAR COSTS (\$ 000)

<u>CATEGORY</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>PROJECT TOTALS</u>
PASA & Consultants	395	383	435	420	387	2,020
Participants	238	217	150	137	-	742
Commodities	25	12	56	24	17	134
Other Costs	17	18	18	19	19	91
Annual Total	<u>675</u>	<u>630</u>	<u>659</u>	<u>600</u>	<u>423</u>	<u>2,987</u>

GOZ COSTS (\$000)

<u>CATEGORY</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	
U.S. Techn. Support	183	161	201	176	180	901
Participants	42	35	26	24	-	127
Commodities	-	-	-	10	30	40
Annual Total	<u>225</u>	<u>196</u>	<u>227</u>	<u>210</u>	<u>210</u>	<u>1,068</u>

### VIII. Project Implementation

Under current Project 050, a PASA was made with the United States Department of Agriculture.

Despite problems elucidated in the 050 PAR, Project 052 should continue to rely on the USDA to fill the professional expertise required. It is critical, however, that staffing of portions identified be done with higher speed than heretofore. A strong effort will be required to identify, select, and French-qualify the right candidates for each job.

It should be clear that, within the terms of reference of the project, the United States specialists should be directly and individually responsible to the DOA's Director General. While the contractor can, if so desired, appoint a team leader, such leadership should be limited to administrative matters with the individual's parent agency or AID.

The USAID Food and Agriculture Officer will serve as project manager.

With regards to participant training, it is virtually imperative that a mechanism should be developed with DOA and USDA that will allow fulfillment of "training quotas" identified in financial plan.

The Zairois university system will be producing increasing numbers of graduates with the types of background required for further training. A selection criteria must be chosen that is clear. Ph.D. candidates might well be chosen from people with Masters who have proven their ability working in the Department. To the extent possible, given the project's short time frame, Master candidates should also be chosen from DOA college graduates who have shown their worth as workers.

### Implementation

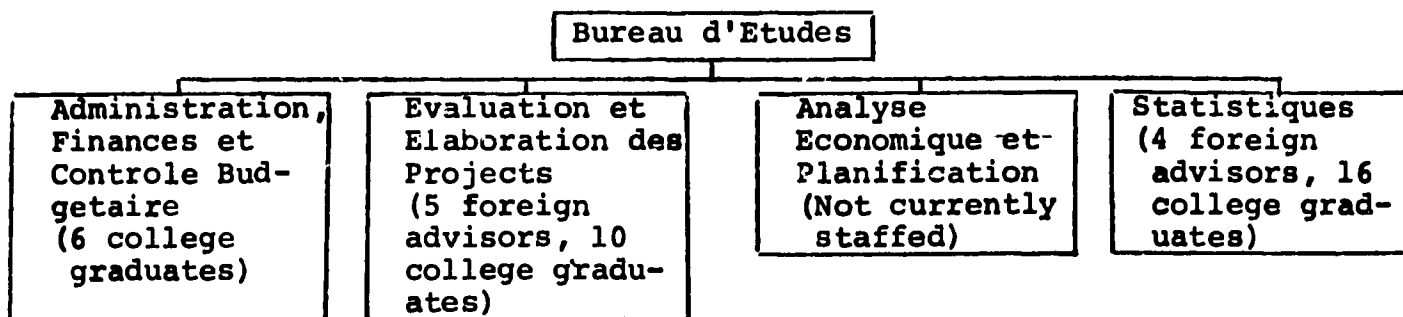
1. The Bureau for Research of the Department of Agriculture will be the GOZ executing agency. Program documents will be signed or reviewed with the administrator of the Bureau or the Commissioner of State for Agriculture, as appropriate.
2. The U.S. agency responsible for technical services will be either a USDA PASA or an institutional contract. The decision variable is which party can deliver qualified technicians in a timely fashion.
3. All technicians will individually report professionally to the administrator of the Bureau for Research or as delegated by that office. For personal logistics or for liaison with AID offices, the contractors may designate a chief of party.
4. A TDY of 15 days, by a training specialist from OIT will be requested to develop the training program envisaged with USADI/Kinshasa Training Officer, local language training facilities, and the GOZ.
5. A TDY of 20 days by an AID Programmer will be requested to do the PP.

### Project Development Schedule

Submit PRP to AID/W 12/75

Completion of PP TDY assistance of AID programmer  
3 weeks. Feb-Mar, 1976.

FAO D. ... V. ...  
BUREAU D'ETUDES  
Current Structure



DIRECTION D'ETUDES ET POLITIQUE AGRICOLE  
Proposed Structure

- I. Division Statistiques Agricoles  
1er Bureau: Méthodologie, Projections et Enquêtes Spécialisées,  
2ème Bureau: Statistiques et Estimations Courantes,  
3ème Bureau: Dépouillement, Publications et Archives.
- II. Division Formation, Information et Documentation Agricoles  
1er Bureau: Information Agricole,  
2ème Bureau: Formation Agricole,  
3ème Bureau: Centre de Documentation et Bibliothèque.
- III. Division Programmation et Etudes  
1er Bureau: Programmation et Planification,  
2ème Bureau: Analyse Macro-économique,  
3ème Bureau: Elaboration et Evaluation des projets spécifiques,  
4ème Bureau: Coordination avec la recherche et Logistique,  
5ème Bureau: Législation Rurale,  
6ème Bureau: Relations Internationales Agricoles.

Services Exterieurs

Représentations Permanentes:

1. O.I.C. Londres: 1 directeur,
2. FAO Rome: 1 directeur,
3. Commissions Agricoles et Projets: 8 chefs de division:
  - a. Commission Agricole de l'Equateur: Palmier et Cacaoyer,
  - b. Commission Agricole du Kasai Oriental,
  - c. Commission Agricole du Kivu: Section Nord,  
Section Sud,
  - d. Commission Agricole du Shaba,
  - e. Projet Agro-pastoral de la Ruzizi,
  - f. Projet Mais - Elevage Kasese,
  - g. Projet Mais Mweka.





AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT IDENTIFICATION DOCUMENT FACESHEET</b> TO BE COMPLETED BY ORIGINATING OFFICE		1. TRANSACTION CODE ("X" appropriate box) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Change <input type="checkbox"/> Add <input type="checkbox"/> Delete		PID <hr/> DOCUMENT CODE 1																																			
2. COUNTRY/ENTITY <p style="text-align: center;">ZAIRE</p>		3. DOCUMENT REVISION NUMBER																																					
4. PROJECT NUMBER 660-0052		5. BUREAU a. Symbol: AFR    b. Code: 1		6. PROPOSED NEXT DOCUMENT a. <input checked="" type="checkbox"/> PRP <input type="checkbox"/> PP    b. DATE: 1   27   5																																			
7. PROJECT TITLE - SHORT (stay within brackets) <p style="text-align: center;">[ AGRICULTURE ECONOMIC DEVELOPMENT PLANNING ]</p>		9. ESTIMATED COST (life of project) (\$000 or equivalent, \$1 = )																																					
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PROJECT REVIEW PAPER

(NARRATIVE)

AGRICULTURAL ECONOMIC DEVELOPMENT

(660 - 0052)

KINSHASA, ZAIRE  
June 1976

## PROJECT REVIEW PAPER (NARRATIVE)

### AGRICULTURAL ECONOMIC DEVELOPMENT (660-0052)

#### I. PRIORITY AND RELEVANCE

The goal of this project is to increase the capacity of the Government of Zaire (GOZ), through its Department of Agriculture (DOA) to develop and implement public sector action strategy in agriculture. The DOA seeks to do this by augmenting the role and ability of its Research Bureau to:

- A. relate agricultural sector development to national objectives and constraints.
- B. analyze problems and needs of agriculture,
- C. develop and evaluate food and commodity production proposals for concrete action,
- D. utilize modern accounting techniques to improve allocation and management of money.

Zaire's per capita agricultural production has declined significantly during the past five years, especially in the area of basic food crops. Concurrently, food imports have increased significantly. One crop example is maize. In 1968, 361,400 MT were produced, and 80,000 MT imported. In 1975, 140,000 MT estimated will be imported of an estimated national consumption of 540,000 MT.\* Population growth of 2.8% per year, migration from rural areas to cities, (21.5% urban in 1970, estimated 46% in 1985),

\* Extrapolated from TVA 1975 Fertilizer Study and KSU Maize Marketing Study.

and primitive transport facilities for produce and agricultural inputs have all operated to increase food deficits in Zaire. The DAP and IBRD agricultural survey have considered most of these factors in detail. These studies and others emphasize the serious nature of the trained human resources gap and the need for the GOZ/DOA to develop an integrated agricultural economics program that would focus disparate activities into a public sector strategy in agriculture. Currently, efforts toward agricultural development in Zaire consist largely of individual projects, some of which fall completely outside of DOA's responsibility. While some progress has been made in making the DOA more effective, there is still far from enough capacity to elucidate objectives and projects, and correlate the agricultural sector with national economic analysis.

President Mobutu's designation of agriculture as the "priority of priorities" spotlights Zaire's movement toward an efficient agricultural system. The DOA has been given responsibility for overall coordination of agricultural sector efforts. Ten National Offices have been created to administer agricultural commodity programs for cereals, coffee, etc. The director of these offices and the director of the national agricultural research program (INERA) report directly to the DOA director. These new offices are not all operational and progress will be slow as the programs are complex and trained managers and

technicians are scarce. Nonetheless, most efforts directed to the agricultural sector are now coordinated by the DOA. This beginning was supported, in part, by AID Project 050.

The capacity to engage fully in economic analysis is limited or non-existent in some cases. There is limited capacity to prepare sector analyses that could serve as bases for integrated development activities. Data systems are elemental and even the 1970 agricultural census (actually a large sample), conducted as part of an FAO continent-wide effort, did not produce data useful for analysis.

The ability of DOA to execute an effective investment policy is also severely constrained by the current budgetary process. There is limited control over a wide range of expenditures and investments in agriculture. While the budget is divided into operating costs and capital costs, there is no standard classification of line items. Such accounting would allow inter-regional comparison of public investment to a rigorous national agricultural sector assessment where potential projects would be on a priority ranking basis.

One example of the DOA's need for this assistance is the current, DOA-approved Office of Cereals budget, where no allocation was requested for burlap bags to store grain the agency will purchase from producers. Another example relates to the virtual impossibility of finding out how many employees there are in the

DOA and associated offices. The DOA director is quite aware of these problems and has expressed strong interest in improving the budgeting process. Such improvement will necessarily be slow, because it is a complex process which involves a large educational effort.

## II. PROJECT DESCRIPTION

### 1. Introduction

The DOA has taken, during the past two years, significant steps to increase its own effectiveness. It is useful to consider these changes in the context of the recommendations made, in 1972, by the AID-sponsored Siffin Team. Their report outlined four functions which would gradually be attained in the DOA, with respect to agricultural economic research and analysis for public sector policy:

- A. "fire-fighting" response capability,
- B. project design and evaluation capacity,
- C. intermediate-term economic research on investment choices,
- D. planning mechanism for continuous analysis.

It was recognized very early that achievement of such goals required the development of a sound statistical system and of effective budget procedures. As a result of negotiations leading to AID's Project 050, the DOA created a central staff office, the Bureau d'Etudes (BDE) attached to the Office of the Director of Agriculture, DOA's top civil

servant. The BDE was charged with responsibility to provide the Department with the analysis and expertise required to develop and implement a public sector action strategy in agriculture. Four basic functions were planned for the BDE:

- A. Finances, Budget and Administration,
- B. Project Design and Evaluation,
- C. Economic Analysis and Planning, and
- D. Statistics.

Under Project 050, four to five U.S. advisors were planned for the BDE. During FY 1973-75 only two advisors have been posted one each in components A and B.

In early FY 1976 a U.S. advisor was posted to the statistical component, and recently, an agricultural economics advisor has joined the team. Independently of Project 050, three French and one Belgian advisors have been assigned to the BDE. Foreign advisors in BDE have worked, for the most part, <sup>to</sup> provide the Director General's office with short-term "fire-fighting" ability. In regard to these improvements, the latest USAID Project Appraisal Report (PAR) dated June 30, 1975 noted that:

- A. An inventory of all existing agricultural development projects has been completed. Before Project 050 started there was nothing.

B. Guidelines for systematic project evaluation have been established.

C. The methodological framework for analysis of project and programs is considered half-accomplished and on-schedule.

D. The utility of economic analysis for agricultural projects and programs has been demonstrated. Problems of staffing, by both Zairois and U.S. advisors, need continuous attention.

E. A follow-on Agricultural Economic Development Project should be initiated.

2. Discussion

Efforts directed to further developing the planning-management capacity of the Department of Agriculture are based on the general assumption that the DOA will play an increasingly important role in the development and implementation of agricultural policy and investments in Zaire. The DOA has been placed in charge of the entire para-statal system of institutions operating in the country's agricultural sector and it has the only, though limited, capacity for agricultural policy management in Zaire. An important additional assumption of this project is that planners and analysts within the DOA will have effective access and influence over the Department's key decision makers.



It should be noted that project components address not only planning/analysis requirements but also fundamental operational gaps in the department. As the DOA has been placed in overall administrative charge of major current and forthcoming agricultural and rural development projects, obvious gaps in project evaluation and general budgeting procedures have been identified and are considered by this project.

What follows explores the soundness of the assumptions made regarding the role of DOA within the GOZ as well as the role of planners and other specialists within the DOA itself.

As the introduction to the section briefly lists, significant progress has been achieved under Project 050, as amended in 1975, towards strengthening the project evaluation and management capacity of the DOA. During the last year, a strong momentum has also been achieved in the development of a comprehensive agricultural statistical system managed by the DOA and covering the country. The project team will continue to operate directly through the DOA's Director and General /this has resulted, in the last two years, in easy and frequent contact with other government agencies and in particular with the Presidency

Three emphasis areas can be reviewed to assess project impact to date: a) agricultural policy; b) DOA organization and management and; c) training of counterparts.

a) Agricultural policy. Project 050, as amended, appears to have scored the most satisfactory progress in matters of agricultural policy. Although it is often difficult to assign direct responsibility in the government decision-making process, the following measures seem to have been taken as a result of the project team's and the Bureau d'Etude's efforts:

- Elimination of import duties on agricultural inputs;  
Redirection of agricultural investments from costly mechanization projects towards more integrated rural development projects oriented towards small farmers;
- Liberalization of farm trade by the elimination of trade monopolies of the ten National Commodity Offices in favor of private trade based on small-and medium-size rural truckers;
- Coordination of rural development projects with roads reconstruction programs; and
- Participation of the project team (Bureau d'Etudes) in the work of the Economic Stabilization Commission, at present the principal economic policy-making body in the country.

b) Organization and Management. Progress in this field has proved much slower. At the time of initial project implementatio

the GOZ Department of Agriculture was organized into five separate services: Research and General Services, Livestock, Crop, Forestry and Water Resources, and Rural Development and Cooperatives. The last one was soon abolished and the four remaining ones<sup>are</sup> badly overstuffed, yet short of professional personnel, and largely ineffective. To cope with mounting problems, the Commissioner of Agriculture created, in November 1973 as mentioned before, the Bureau d'Etudes, attached directly to the Director-General and composed of seven foreign advisors, including the PASA project team, and seven young Zairian university graduates.

The role of the Bureau has been to provide the Department with a professional staff capable of dealing with immediate and increasingly complicated problems of agricultural policy and operations, evaluating on-going investment projects, creating an investment project design capacity, and initiating training of young Zairian professionals.

Probably the most important role of the project team was to bring together in the Bureau all foreign advisory teams in the Department: American, Belgian, French, and Canadian, and to integrate their efforts. Since October 1975, the project also absorbed the FAO Statistics advisory team and redirected their work towards a new and more efficient program, designed and directed by John Fliginger.

Although still waiting for official approval from the National Executive Council and the Permanent-Civil Service Commission, the following organizational changes have been accepted by the Department, to a great extent on the advice of the Bureau:

Abolition of the Research and General Services and creation in its place of two new services:

Research and Agricultural Policy Service, with

Statistics Division

Research and Planning Division

(Planning, Economic Analysis, and

Project Evaluation and Design)

Training, Information, and Documentation Division

General Services Administration, with

Personnel Division

Logistics and Property Management Division

Budget and Finance Division

The other three services remain largely unchanged, though recently the Forestry and Water Resources Service has been transferred to a newly created Department of Environmental Protection. Plans exist to add a new service to the

Department, that of Rural Engineering, though at present the Department has only one trained engineer (foreign), who operates from the Bureau d'Etudes. See Annex I for DOA current and proposed organizational structure.

Local staff of the Bureau was increased from seven to twelve, and the Bureau was allowed to intervene in strengthening the Budget and Finances Division by increasing its number of professionals from two to five.

All local employees of the Bureau are being incorporated into the Research and Planning Division, Research and Agricultural Policy Service, but the Bureau, being well recognized in the country by now, will survive as an advisory body to the Director-General, composed of foreign advisors and section heads of the Service. This in fact means that foreign advisors in the Department, while remaining in the Bureau d'Etudes, will also act as advisors to Division and Section heads of the Research and Agricultural Policy Service.

c) Training. This has proved to be probably the most difficult problem to deal with and where progress has been the slowest. The main reasons for this are: a wide disparity in salaries between government departments on one hand and private enterprises, the President's Office, and para-statal organizations on the other with the result that it is difficult to hire and retain brighter individuals in the normal government service; a small number of

local staff initially assigned to the project (Bureau d'Etudes); and, finally, the fact that those who are assigned are too frequently sent on prolonged conferences abroad while foreign advisors are left to carry on the work of the Department. Some of these problems are discussed in the feasibility issues section.

Nonetheless, some on-the-job training is being done and is being strengthened:

A six-week capital project course was organized within the project in 1974, attended by some 20 young professionals from the Department and from field projects;

Three Zairian members of the Bureau d'Etudes have been sent for graduate training in the United States (two of whom should return next June) and four are being readied for such training at present;

Three have received short-term training abroad, and five more should follow in the course of this year;

Eighteen Department employees received training in the English language in 1974, 20 in 1976, and 10 more should follow.

The most intensive on-the-job training is being done at present under the direction of John Fliginger, in the <sup>and</sup> Statistics Division, affecting 16 young professionals.

This project proposes to build on this base by continuing and expanding the placement of United States specialists into the analytical divisions and departments of the DOA during the life of the project. In essence, the projects moves the institution buildings effort towards a second phase envisioned by the Siffin report. To wit, once a "fire-fighting" response capability and project design and evaluation capacity has been or is being achieved, the DOA will need the ability to conduct medium-term research and analysis - both policy and micro-oriented - to allow for efficient selection of investment projects. This capacity together with a well organized data system will provide the major components to build a basic continuous planning mechanism.

The project also addresses a serious gap in the DOA related to budgeting procedures and skills. Indeed, effective budgeting is the implementing tool of policy and investment decisions and should provide the means to translate analyses and research into action programs with high development impact.

Concurrently, a significant training program will be conducted both on the job and in the United States to supply the DOA with sufficient numbers of professional staff required to execute an accelerated agricultural development program. Estimate of numbers of people required have been made jointly with the DOA Director General and the contract team. We have been assured that personnel ceilings are adequate to accommodate all returning trainees.

**These and other potential issues effecting feasibility are discussed in the section V of PRP.**



*documented,  
letter focus*

LOGICAL FRAMEWORK - PRELIMINARY DISCUSSION

Project Goal - Narrative Summary

To increase the capacity of GOZ through the DOA to develop and implement public sector action strategies in agriculture.

Goals - Objectively Verifiable Indicators

Clear definition of priorities for agricultural investments. Larger number of agricultural projects which address constraints identified by analysis.

Better structured and rigorous budgeting procedures.

Goals - Means of Verification

Specific written statement of agricultural investment priorities.

Approved GOZ agricultural budgets which reflect purposeful agricultural investment strategy supported by sound analysis.

Important Assumptions

Continuous investment emphasis on the agricultural sector.

Continuous support of the DOA.

Increased emphasis on making educational system output more relevant to the needs of the sector.

Project Purpose Narrative Summary

To develop overall planning capacity and project design, evaluation as well as budgeting capability within the Development of Agriculture.

EOPS

### Objectively Verifiable Indicators

At the end of the project the DOA will have the professional capacity to produce a comprehensive public sector action strategy for agriculture which establishes areas of investment priority and suggests specific project and program ideas to implement the strategy.

Most of the staff work performed by the Bureau d'Etudes will be done by national professionals.

A modern budgeting system will be in place for the Department and agricultural agencies under it. This system will result in specific allocation of investments among different priorities starting with decisions on the relative share of capital as compared to operational expenditures; budgets which reflect inputs from component divisions with the DOA and also the para stata1 organizations; a standard budgeting approach for DOA and other GOZ agricultural agencies that will permit comparison and evaluation of performance; a formal review process chaired by the DOA Director General with participation by the Finance Ministry, the Central Bank and the office of the Presidency.

An agricultural statistics system will be operating. See Annex 1 for a brief description of projected system.

### Purpose - Means of Verification

All of the major functions identified earlier as critical to the effectiveness of the DOA, will have been institutionalized, e.g., statistics economic analysis; long-term planning; project design and evaluation and budgeting.

Department units dealing with such functions will be directed by national professionals.

Gathering, analysis and publication of agricultural statistics will be continuous.

Research and analysis produced will be widely disseminated and utilized.

Well structured coordination exists with other Ministries and GOZ officers in the planning of rural projects.

Purpose - Important Assumptions

Increased budgetary control is politically feasible. As control becomes effective opportunities for corruption will decrease significantly.

DOA will receive adequate financial support from the Central Government for developmental investments as well as operational expenditures. The DOA budget is reported as having increased two or three fold during the last 2 years. PP should confirm.

Professional staff advise is heard by decision makers. Experience to date suggests this is a reasonable assumption.

Professional staff can be retained with adequate incentives.

The educational system produces adequate numbers of graduates to eventually replace departing staff.

Outputs - Narrative Summary

Twenty-four Zairois will have been trained to take charge of the operations of all DOA units emphasized by this project.

United States advisors, after helping develop and organize technical/professional work, including on-the-job guidance for returning trainees, will have left by the end of the project.

The GOZ through its DOA will have a positive, objective and integrated action strategy for agriculture.

Output Indicators

- One participant trained at the MBA level in finance and budgeting and two at the Masters level in accounting.
- Two participants trained at the MS level in mathematical statistics and two trained at the BS level in Systems Sciences.
- Twelve participants trained at the Master of Statistics level (no thesis) at the U.S. Census Training Center to work at both DOA statistical section and regional statistical offices.
- Two participants trained at the M.S. level in agricultural economics and two trained at the M.S. in agronomy.
- One participant trained at the Ph.D. level in agricultural economics to direct the planning and research efforts of the DOA.

An effectively functioning statistical, budgeting and analysis/planning system will be in operation to support day to day development and execution of agricultural policy, investment decisions and project design and implementation. Returning trainees will have been hired and placed in their appropriate positions within the DOA technical divisions.

Outputs - Means of Verification

- Organization chart and staffing patterns of DOA
- Records from Training Office on returning trainees
- Completion of tour for U.S. technical advisors.

Output - Important Assumptions

- Successful selection of candidates and completion of training followed by return to DOA's payroll. Issues related to the validity of this assumption are discussed in Section V - Feasibility Issues.
- High staff retention rates. High level of retention will be, for the most, a function of salary parity levels.
- Political feasibility of maintaining a high level of analysis, planning and budget control. As decisions made arbitrarily afford the maker a very wide latitude, increased analysis, planning and budget control will effectively limit such latitude by identifying discreet choices for policy and investments. Evaluation of projects, almost non-existent heretofore, will also help account for expenditures made.

## Inputs - Narrative Summary

### United States Contribution

One budget systems specialist - M.S. plus experience.

One Senior agricultural projects economist to work on project design and evaluation M.S. plus 5 years experience.

One Senior agricultural research economist - Ph.D. plus experience.

One economic planning specialist Ph.D. plus experience.

One Senior Statistician - Ph.D. level and experience for Division I (currently on board under Project 050).

One systems analysis statistician - Master plus experience for Division I.

One and one half work year of short term statistical consultants during life of project.

### Commodities

144 small motorcycles for data enumerators

4 FWD vehicles

Assorted data processing equipment (\$12,000 during life of project)

### GOZ Contributions

Maintain current personnel levels in functional areas emphasized by project while other Zairois staff is in training.

Budgetary allocations to support local staff.

Budgetary allocations to support other local staff costs such as internal travel.

Adequate physical facilities for U.S. and local technicians to perform their functions.

(See detailed budget in Financial Plan Section).

Inputs - Important Assumptions

- U.S. professionals will be available with French speaking, writing ability at a minimum FSI 2 level.
- Zairois counterparts will be available.
- Office space will be provided by GOZ.
- DOA budget reflects priority accorded to planning process.
- AID/W approves both PRP and PP.

### III. AID and Other Relevant Experience

AID has been involved in institution building and agricultural planning projects similar to this for a long time. In the Latin America region they number close to a dozen. In most cases the projects have either attempted to build planning capacity by placing foreign teams in agricultural ministries or by securing, as quid pro quo of the project funds, significant structural changes in the institutional mechanisms. In the Colombia case, for example, the state agricultural apparatus was changed to consist of a small, lean ministry of agriculture and four major para-statal covering production/extension, marketing, land reform and, renewable resources. A small expert team was placed in the ministry's sectorial planning office. Several key problems arose during the life of the project. First, the planning team, while responsive to the MOA, was under substantive pressure from the AID Mission. Also, the team, indeed, the Ministry did not maintain a good working relationship with the overall GOC Planning Office. Second, a training component was not built into the project resulting in lack of continuity in the planning function after foreign specialists left the country. Thirdly, no attempt was made to develop a long term blue print at least describing which were the project institutional goals, say, 10 years hence. Some of these features can be found in other planning projects where the goal of future local take over of the analysis/planning responsibility was not perceived or identified as a priority goal.



Project 050 and the current proposal 052 have been conceived as addressing two sequential phases in the context of a fifteen years institutional development/training process. This blue print lays out basic steps to secure permanency in the institutional development and self-reliance by structuring a planning process with significant levels of participant<sup>s</sup> scheduled to return and take over the responsibilities for the tasks laid out. Obviously, there are no guarantees that institutions will remain what they are or even what they are intended to be or that participants will remain long enough in the positions they are expected to take.

#### IV. Beneficiary

This project will strengthen the major institutional structure dealing with the agricultural sector in Zaire. Because Zairois agriculture is characterized by the prevalence of small producers, any progress in policy decision making and implementation may have a beneficial effect on small farmers. The extent of these potential benefits are a function of, inter alia, the GOZ's development criteria. While there are few doubts of the GOZ's intense interest in increased agricultural production, it is less clear what the policy trends may be regarding the origin of such increased production, i.e., small farmers vs. plantations. An indication we do have, however, is that most, if not all, of the agricultural projects which are being developed are oriented to small farmers' areas and are structured to have an impact and help small farmer development. While we do not think a national analysis/planning process should be necessarily biased by foreign values and ideas, it is of critical necessity to assure that such analysis, if sponsored by the U.S., take fully into account the special problems that small farm agriculture implies. We propose to follow three simultaneous approaches. First, U.S. personnel already on board under project 050 have been carefully recruited, with AFR/DR assistance, taking into account their experience with and attitude towards small farm agriculture and farm analysis. This approach should continue. Second, we must insure that, via position descriptions and day-to-day project management,

adequate weight will be given to analysis of the problems of small farm agriculture. For example, the statistical advisor currently on board has extensive experience in small farm agriculture and this is reflected, very explicitly, in the statistical system and sample frame he is currently developing. Thirdly, in selecting U.S. locations for participant training, we must insure that such training is balanced and relevant of the needs of a large, poor and highly agricultural traditional society. Illustrative curricula establishing minimum requirements could be prepared.

In the traditional context of Zairian small farm agriculture a division of labor between men and women has evolved that shows equally significant contributions to the supply of human power to agriculture. To the extent this project directly or indirectly affects the small farmer it will affect women in the rural sector. The U.S. staff should be sensitized to the very important role women play in agricultural production and marketing and <sup>should</sup> attempt to define, measure and consider any developmental implications there may be.

## V. Feasibility Issues

Three major types of problems can be identified that could impede this project's implementation feasibility: (a) recruitment of franco-phone U.S. advisors for service in Zaire; (b) ability to recruit qualified participants in Zaire and (c) ability of DOA to hire and retain returning trainees.

Experience to date shows the difficulties both the USDA and AID have encountered in identifying french speaking specialists in the area of agricultural economics / <sup>and</sup> sector planning. This problem cannot be easily solved as agricultural economics as a specialty is not traditionally found in french speaking countries. We feel that this is a difficulty we have to face both in Zaire and francophone Africa in much the same way a similar problem was approached in South East Asia. First, qualified staff who are available for overseas service will have to receive french language training and, second, consideration for the timing implications of this training must be given as the project <sup>is</sup> designed. Nonetheless, recruitment problems for this project have diminished considerably as two people are currently on board-Fligenger and Resseguie - and another is finishing french training -- Kite. A replacement for Mr. Urban is being identified and, additionally, a budget systems specialist needs to be found. Initial exploration suggests that it will be much easier to locate francophone budgeting experts than would be the case with agricultural economists.

A second type of problem relates to recruitment of qualified Zairois participants. We honestly feel this will not be a significant

problem as the University system is currently graduating sufficient numbers of students with appropriate substantive backgrounds.

In 1973-74, IMAZA produced 146 graduates with 5-year degrees in economics, business and demography - 43, 88, and 15, respectively. In addition, about 80 Zairois completed college degrees in agronomy and about 100 finished their degrees in mathematics. While no complete figures are available for all categories in 1974-75, the registrar reported 141 graduates in mathematics and a similar number in agronomy. These numbers were provided by the University's registrar. No projections have been made for future years. Assuming a similar level of output we feel an adequate basis exists for recruitment.

Also there is a significant number of young professionals - about 26 - in the IIA - currently receiving on the job training in either project evaluation or sampling techniques from whom initial participants can and will probably be selected. A secondary though important problem relates to English capability of participants. Currently, more than 20 staff members of the IIA have undergone intensive English training at the Zaire-American Language Institute. All participants completed the eight week course and scored about 50 percentile on the TOEFL test. The best ten are taking a 5 hours a week follow on course. In general, Zairois show remarkable aptitude for learning languages. Most if not all of them speak several local languages and dialects in addition to French.

The third and potentially the most critical project feasibility problem relates to the IIA's ability to hire and retain returning trainees. As stated elsewhere, participants commit themselves to work for the

GOZ for a period equal to their time in training. However, mobility within the government is permitted. To date, significant discrepancies exist between low DOA salary levels and those of other GOZ institutions. A commission to study this problem has been working for several months with a view towards standardization of civil servants salary levels. No decision has been taken to date on this matter and it is difficult to predict whether one will be reached in the near future. This is a matter that should be addressed by the PP design team in their discussions with GOZ. We might recommend that some salary parity mechanism be developed by the DOA as a quid-pro-quo to this grant. The USAID will seek a common position and support from other donors such as IBRD, FED and FAO/UNDP whose programs are being similarly affected. Regarding actual rehiring, we have repeatedly received assurances from the DOA that adequate personnel ceilings will be available as DOA reorganization proceeds.

**VII. Financial Plan**

Technicians Costing\*

	<u>FY77</u>	<u>(WM's)</u>	<u>FY78</u>	<u>(WM's)</u>	<u>FY79</u>	<u>(WM's)</u>	<u>FY80</u>	<u>(WM's)</u>	<u>FY81</u>	<u>(WM's)</u>
<b>Projects</b>										
Sr. Ag/Economist (Urban)	80,000	(12)	80,000	(12)	80,000	(12)	—		—	
Sr. Statistician(Fliginger)	80,000	(12)	80,000	(12)	80,000	(12)	40,000	(6)		
1 Agricultural Research Economist	60,000	(12)	60,000	(12)	80,000	(12)	—		—	
Ec. Planning Specialist (Resseguie)	80,000	(12)	80,000	(12)	80,000	(12)	80,000	(12)	80,000	(12)
Systems Analysis Statist.	80,000	(12)	80,000	(12)	80,000	(12)	60,000	(12)		
Budget Systems Analy.	80,000	(12)	80,000	(12)	80,000	(12)	—		—	
S.T. Statistical Cons. (15 wm)	15,000	(3)	15,000	(3)	15,000	(3)	15,000	(3)	15,000	(3)
	<u>495,000</u>	<u>(75)</u>	<u>495,000</u>	<u>(75)</u>	<u>495,000</u>	<u>(75)</u>	<u>195,000</u>	<u>(33)</u>	<u>95,000</u>	<u>(3)</u>

\*Costing based on Mission calculations of total cost of financing a high FSR-3. Actual cost may vary if local support cost is financed from PL-480 proceeds (as we intend).



PARTICIPANT TRAINING COST

() denotes number of participants

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
M.S. Math Statistics	11,000 (1)	11,000 (1)	-	-	-	22,000
B.A. Systems Sciences		11,000 (1)	11,000 (1)			22,000
U.S. Bureau of Census Trg.	22,000 (2)	33,000 (3)	33,000 (3)	22,000 (2)	22,000 (2)	132,000
MBA	11,000 (1)	-	-	-	-	11,000
MA-Accounting	11,000 (1)	-	11,000 (1)	-	-	22,000
M.S. Agricultural Economics	11,000 (1)	11,000 (1)	-	-	-	22,000
Ph.D. Ag Econ	24,000 (1)	-	-	-	-	24,000
M.S. Agronomy	11,000 (1)	11,000 (1)	-	-	-	22,000
	<u>101,000 (8)</u>	<u>77,000 (7)</u>	<u>55,000 (5)</u>	<u>22,000 (2)</u>	<u>22,000 (2)</u>	<u>277,000(2)</u>

a. International Travel paid by GOZ

b. English language training at ZALI paid by PL-480 Title I Proceeds

c. All participants to take maximum of two courses during first quarter at U.S. University

COMMODITIES

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
Small Motorcycles	60,000 (80)	30,000 (40)	18,000 (24)	-	-	108,000
FWD Vehicles	30,000 (3)	10,000 (1)	-	-	-	40,000
Data Processing Equipment	8,000 (1ot)	1,000 (1ot)	1,000	1,000	1,000	12,000
Materials for Seminars and Training	500	500	500	500	500	2,500
	<u>98,500</u>	<u>31,500</u>	<u>19,500</u>	<u>1,500</u>	<u>1,500</u>	<u>152,500</u>

TOTAL USAID FINANCING

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
Technicians	495,000	495,000	495,000	195,000	95,000	1,775,000
Participants	101,000	77,000	55,000	22,000	22,000	277,000
Commodities	98,500	31,500	19,500	1,500	1,500	152,500
	<u>694,500</u>	<u>603,500</u>	<u>569,500</u>	<u>218,500</u>	<u>118,500</u>	<u>2,204,500</u>

CP - 100 / 1000

Project 050  
Table

VIII. Project Implementation Plan

Under current Project 050, a PASA was made with the United States Department of Agriculture.

There have been serious delays in the staffing of positions due, in part, to the severe scarcity of french speaking agricultural economists in the United States. This situation has changed somewhat as 3 new people were successfully recruited during the last 15 months. With Mr. Urban's position vacant as well as a systems analyst and a budgeting specialists positions, it is critical that staffing be done with higher speed than heretofore. We feel candidates from outside the USDA should be sought intensely and that french training at FSI facilities in Washington should be fully taken advantage of.

It is recommended that we retain the current arrangement with the USDA given the very good experience we have had with most of the personnel selected to date. Emphasis on speedy recruitment should be maintained and increased.

It should be understood that within the terms of reference of the project, the United States specialists should be directly and individually responsible to the DQA's Director General. While the contractor can, if so desired, appoint a team leader, such leadership should be limited to administrative matters with the individual's parent agency or AID.

The USAID Food and Agriculture Officer will serve as project manager.

With regards to participant training, it is virtually imperative that a mechanism should be developed with DOA and USDA that will allow fulfillment of "training quotas" identified in financial plan.

The Zairois university system will be producing increasing numbers of graduates with/types of background required for further training. A selection criteria must be chosen that is clear. PH.D. candidates might well be chosen from people with Masters who have proven their ability working in the Department. To the extent possible, given the project's short time frame, Master candidates should also be chosen from DOA college graduates who have shown their worth as workers.

#### Implementing Agency

1. The Bureau for Research of the Department of Agriculture will be the GOZ executing agency. Program documents will be signed or reviewed with the administrator of the Bureau or the Commissioner of State for Agriculture, as appropriate.
2. The U.S. agency responsible for technical services will be the USDA PASA.
3. All technicians will individually report professionally to the administrator of the Bureau for Research or a delegate of that office. For personal logistics or for liaison with AID officies the contractors may designate a chief of party.

4. A TDY of 15 days, by a training specialist from OIT may-be requested to develop the training program envisaged with USAID/Kinshasa Training Officer, local language training facilities, and the GOZ.
5. A design team from Washington consisting of one or two experience agricultural economists and a design officer will be required to complete the PP. Three week will be needed.

IX. Project Development Schedule

Submit PRP to AID/W 12/75

Resubmit PRP to AID/W 7/76.

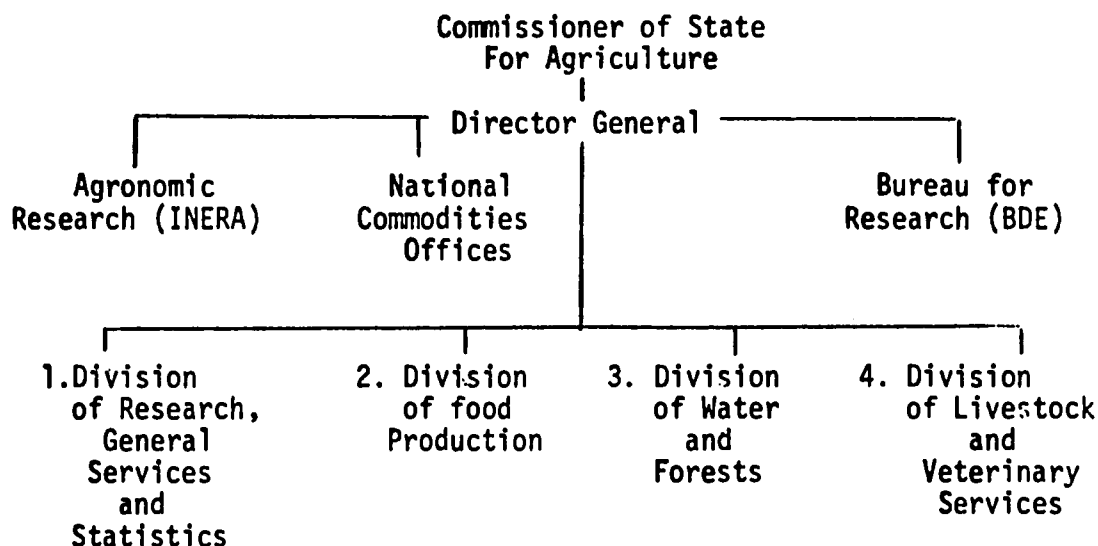
Completion of PP with TDY assistance from AID/W July-August 1976.

Submission of PP to AID/W late August 1976.

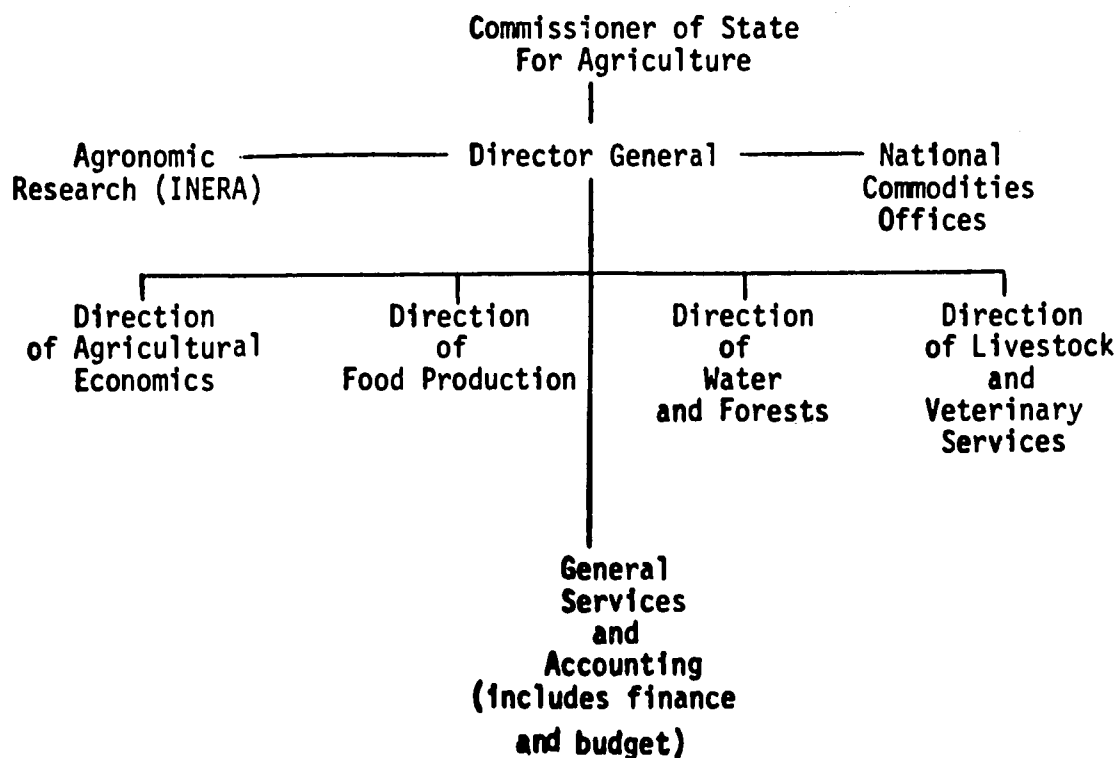
Project review and authorization by ECPR - early September.

**I. Zaire Department of Agriculture**

**Chart 1: Current Structure**



**Chart 2: Proposed Structure**



Zaire Department of Agriculture

Bureau of Research

Chart 3: Current Structure

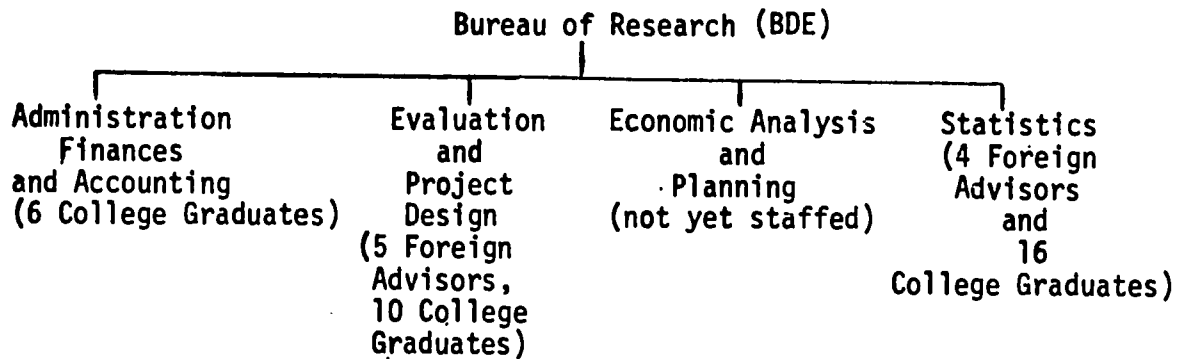
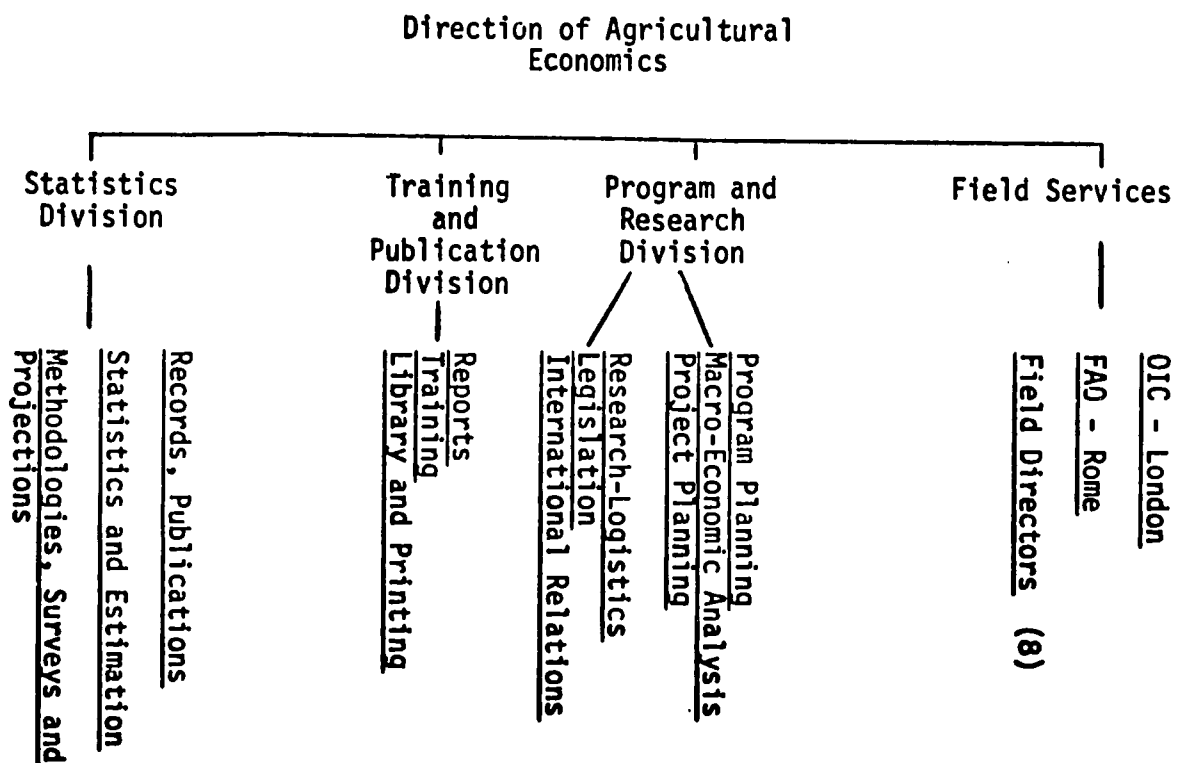
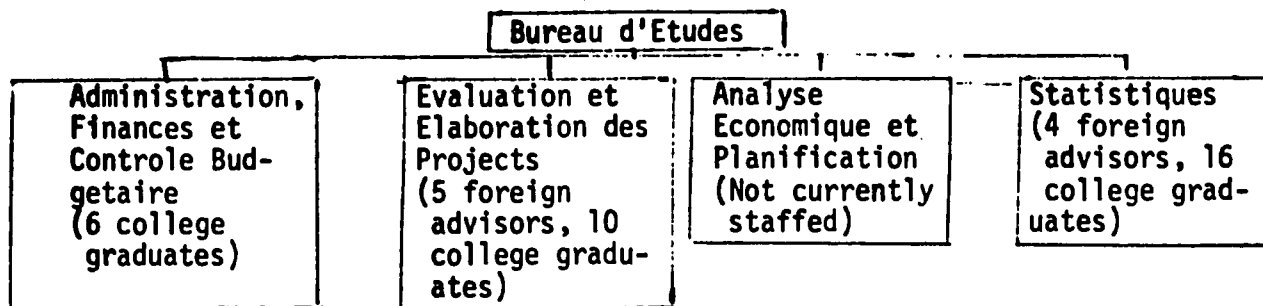


Chart 4: Proposed Structure



**CHART 5: BUREAU D'ETUDES**  
**Current Structure**



**DIRECTION D'ETUDES ET POLITIQUE AGRICOLE**  
**(Proposed Structure)**

- I. Division Statistiques Agricoles  
 1er Bureau: Methodologie, Projections et Enquetes Specialisees,  
 2eme Bureau: Statistiques et Estimations Courantes,  
 3eme Bureau: Depouillement, publications et Archives.
- II. Division Formation, Information et Documentation Agricoles  
 1er Bureau: Information Agricole,  
 2eme Bureau: Formation Agricole,  
 3eme Bureau: Centre de Documentation et Bibliotheque.
- III. Division Programmation et Etudes  
 1er Bureau: Programmation et Planification,  
 2eme Bureau: Analyse Macro-economique,  
 3eme Bureau: Elaboration et Evaluation des projets specifiques,  
 4eme Bureau: Coordination avec la recherche et Logistique,  
 5eme Bureau: Legislation Rurale,  
 6eme Bureau: Relations Internationales Agricoles.

Services Exterieurs

Representations Permanentes:

1. O.I.C. Londres: 1 directeur,
2. FAO Rome: 1 directeur,
3. Commissions Agricoles et Projets: 8 chefs de division:
  - a. Commission Agricole de l'Equateur: Palmier et Cacaoyer,
  - b. Commission Agricole du Kasai Oriental,
  - c. Commission Agricole du Kivu: Section Nord,  
Section Sud,
  - d. Commission Agricole du Shaba,
  - e. Projet Agro-pastoral de la Ruzizi,
  - f. Projet Mais - Elevage Kasese,
  - g. Projet Mais Mweka.



## II. Division of Research and Programming

The Service of the Director of Research and Programming serves as the Director-General's overall planning and management staff. Division chiefs and key foreign technicians serve as Mukendi's primary advisors in policy, program and project formulation. There are three divisions: Statistics; Training and Information; and Research and Programming. There are three sections in the Research and Programming Division: Project Design and Evaluation; Economic Planning; and Economic Analysis.

The Division is to formulate policy; to develop long- and intermediate-term plans, near term action programs; and to design and evaluate projects. USAID assistance to date has established this division, and has given the project design and evaluation section two years of experience.

Presently, each section in the Division of Research and Programming has a chief, 4-5 professional staff, one secretary, and one typist. Total professional staff will be increased from 15 to 23 during this project.

To obtain capability in the above areas, OJT by U.S. advisors and U.S. graduate training will be carried out as follows:

	<u>Training Program</u>				
	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
OJT by Sr. Ag Economist (Urban)	x x	x x	x x	x x	x x
OJT by Ec. Planning Spec. (Resseguie)	x x	x x	x x	x x	x x
OJT by Ec. Analyst (Kite)	x x	x x	x x	--	--
<u>U.S. Training</u>					
Ph.D. Ag Econ	1	--	--	--	--
MS Agronomy	1	1	--	--	--
MS Ag Econ	1	1	--	--	--

No commodities, or other costs.

### **III. Division of Statistics**

**The Department of Agriculture (DOA) has proposed a reorganization plan to establish a Service of Research and Program.**

**Within this Section, there will be a Division of Statistics. The function of the division is to develop a current information system as a service to the DOA and other agencies of the GOZ. The information system will aid the DOA in policy formulation and, subsequently, in revision, evaluation, and forward planning of policy and programs.**

**The division will collect, organize, analyze, and synthesize information on crop and livestock production and inventory data, sociological data on rural populations, farm economic studies, and health and consumption data from rural areas.**

**Sampling frame designs will be constructed, region by region, to collect this data in the field, to be completed by December 1977. These designs will be tested and refined between January 1978-June 1978. Throughout the life of the project, project or activity oriented statistical survey and analysis will be performed by the division. One example will be the development of baseline survey data for the North Shaba Maize project, which will commence in early 1977.**

**Presently, the Division of Statistics has 40 Zairois staff in Kinshasa. Twenty of these are professionals; 20 are secretaries, clerks, and chauffeurs. In the field, the division has the part-time services of about 250 technicians. These field people carry out crop-reporting on a sample basis. None of them are trained statisticians.**

**In addition to this Zairian staffing, the division is staffed by John Fliginger (Sr. Statistician furnished by AID, tour ending o/a September 1977), a Systems Analyst/Programmer (to be furnished under Project 052 by AID), four FAO Advisors who will be on duty through December 1978, and one Belgian advisor paid by the GOZ. In addition, AID would provide 15 workmonths of ST consultants.**

**To upgrade the division and its capability, the Agricultural Economic Development Project combines technical assistance, on-the-job training, US advanced training, in-country short courses given by trained Zairois and expatriate advisors to improve the manpower base of the Division's employees in Kinshasa and the field. Commodity assistance will be provided so that field enumerators have transport and so that key locations have low level data processing equipment. At the end of the project, the division would be a corps of 200-300 professional enumerators, data processors, and analysts, which would be capable of carrying out the functions of the division without further foreign technical assistance, and possessing a budgeting process to insure salaries, equipment, and field travel for its staff.**

Training Program

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Totals</u>
OJT by US Advisors In Country Seminars (15 Zairois trained in 2 week sessions)..	15	15 15	15 15	15 15	15 15	135
Master of Science Mathematical Statis- tics in the US.....	1	1	0	0	0	2
BA-Systems Sciences... U.S. Bureau of	0	1	1	0	0	2
Census Training.....	2	3	3	2	2	12
	<u>18</u>	<u>35</u>	<u>34</u>	<u>32</u>	<u>37</u>	<u>151</u>

This program would train 135 of the 250 field people with enumeration responsibilities; and would train 16 people in advanced concepts in the U.S. To allow for overlaps, U.S. training, and a maximum impact for OJT by expatriate technicians, the DOA will recruit an additional 15 professionals for the Division of Statistics.

Commodities

1. Three hundred and seventy eight (378) small motorcycles will be purchased for field enumerators by AID and the GOZ:

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
By AID	0	80	40	24	0	0
By GOZ	10	24	40	70	40*	40*
*replacements						

2. Four (4) FWD vehicles will be provided by AID for use in OJT on field trips by USAID advisors and counterparts. These vehicles will be located in Lubumbashi, Bukavu, Kisangani, and one is for replacing a vehicle in Kinshasa.

3. Data processing equipment for the division:

- a. 2 desk calculators with 2 memories
- b. 2 portable calculators (TTR 16-11)
- c. Varitype typewriter
- d. IBM Selectric

4. Other Costs

- a. Materials for In-Country Seminars **\$5,000**
- b. Contingencies **\$5,000**

All local costs for these activities will be provided from PL-480 Title I proceeds or DOA budget.

#### IV. Division of Finance & Budget

The Department of Agriculture has accepted AID suggestions that the Service of General Services be expanded and upgraded. This Service includes Divisions of Logistics, of General Services Administration and of Finance and Budget.

USAID interest and assistance focuses on the Division of Finance and Budget. Up to this year, the Division has collated budget proposals of the other branches of the Department and has exercised a highly subjective control over budget implementation.

Current staffing of the Division is 5 recent college graduates (none specialized in finance), two accountants (H.S. education), two clerks and one typist. The 5 professionals were added, after justification by the AID advisor, in the past year. There are no expatriate advisors in this Division.

At the end of this project, the Division will have trained and experienced staff capable of performing the functions of the Division with no further foreign assistance. Functions will include assisting INERA, the National Commodity Offices and the other DOA Services to build budgets; the exercise of financial control over annual operations of the Department of Agriculture; and a unified accounting system.

The staff will consist of a division chief, two systems analysts, five accountant/auditors for Department services and offices, and five accountant/auditors for agricultural projects.

To obtain this staffing level and expanded responsibility for the division, a combination of technical assistance, U.S. training, and commodities are required: three years of advisory services of a U.S. budget systems analyst; two division employees trained to M.A. level in accounting; one trained to MBA level; and 3 desk calculators and one photocopier. The overall professional staffing for the division increases from the present 5 to 12.

#### Training Program

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
OJT by US Advisor	<u>XXX</u>	<u>XXX</u>	<u>XXX</u>	-	-
M.A.-Accounting in US	1	-	1	-	-
MBA in US	-	1	-	-	-

**ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA**

**FROM:** AFR/DR, Antonio Gayoso - Chairman, Project Committee

**REF:** (a) State 075892 - March 30, 1976  
(b) Mr. Spencer/Griffith letter of April 15, 1976

Problem: The Zaire Agricultural Economic Development Project 052 PRP was reviewed by the ECPR on March 5, 1976. As a result of this meeting the Mission was instructed to produce a supplement to the PRP which would address a number of concerns outlined in Reference A. Based on Mr. Spencer's letter of April 15, 1976 (Ref. B) and conversations with returning members of the USDA/PASA team to the GOZ Department of Agriculture, the subject PRP was rewritten to address identified issues. The new PRP also incorporated a clearer set of financial tables.

Discussion: The Project Committee met on the revised PRP on August 12, 1976. After discussing the different issues raised in Reference A, the Committee concluded that the PRP revision satisfactorily addressed most AID/W concerns. The Committee voted in favor of approving the revised PRP.

As you know, AID concerns were of different kinds: A first area of concern dealt with recruitment difficulties, both of U.S. technicians to work in the DOA and of qualified Zairois participants. During the past eight months, the USDA has successfully recruited three new team members, now in post, and has already selected a candidate to replace Mr. Urban, who recently returned to Washington. Only a budget specialist remains to be recruited. With regards to participants, it has been ascertained that the number of graduates from the National University during the last 2-years has been high enough in appropriate fields to suggest that no major difficulties should be encountered in locating the small numbers of people the project proposes to train. A related issue, that of participants language ability, has dissolved as the Mission reports that 20 Zairois from the DOA, who took the 8-weeks USIA sponsored English course, successfully passed the TOEFL test above the 50 percentile.

A second area of concern related to institutional links and effectiveness. Based on experience to date it seems safe to assume that the DOA has been ready for some time to utilize analysis in support of decision making. The responsibility of teams is to lay out alternative courses of action to reach goals in ways that use resources effectively. This has been done during the first phase of this program (under project 050) with regards to project development, evaluation and administration. The DOA "listened" and followed up with implementation. Similar results can be observed with the development of the statistical

7 system component of this project where the DOA has given full support to the development of a statistical system. [As to whether the DOA should have an increased planning capacity, only one answer exists and it is yes.] The DOA is the central piece in the GOZ's agricultural administrative apparatus. Both the agricultural research system and the ten national commodity offices report to and are guided by it. However, the DOA cannot, with current capacity, supervise and administer the system in an effective way. A cursory look at the budget process quickly highlights this problem. Furthermore, the DOA cannot deal, from a position of analytical strength, with the Economic Council - the agricultural price setter - or the Presidency's Planning Office. Current emphasis on agriculture, resulting from the national food production crisis, has brought increased pressure on DOA to conduct a well managed program. Many questions remain which cannot be answered now, i.e., wage parity has not been reached; the "optimal" size of the DOA budget has not been estimated, etc. The PP should address those *issues* which may yet prove to be obstacles to the successful completion of the project.

Finally, the first version of the PRP suffered from lack of budgetary clarity. A much improved budget in the revision has been accepted by the Project Committee. It should be noted that a small difference remains between projected first year obligations and the same figure in the CP. The PP design team will aim at making the former consistent with the latter.

Other issues raised originally which related to sections dealing with beneficiaries, women's role, etc., have been rewritten to the Committee's satisfaction.

Recommendation: The Project Committee would like to recommend that you ~~approve~~ approve the subject PRP.

Project Committee

- A. Bronstein <sup>au.</sup>
- S. Tisa
- G. Thompson
- B. Shoemaker
- M. Wiseman
- H. Sherlock (in draft)

Approved: \_\_\_\_\_

Disapproved: \_\_\_\_\_

Date: \_\_\_\_\_

cc: Mr. Garvey, USAID/Z

Clearances:  
 AFR/DR, SKlein \_\_\_\_\_  
 AFR/DP, C. Ward \_\_\_\_\_  
 DAA/AFR, HNorth \_\_\_\_\_

660052 ⑦

PD-AAB-051

FEB 1974

SOME THOUGHTS ON USAID'S PROPOSED ASSISTANCE  
TO THE DEPARTMENT OF AGRICULTURE  
IN AGRICULTURAL ECONOMICS

*file  
050-9P.  
proposals  
(Zaire)*

The need for the Department of Agriculture to have a reasonably good capability in Agriculture Economics was evident when, almost three years ago in February, I first came to Zaire on TDY. At that time my assignment was to assist the Mission in developing a response to a GOZ request for help to overcome its rapidly increasing MAIZE deficiency. Soon after my arrival I learned that a similar request had been made to the Government of Belgium which had responded favorably in the form of a 4 1/2 page document outlining what was to become the KASESE Project.

The document had been prepared by Belgians and in Belgium without Zairian involvement. It proposed the establishment of a 10,000 ha state farm, on which fully mechanized production of hybrid corn would be undertaken. Discussions with Belgian officials in Kinshasa and Belgian technicians "in the interior" revealed that absolutely no thought had been given to the economic feasibility of the proposal, nor to its likely social and political consequences. In short, the project had been designed by a few second rate agronomists whose knowledge of corn breeding and tropical soil management was outdated and who, in the word of the then Director General of INEAC, were "completely ignorant of things economic as the INEAC technicians always had been".



Yet by the time I was assigned and came to Kinshasa on May 1, 1971 an agreement had been signed by the GOZ and the GOB to implement the proposal. No one in the Department of Agriculture had raised objections to it. There was no one who could critically analyze such a proposal, least of all formulate objections. KASESE was on its disastrous way.

USAID did also respond favorably to the GOZ request; but the resulting project (The National Maize Program) was strikingly different. A separate paper will deal with the NMP. In the discussions and negotiations that led to the NMP, the Commissioner of Agriculture became keenly aware of the total deficiency of his agency in economics and as early as June 1971, requested from USAID some assistance in this field. In September 1971, during his official visit in the US, he reiterated his request to all officials at AID and USDA he talked with. In March 1972 the Siffin team visited Zaire; a year later, in March 1973 the first US advisor in *Agricultural* economics arrived in Kinshasa under Project 050, PLANNING AND MANAGEMENT SERVICES.

In the mean time the Planning office~~s~~ of the presidency had begun its tortuous and elusive evolution toward its yet to be achieved concrete existence~~s~~, and in the process it brought into being the present PROP on Agricultural Economic Development.

I will not attempt here to comment on the changes the PROP has undergone since its submission or on the implications of these changes. Nor will I attempt to answer the questions that AID/W has raised. Instead I would like to express some thoughts on the present situation in Zaire and its implications for the proposed project.

Zaire in December 1973 is truly a radically different country from the Democratic Republic of the Congo of 1971 or 1972. The country not only has a new name but it has been launched on a new course. That course is being chartered, one fears and senses, ~~knows~~, by inexpert hands. One sees many dangerous pitfalls along that course, some potentially disastrous. But one also senses that the new course is irreversible. Manhood is reached even at the end of the most turbulent and boisterous adolescence.

The Siffin Report had emphasized the neocolonial organization of the Department of Agriculture, and its complete lack of capability not only to plan but also to implement a development program. Our intimate experiences under Project 050 has confirmed the accuracy of these observations. It has also, and fortunately, revealed not only a deep desire but also a proud determination-although erratic at times, to change the status quo.

Even before our first team member arrived, the Department had hired six young, university educated Zairois economists and agroeconomists as counterparts. Since then it has provided ample financial support and spacious, air-conditioned, carpeted and well furnished office.

Through our persistent efforts, two Belgian advisors with considerable experience in Zaire have been integrated in the Bureau and are showing a cooperative team spirit that has surprised all. Even the three French advisors are coming to realize that the Zairian effort is in earnest and ~~we~~ are beginning to cooperate actively with the Zairian-Belgian-American group. More importantly, the young Zairois have been motivated to work. They're bright, anxious to learn, and highly receptive to guidance or criticism. Still more important perhaps is the fact that the Director General has come to realize that he has now at his disposal a valuable resource and he is making increasingly more use of it and in a more effective way.

Today, thanks to the work of the revitalized Bureau, he knows exactly how many projects he has, what their goals, objectives and estimated costs are, and what Zairois and expatriate personnel are involved in them. A systematic evaluation of these projects has been launched to insure that they are achieving efficiently and effectively the objectives of the Department and the GOZ.

The Director General is also using the Bureau effectively in evaluating new projects being submitted ~~them~~ by expatriates or by Zairois. Very recently, he was thus able to stop a ~~K~~ASESE type of proposal that had been submitted by a R~~o~~manian group and to prevail upon the Rumanians to totally redesign the project.

The Director General has also recently approved a Bureau proposal to engage in a series of basic, micro economic studies which will hopefully help to better understand the dynamics and problems of the agricultural sector. Finally, the Director General has, within the Bureau, established a group which is charged with <sup>presentation</sup> ~~presentation~~ of new projects.

One can safely expect that as time goes on and the young Zairois acquire some experience and a sense of professional responsibility and identity, the Bureau will be further strengthened. To hasten this, the training of the Zairois has been started. Two of the initial six economists hired by the Director General and one M.A. is economics from UCLA who works in the "Planning Group" within the Bureau of the Presidency <sup>at the time</sup> will leave for the U.S. on January 1, to attend the <sup>D</sup>USA Capital Project Development Course. The Director General hopes that after a reasonable period following their return they will be able with some consultant assistance to develop and offer a similar course in-country.

Also in January, an English training program will start to prepare the other Zairois staff members for short-term or long-term overseas training. It is hoped that by June 74, two of these young men will be ready for graduate school in the U.S.

One of the three-man PASA team has been engaged at the request of the Director General, in a study of the budget and fiscal aspects of the Department with the assistance of two young Zairian graduates in Business and Management. This exercise is developing into an educational experience for the Director General and the Commissioner. Both are beginning to realize that they must improve and strengthen the budgeting process of the department as a basis for effective management of on-going activities as well as future planning. Further training for the two Zairians is being arranged. Hopefully, one will go to the U.S. in February 1974 and the other in December 1974.

The Director General has recently approved a proposal prepared by one of the PASA advisors which identifies a series of urgently needed micro economic studies. The objective is to begin establishing the basis for a better understanding of the realities and dynamics of the agricultural sector, hence eventually for more realistic and effective policy and planning decisions. The first study to be undertaken will address the "MAIZE PROBLEM" which is becoming a very serious one in every respect. Specific topics for investigations will range from production costs under different systems to marketing, processing and prices.

We have thus witnessed over the past year an encouraging evolution of the Fourth Direction "Agricultural Studies and Policies" from a paper outfit to an increasingly effective instrument. There is no doubt in my mind that given our continued support and assistance, the Department of Agriculture will acquire and maintain a capability to better manage its activities and more effectively plan and implement development programs. The questions facing USAID are: 1 - Should our assistance be continued and 2 - under what form.

Zaire's agricultural sector is unique in sub Sahara Africa in terms of its substantial and varied physical potentials and problems and its human complexity. The historical circumstances surrounding the evolution of the sector, if anything, increased the complexity of its situation. It was evident to us, from the very beginning of our assignment, that attempts to modernize and develop the sector would be successful only to the extent that they were based on major Zairian participation, not only in the usual terms of land, labor and money, but especially in terms of human leadership. Hence, USAID's consistent emphasis since 1971, on the need for the Department of Agriculture to develop its own capability not only to analyze and plan but also to implement and manage. Our emphasis has implicitly encouraged the Department to expect our assistance. In this matter we were ahead of IBRD and UNDP as well and we still are. It would be regrettable if we were now to discontinue or reduce the limited but significant assistance we are providing.

I referred earlier to the historical circumstances of the sector. Some clarification may be useful at this point. As is well known the sector has evolved over the past hundred years along two major lines: Plantation agriculture and Traditional agriculture. Plantation agriculture was and still is export oriented; it involved and still involves only tree crops and, until December 1973, it was completely and absolutely controlled by expatriates. By contrast, the traditional sub sector was and is home consumer oriented, it involves largely food crops, it is Zairian and it is largely shifting and subsistence agriculture.

Published reports on the sector all emphasize this division but none, to my knowledge, has attempted to discuss its implications and consequences in terms of the Zaire as a ~~implications and~~ consequences in terms of the Zaire as a nation state. Zairian officials seldom refer to these considerations, yet are forever mindful of them and are strongly guided by them in making decisions. To put it another way, whereas outsiders view the sector primarily in economic terms, the Zairians, though highly concerned about their economy, view the sector primarily in the larger terms of nation building. The recent decisions to extend the nationalization process started two years ago in the cotton sub sector to all of the plantations, ranches and related activities, illustrate this point very clearly. In intimate conversations with some high officials one could sense that these decisions were arrived at with great reluctance and that very serious misgivings persist. One could also sense however, that there is a strong and sober determination

to make these bold and drastic measures succeed. Foreign assistance will be welcome but it is clear that it must be discrete and genuinely aimed at helping to achieve the national objectives.

In view of this, our assistance should be both of low profile and high quality. It should unmistakably aim not ~~to~~<sup>at</sup> displaying our superior analytical power, or making policy decisions but at helping and guiding in the development of Zairian analytical capability as the basis for sound policy decisions. Our assistance should thus provide capable staff and training opportunities for Zairians. A staff of 4, 1 in management and budget, 2 in economic analysis and 1 in project analysis and evaluation would be adequate. Training opportunities should not be limited to agricultural economics but should also include management and statistics.

We should not aim at building a perfect institution, which we could never do anyway. We should aim rather at helping with the establishment of the foundations and training the builders. In the end, they will be the ones to do it. They always are, for otherwise it would not be their institution.



7p.

STATE - A.I.D. - USIA ROUTING SLIP				DATE 11/21/73		
TO:	Name or Title	Urgen. Symbol	Room No.	Bldg.	Initials	Date
1.	Mr. Bob Shoemaker	AFR/DS				
2.	Miss Lois Richards	AFR/DP				
3.	Mr. Tom Muntsinger	GC/AFR				
4.	Mr. Tony Gayoso	AFR/DS				
5.	Miss Charlotte Cook	AFR/DP				
Approval		For Your Information		Note and Return		
As Requested		Initial for Clearance		Per Conversation		
Comment		Investigate		Prepare Reply		
File		Justify		See Me		
For Correction		Necessary Action		Signature		
REMARKS OR ADDITIONAL ROUTING						
<p>SUBJ: <u>Zaire's Proposed 660-11-755-052,</u> <u>Agricultural Economic Development (PROP)</u></p> <p>The attached pages have been written to address the issues raised by the Project Committee during its first meeting and summarized in Tony Gayoso's memo of 10/23/73.</p> <p>They incorporate information given the Committee by Jim Kelly during his recent TDY at AID/W, as well as other specific answers submitted by USAID in KINSHASA 9195.</p> <p>Please substitute the attached for the PROP's Section III, "Approach" on pages 8 to 11, resuming the narrative of the original PROP at the first full paragraph on page 11.</p>						
FROM: (Name and Org. Symbol) MWarnecke, AFR/CWA <i>MW</i>				ROOM NO. & BLDG. 4528-B	PHONE NO. 28401	

### III. Approach

#### A. Overall Development Planning

There is no overall planning mechanism for Zaire functioning at this time. A Presidential Decree of November 1, 1972, established a Service du Plan (National Planning Office) to be located within the Office of the Presidency, but this is still in an embryonic stage, staffed by young Zairian economists. The GOZ has asked the IBRD and UNDP to help staff this office and it is expected that the first of seven long-term consultants now being recruited by the IBRD will be on board in January 1974. One of the seven consultants is to be an agricultural economist and he is to coordinate closely with the Departments of Agriculture and National Economy.

#### B. Planning for Agriculture

At present various donors are providing technical assistance to the Department of Agriculture under the general rubric of "planning assistance". These efforts, along with the inputs requested in this PROP, will be incorporated into the Division of Agriculture Policy and Studies (DAPS) under the immediate direction of the Secretary General for Agriculture. It is now contemplated that DAPS will be composed of the following units: Agricultural Economics Unit, Agricultural Statistics Unit, Project Analysis Unit.

The UNDP's ongoing agricultural statistics project has been approved at \$665,000 for the next three-year period and the GOZ has already budgeted matching funds for 1974. Two statisticians are now present and two additional statisticians are to arrive in early 1974. The output of this unit will be a direct data source for the Agricultural Economics Unit.

The French will provide two agronomists for project design and evaluation in the field-crop area. As the Canadian-assisted forestry survey progresses, the Canadians anticipate providing a forestry economist who will provide advisory assistance to the new DAPS.

AID is currently providing three Planning Management PASA advisors who report directly to the Secretary General, assisting him in developing medium and short-term Departmental plans, identifying obstacles to effective use of capital funds, coordinating operational linkages with the Department of Finance, and securing maximum amounts of GOZ and donor financial support for the Department of Agriculture.<sup>1</sup>

C. Agricultural Economics Unit

Central to the effectiveness of the Department's DAPS will be the newly created Agricultural Economics Unit. The GOZ has asked AID to provide four agricultural economists to assist in establishing this Agricultural Economics Unit. The principal function of the Unit will be to furnish advice to top Departmental officials with respect to formulation of agricultural policy and to suggest the desired nature of the Department's role in affecting the economics of the rural sector, including such issues as employment, income distribution and other social effects of alternative types of development policy. This advice will also reach the Office of the Presidency (which remains the prime voice in resource allocation and budgetary decisions) through direct linkage with the Service du Plan as mentioned in Section III.A. above. In addition, the Agricultural Economics Unit will provide the Department with the capability of

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1) See Project 050 PROP for full description of duties of the PASAs.

identifying investment possibilities and research priorities in light of:

- alternative marketing and technological possibilities
- strategic points of policy or operational intervention to bring about desired changes in production and marketing along socially sound lines
- the likely outcomes throughout the economy of alternative policy courses affecting agricultural concerns.

In establishing the Agricultural Economics Unit, the Department is hoping to avoid the haphazard decision-making cycle found in some LDC's: political concern about inadequate food supply, or rural income, or instability, or about population flow to cities--decisions to invest more to meet these concerns--poor results because of inadequate agricultural economics analysis--disillusionment and apathy until a series of new crises--then another similar round.<sup>1</sup>

The AID furnished agricultural economists will assist in several basic areas:

- a) improving the quality of sector and sub-sector economic analyses;
- b) reviewing new program projects and evaluating their economic impact as part of the Departmental review process;
- c) increasing the effective utilization of statistical and marketing information by key Government of Zaïre officials directly involved in decisions affecting agricultural developments;

1) For elaboration on this problem, see "The Rationale for the Key Problem Areas" (AA/TA).

- d) coordinating with the IBRD-sponsored Service du Plan in the Office of the Presidency;
- e) insuring close liaison between Department of Agriculture and other GOZ research and credit institutions (INERA-research, SOFIDAG-credit, Department of National Economy);
- f) stimulating the University to undertake the kind of education program that will contribute to the unfolding needs for agricultural analysis;
- g) linking some ongoing internationally oriented developmental research in agricultural economics to a program suggested for Zaire, e.g., the rural employment program of Michigan State University, and the diversification program of the U.S. Department of Agriculture.

The effort of the long-term advisors will be supplemented by contracted-for studies and TDY consultants to reinforce analytical efforts undertaken by the new unit. Consultants will be needed to develop special studies on major food crops such as cereals and legumes. In addition, studies on the various subsector constraints such as marketing and credit will be undertaken, and the short-term consultants will also assist in formulating situation reports on various export crops. A total of 36 man months of short-term TDY assistance is planned over the life of the project.

Arrival of the four long-term advisors will begin the first phase of this project. However, in addition to areas a) through g) mentioned above, one of their most important functions will be to actually design the second phase of the project, i.e., to advise on the optimum size of

the Unit as a vital and functioning organization, determine the appropriate number and type of participants needed to constitute the permanent staff, identify areas needing studies and short-term consultants, establish and/or reinforce organizational linkages.

Participant training is a key element in this project. The GOZ has recently hired eight university graduates in agriculture and economics who have begun on-the-job training in the Department. After a period of time, three individuals will be considered for advanced overseas training in FY 1974. Additional candidates for overseas training will be selected by their GOZ supervisor and the U.S. advisors after they have worked in the Department and have demonstrated their analytical ability, motivation and potential in agricultural economics.

Planning figures (projected by the GOZ and USAID after consultation with local UNDP and IBRD representatives, and subject to revision by the four long-term advisors, as mentioned in a previous paragraph) call for a minimum of 20 Zairians to receive graduate level training in agricultural economics and related fields under the auspices of this project. It is now anticipated that two of these participants, after completing master's degree training in the U.S. and demonstrating superior abilities in their work with the GOZ Agricultural Economics Unit, will be sent for training at the PhD level in agricultural economics. With the successful completion of their doctorates and return to the Agricultural Economics Unit, it is envisaged that these participants will replace two U.S. contract technicians in their roles as supervisors. Over the six-year project span, 528 man months of long-term participant training is now envisioned.

All participants selected for advanced training will already be Department of Agriculture civil service employees falling under GOZ public contractual arrangements. Further, returned participants who have successfully completed the master's or PhD degree will be reintegrated into the Division of Agricultural Policy and Studies at a salary commensurate with their higher degrees. In accordance with a new civil service salary scale to become effective January 1974, some returned participants will thereby receive a 20 per cent increase in salary.

The GOZ advises that candidates for the Agricultural Economics Unit will be selected from both the Faculty of Agriculture and Faculty of Economics of the National University of Zaire. (The latter Faculty introduced an option for Agricultural Economics in 1970.) Official statistics for 1971-72 indicate a total of 451 students in the Faculty of Agriculture (at both the Kinshasa and Kisangani campuses) as well as a total of 703 students in the Faculty of Economics. USAID estimates that these numbers have increased over the last academic school year. Thus, the GOZ and USAID foresee no problem in maintaining a continuous flow of university candidates for working in the Department of Agriculture.

(Note: Resume narrative of original PROP at first full paragraph on page 11 of 19.)



Department of State

TELEGRAM

*Action*  
*AFA*

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PAGE 01 KINSHA 10645 110723Z

12  
ACTION AID-31

INFO OCT-01 AF-05 EB-05 IGA-02 /044 W

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FM AMEMBASSY KINSHASA  
TO SECSTATE WASHDC 5834

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AIDAC

E.O. 11652: N/A  
SUBJECT: AG ECON DEVELOPMENT PROP 600-082

1. URGE IMMEDIATE PROP APPROVAL IN ORDER FIELD 4 AG ECONOMISTS ASAP. THEIR EARLY ARRIVAL MORE IMPORTANT NOW THAN HENCEFORE AS RESULT GOZ DECISION TRANSFER OWNERSHIP ALL FOREIGN OWNED PLANATTIONS TO ZAIRIANS. THIS IS AN INITIAL MAJOR MOVE IN SERIES OF ACTIONS WHICH GOZ WILL BE TAKING TO GET AGRICULTURE MOVING. AS CONSULTATIVE GROUP DONORS NOTED AT BOTH PREVIOUS MEETINGS, GOZ HAS NO PROJECTS OR PLANS IN WHICH TO MAKE MEANINGFUL INVESTMENTS IN AGRICULTURE. WITHOUT ECON PLANNING ASSISTANCE WE CONCERNED THAT GOZ MIGHT FEEL COMPELLED TO DO SOMETHING--EVEN IF WRONG--INORDER HAVE SOME IMPACT AND ALSO AVOID CONTINUED CRITICISMS IN SUCCESSIVE GROUP MEETINGS. FURTHER, GOZ AND USAID EXPECT RELY HEAVILY ON AG ECONOMISTS' ASSISTANCE FOR DEVELOPING BASE-LINE DATA SYSTEM FOR REGIONAL AG DEMONSTRATION PROGRAM, I.E., INTEGRATED AG DEVELOPMENT IN KASAI ORIENTAL.

2. POUCHED STAFFING PATTERN AND JOURNAL OFFICIEL TO A. GAYSON AFR/DS ON DECEMBER 5.

3. APPRECIATE RAPID ACION.  
NEWLIN



UNITED STATES GOVERNMENT

*Memorandum*6600052 ©  
PD-448-391  
file 052  
5p.

TO : COMMITTEE MEMBERS

DATE: October 23, 1973

FROM : AFR/DS, Antonio Gayoso *AG*SUBJECT: Project 052 - Agriculture Economic Development *Zaire*

Several issues were brought up during the first meeting of the Project Committee handling the subject proposal. Most of these issues are related to the various institutional and organizational elements that would support the newly created Agricultural Economics Unit of the Ministry of Agriculture. Others relate to the question of consistency between projected project inputs and overall goals as submitted in the logical framework matrix.

Discussion

An initial issue discussed was the relationship between Project 050 and the subject proposal. The Mission has stated that Project 050, "grew out of our concern over not having a grant funding mechanism to finance advisory services (long/short-term) or participants in our two concentration sectors." (See attached letter). The current agricultural PASA team, financed by Project 050, has been our response to an immediate need for agricultural economics expertise perceived and thus recommended by the Siffin planning team. The Mission further states that Project 052 is seen as an institution building project designed to prepare the GOZ to carry economic analysis and planning in the agricultural sector by supporting the Agricultural Economics Unit within the Ministry with expatriate personnel coupled with extensive training of Zairois to take over, in time, the main tasks of analysis and planning.

In accepting the descriptions and submissions in the preceding paragraph, several issues related to the efficacy and survivability of such a unit came up which are not clearly dealt with by the Prop. The following questions briefly present these issues:

- (1) Is the number of trainees projected realistic as related to tasks described and goals foreseen?
- (2) What institutional measures are contemplated to retain returning trainees? For example job security arrangements, salary levels, contractual devices, etc.

*View as a Civil Service  
(P12/S)*



- (3) What measures will be taken to assure that a continuous generation of local agricultural economists will take place to replace those who will eventually resign?
- (4) How does the Agricultural Economics Unit fit into the current organizational make up of the Ministry? How would it relate to the overall planning mechanism?
- (5) What kind of institutional links will exist to project the Unit's recommendations into the budget allocation process both at the Ministry's level and at the general level?
- (6) What is the current and projected status of the Statistical Division whose output would be a sine qua non for the Unit's level of performance? More information on the UNDP project on statistics is highly desirable.
- (7) To what extent will the unit be engaged in project work as compared to overall policy and planning analysis?

The Committee felt that these questions should be answered by the Prop in order to provide a more complete framework upon which to evaluate the project.

An additional concern expressed at the meeting related to the high level of generality found in row A of the logical framework matrix as contrasted with the level of inputs foreseen in row D.

Distribution

AFR/CWA/Z, MWarnecke  
AFR/DP, LRichards  
GC/AFR, TMuntsinger  
USAID/Z, JKelly, Program Officer  
AFR/DS, SCole

Attachment - July 13, 1973 letter from USAID/Z Mission  
Director to Mr. AEllis

BEST AVAILABLE COPY

July 13, 1973

Mr. Athol H. Ellis  
AFR/CMA 45268 (AID)  
Department of State  
Washington, D. C. 20523

Dear Chick:

We appreciate your letter of July 2 and the opportunity it provides to clarify several areas:

Relationship Between Project 050 and 052

Two factors feature in the present confusion concerning 050 and 052: First, AID/W eliminated all references to the transportation sector in the FY 74 C.P. narrative presented by the Mission for Project 050; secondly, an arbitrary termination date of FY 76 was applied to 050 a few days before the PRDP was approved by AID/W.

A recapitulation may be helpful .... The Mission presented Project 050 (Planning and Management Services) as a dual-concentration sector project with the idea of gaining funding flexibility in support of our efforts in Transportation and Agriculture. The project grew out of our concern over not having a grant funding mechanism to finance advisory services (long/short-term) or participants in our two concentration sectors. The evidence was clear at the time that planning and management assistance was needed if an effective transfer of AID capital resources was to take place in these sectors.

In proposing the project outline to AFR/CMA and DP, we made no claim that 050 was an institution-building type project with clearly-articulated goals, quantitatively discrete outputs and neatly projected program accomplishments over a tidy ten-year period. We stressed the one-off nature of the project while pointing out that the Sirria Report had indicated an immediate need for at least two operational-type planner/managers in the Department of Agriculture, and the Presidency had indicated an interest in similar types with transportation credentials. Thus,

050 was viewed as a funding mechanism for operational experts and participants; the emphasis was to be on getting a needed job done in areas where trained Zairian manpower was scarce. We suggested that the project remain open-ended subject to annual review by AID/!! (See USAID FY 73 CP Presentation). This approach was accepted by AFR/CHA and DP; however, just prior to PROP approval the termination date of FY 76 was arbitrarily applied.

On the other hand, Project 052 - Agriculture Economic Develop. is an institution-building project through which we hope to develop a Zairian capability - over an eight-year period - within the Department of Agriculture for agriculture-economic analysis, planning and policy formulation. While the contract economists furnished by AID will be very much involved in the setting up of sector priorities and goals, their success will be judged primarily from the standpoint of how well they prepare a Zairian cadre of agriculture economists to carry on after their departure. The emphasis here is plainly on Training.

Tour of the PASA's

As indicated in the PROP for 050 we intend to fund Schwinden and Urban for two-year tours (48 mm), in line with the Siffin recommendation for an immediate input in the planner-manager area. Janson became available after PROP approval and, because of his familiarity with local needs and ways, AID has acceded to the GOZ's request to fund his services for 12 mm.

Number of Agric-Economists for Project 052

For planning purposes in the CP and elsewhere we used "three" as the required number of agric-economists under Project 052. However, in working out the PROP scope-of-work with the Department of Agriculture it became clear that the services of four experts would be required as indicated in phasing chart on page 19 of the PROP.

Institutional Contract for 052

Since first proposing Project 052 the Mission has planned on using a non-USDA institution as implementing

agent. We discussed several institutions in a tentative way during the Siffin Team visit here in March-April 1972. We made clear our intention to go the contract-route in last year's FBS dated August, 1972 (pp 12-13).

IBRD-sponsored Planning Project for  
Office-of-the Presidency

Logically, it would seem that funding for this Project should remain under 050 since the IBRD Planning Group will have a cross-sector interest rather than solely agricultural (052).

Cables to AID/4 and REDSO

Your suggestion on information designation makes good sense and I have instructed the staff accordingly.

Volume of Immediate Cables

The volume of immediate cables from Kinshasa over the past several months reflects the number of significant activities we were involved in - e.g. getting the Parker/ Mobutu schedule back on track, gaining approval for housing prices prior to the CNECI sales campaign deadline, providing answers for Congressional questioning in the Case 1FB situation, etc. We will continue to make sure that the immediate designation is reserved for "special-situation" cables.

Sincerely yours,

Hermon Davis  
Director

file

AFR/DP, Mr. Edward I. Donoghue

-- December 17, 1973

AFR/DP, Jim Cowan

AFR/DP, Lois Richards

## Agriculture Economic Development PROP - Zaire

Before my departure for leave let me leave with you some reservations I have on the subject PROP which is currently scheduled for review by the EPRC December 19 at 2 p.m. Besides the legislative problems - the seven-year length of the project, the apparent lack of a 25% host government contribution, and the difficulty in establishing that the proposed activity will, in fact, benefit the people, i.e., small farmers - I have a serious concern about whether this effort will have a meaningful impact on agriculture development in Zaire. I agree that inadequate planning is a problem there, but I question whether this project will solve that difficulty or whether planning is the highest priority problem:

- because decisions are made by the President's Office, not the Ministry.
- because neither the Agriculture Economics Unit, which AID is to assist, nor the remainder of the DEP has any direct role in preparation or review of the Ministry's budget (see Warnecke to Richards 12/6/73) so that one can only assume (on vague grounds) that there may be any kind of rational allocation of funds to agriculture or ~~some~~ that DEP sector and project plans will ~~some~~ be adequately funded.
- because from the organizational chart supplied by AFR/CMA one can only assume that the project analysis and review units of the DEP will work closely with the Agriculture Economics Unit so that the latter's sector plans reflect the project proposals passed on by the first two units and vice versa. Also, one has no information at all about the relationships between the DEP and the Ministry's operational offices - extension, research, livestock, or whatever - who, I assume, are to implement the plans and may even play some as yet unknown role in their development.
- because given Zaire's shortages of trained manpower, which is always cited as the obstacle to doing anything, one can only wonder at the Ministry's ability to implement and administer any sector or project plans.

Finally, if the proposed project remains a seven-year activity, it will cost \$2 million or more. The PROP budget estimates do not take into account any cost increases due to pay raises, inflation, etc. for personnel or for participants.

AFR/DP:LRichards:kg:12/17/73

**BRIEFING MEMORANDUM FOR THE ADMINISTRATOR**

Sp

**THRU:** SA/AFR, Dr. Samuel C. Adams, Jr.

**FROM:** AFR/CWA, Athol H. Ellis

**SUBJ:** Visit of Sheldon B. Vance, U.S. Ambassador to the Republic of Zaire, Friday, January 25, at 11:00 A.M.

Ambassador Vance, whom you met while in Kinshasa in May 1973, has been Ambassador to Zaire since May 1969. When President Mobutu met with President Nixon (10/10/73), Mobutu asked that Vance continue as Ambassador to Zaire.

Bio-Data

- 1/19/27 Born in Minnesota
- 1939 Carleton College, AB
- 1942 Harvard University, LLB
- 1942 Attorney, Member Massachusetts Bar
- 11/42 Rio de Janeiro, Jr Econ Analyst
- 3/46 Nice, Monaco
- 11/48 Martinique
- 4/51 Dept
- 7/54 Brussels, Chief Pol Section
- 8/58 Dept, Personnel Officer
- 8/60 Dept, Supvr Placement Specialist
- 9/60 FSI, Sr Seminar in Foreign Policy
- 6/61 Dept, Dir Office of Central African Affairs
- 8/62 Addis Ababa, Dep Chief of Mission
- 9/66 Dept, Sr Foreign Service Inspector
- 8/67 Chad, Ambassador
- 5/69 Kinshasa, Ambassador
- 11/71 Kinshasa, Career Minister

It is our understanding that Ambassador Vance wishes to speak with you about "Public Safety and generalities."

Public Safety

1. Background. USAID/Kinshasa's Public Safety Division (PSD) now has ten Direct Hire personnel. It has been operating since 1964 at advisory levels ranging from four to the current ten. It was instrumental in merging 22 separate police systems into a single civilian National Police, which patrolled mainly in the cities. In 1973 it was combined

*1/23/74  
Vance  
Ellis/Brown  
Ward  
1/23/74*



with the Gendarmerie, which patrolled partially in the rural areas, to form the Gendarmerie Nationale (GdN).

2. New Legislation. Shortly after passage of the current Foreign Assistance Act, which terminates within a few months the type of Public Safety assistance being provided Zaire, the Mission informed you (KINSHASA 10561 of 12/7/73) that President Mobutu had decided to continue police assistance for the GdN -- a decision attributed partially to your conversation on 10/22/73 with General Singa, Director of the GdN. Mobutu was reported to have given authority to Singa and General Babia (Mobutu's senior security advisor) to jointly determine dimensions of such a project, which was to be fully funded by the Government of Zaire (GOZ).

Subsequently, an AID/W cable to all missions (AIDTO CIRC 841 of 1/3/74) repeated the new legislation affecting Public Safety, including Section 607 which permits police assistance if fully funded by host governments, but specified that each request for such assistance would need to be considered on a case-by-case basis by AID/W.

3. Current Status. AID/W has received no official request from the GOZ for continuation of Public Safety assistance -- with a commitment of total funding by the GOZ.

In the meantime, the GOZ has requested (KINSHASA 10883 of 12/17/73) a 30-day TDY of a specialist to provide instruction in security and VIP protection. OPS has prepared a reply for your signature (now with GC for clearance) saying that this new activity cannot be covered under our wind-up authority, but will be authorized under 607 provided the GOZ pays all costs in advance. The promptness with which the GOZ does

or does not agree to this may give an indication of its willingness to finance the larger program.

GC (Leslie Grant) is currently holding that reply pending a 607 policy decision by you which would affect the programs in both Zaire and Tunisia.

4. Phase-Out. When the Zaire Desk Officer (Mabel Warnecke) was in Kinshasa Christmas week, the PSD was unaware of the eight-month limitation set by Congress, and had drafted a plan which phased out the last two people in December 1974. This plan crossed a similar plan sent from AID/W which phased out the last two people by July 31, 1974.

In discussing the PS situation, DGI Michael Newlin told Miss Warnecke that he and Ambassador Vance hoped AID would be "flexible" (i.e., react favorably) if it received from the GOZ a request for continuation of the police advisory program funded by the GOZ.

- - - - -

There are three subjects which we would appreciate your raising with the Ambassador: (1) Zaire's Housing Guaranty Program, (2) the Civil Aviation Program, and (3) the Trust Fund.

Housing Guaranty Program. We are concerned about the \$10 million Housing Guaranty Program in Zaire. An audit performed of CNECI (the savings and loan association established with AID assistance) during August 1973 indicated that the bank's operation was suffering from poor management and was undercapitalized to the point of near bankruptcy. The undercapitalization was due mainly to the fact that the GOZ has not made the one million saire (\$2 million) contribution it was required by the agreement to make prior to 12/31/72.

Can Ambassador Vance play a role in expediting payment of this contribution?

Civil Aviation Program. The Federal Aviation Administration has a five-year agreement with the GOZ to develop the infrastructure for Zaire's civil aviation program. The first year was financed through counterpart funds, AID granted a \$2 million loan to finance the second and third years, and the loan agreement contained a special covenant that the GOZ would provide monies to assume funding thereafter. We understand that the FAA team of nine will exhaust its present allocation about the end of August.

Ambassador Vance should be informed that AID does not intend to extend this loan, both because of the covenant in the agreement and the fact that the Agency would find it difficult to continue this type of activity within the context of our new legislation. The GOZ should be alerted to the need to have financing available for completion of its agreement with the FAA.

Trust Fund. For the past several years a considerable portion of USAID/Kinshasa's administrative and technical support costs and operating costs for Public Safety have been funded from the Trust Fund. However, this fund will be depleted by 6/30/74 because of lack of replenishment from Title I sales (with worldwide grain shortage, last Title I approval for Zaire was in 1972). Even with the termination of Public Safety prior to 7/31/74, additional dollar allotments of \$1,006,860 will be needed in FY 75 to support Mission operations previously charged to the Trust Fund.

Administrative funds have long been under scrutiny in this Agency, and we cannot present a program to Congress showing a technical support requirement of \$1,006,860 plus the \$325,000 previously programmed for dollar costs.

We urge that Ambassador Vance negotiate with the GOZ toward assuming some of these support costs if it wishes continued AID assistance at the current level.

UNITED STATES GOVERNMENT

# Memorandum

660052 (15)  
PD-AAB-854

*file  
with  
file*

TO : AA/AFR: Dr. Samuel C. Adams, Jr.

DATE: March 5, 1974

FROM : AFR/CWA: Athol H. Ellis

9p.

SUBJECT: Design of Zaire Ag Project

I have signed the attached just to get it to you. It falls short in certain important respects, some of which are:

1. The National Maize Program is not described. It is this program which I understand it is proposed we assist, AID support to be concentrated in a sub-region of East Kasai.. This should be the central theme of our approach.

2. If we accept the paper's conclusions, we should not be telling the Congress we're planning on an Ag Loan. The paper implies only technical assistance for the immediate future but avoids discussion of why a loan is not possible.

3. The planning schedule is without dates and takes us only to a PPP submission. With this kind of an undisciplined approach we may have a project by about FY 1976.

4. No mention is made of GOZ objectives, plans, approach, all of which we know are very vague. But their central target is a self-sufficiency in maize and they've asked us to help. An analysis of just how we can help seems to me to be REDSO's task. That idea should come out loud and clear. It doesn't.

cc:AFR:CWA/Z  
AA/AFR:DSBrown  
AFR/DP  
AFR/DS  
PPC  
TAB



UNITED STATES GOVERNMENT

# Memorandum

TO : Executive Project Review Committee

DATE: March 4, 1974

FROM : AFR/CWA, Athol Ellis

SUBJECT: Project Design Problems and Issues in Kasai Orientale, Zaire

The main purpose of this paper is to seek approval, by the Africa Bureau's EPRC, of a series of guidelines for USAID/Z efforts regarding AID's involvement in the development of agricultural sector projects in the Kasai Orientale province of Zaire.

## Background

Explicit interest in developing a major area agricultural project in Zaire started in early 1973 in response to specific GOZ requests made in October 1972 and in March 1973. These requests followed dissemination, in late 1972, of an IBRD agricultural sector survey of Zaire, in which the increasing deterioration of basic food production was highlighted and documented. The IBRD report suggested, inter alia, that the GOZ should concentrate its food production efforts in well delimited areas as a means to better utilize the severely limited human resource capacity of the Ministry of Agriculture. Emphasis was placed at the same time on identifying simple approaches to the food production problem consonant with both the GOZ limited implementation capability and the very low level of technical sophistication found in traditional rural producers. Some specific suggestions included maize in Kasai Occidentale, cotton in Equateur and Haut Zaire.

In response to GOZ and USAID/Z requests, a reconnaissance team was organized in June 1973 to carry out an assessment of the feasibility of designing an integrated rural development project in the country. Project goals were defined to be, inter alia, to increase production, income and nutrition of subsistence farmers, on a permanent basis in the project area. (See Ref. A). The team was charged with responsibility to identify, quantify and evaluate all technical, institutional, financial and social factors which might be constraints to the development of the area. (See Ref. B). Because of in country political and administrative considerations, assessment of health factors was eliminated from the appraisal. GOZ Agricultural Secretary-General MuKendi, in a visit to Mr. Brown on April 19, 1973 was informed and fully concurred with the terms of reference drawn for the team. Two broad geographical areas had been delineated by the USAID as focus for the study by the time the team started briefings in Washington. The first area consisted of that portion of Kasai Occidentale bounded by Tshikapa, Lusico, Mueka,



Demba, Kananga and Bulungu. The second area consisted of that portion of Kasai Orientale bounded by Kananga, Mbuji-Mayi, Kabinda, Gandajika, Kamiana, Mwene Detu and Tshimbulu. (See Ref. C). After the team's arrival in Zaire, a reduced portion of the second area, the Kabinda Sub-Region was ultimately selected as the project area.

#### Some Characteristics of the Kabinda Sub-Region

The Kabinda sub-region presents rolling terrain, at times broken, and is characterized by savanna type soils and climate. The number of farm families in the area is estimated to range between 155,000 and 194,000 families. Most, if not all of these families live at, or close to, subsistence levels. However, two quite distinct population groups can be observed. A first group, comprising above 85% of the population, has virtually no access to modern inputs or to any form of effective institutional support. The second group operates under an organized production system run, to date, by the Commission Agricole du Kasai, and has limited access, in a commodity sense, to modern techniques. It should be noted that while both groups produce mostly the same crops, i.e., cotton, maize, manioc and peanuts, the second or Paysannat group emphasizes cotton as a commercial crop around which a fairly complex (for the region) production process, involving mechanical plowing, fertilization, extension, crop rotation, input subsidies and marketing, takes place. The Gandajika Paysannat has been very independently operated by the FED and occupies most of the sub-region's flat unbroken land suitable for mechanized plowing. The FED project will end in June 1975. It should be noted that the reconnaissance team's final report strongly endorsed a large U.S.-financial involvement which would modify the Paysannat to enable it to better utilize available land and settle up to 50% more families. The report singled out maize as the most desirable emphasis crop in the region. A main issue with such overall recommendation has related to the question of target group. Given the relatively small share of the population reached by the Paysannat it seemed to be a very restricted and discriminatory system unless modifications could be introduced to assure access to producer groups across the sub-region. Nonetheless, the Paysannat constitutes, in fact, the only existing institutional structure in the sub-region dealing with delivery of inputs. It hires most, if not all of the valuable skilled agricultural human resource capacity available in the area with the exception of personnel in the INERA research station and in the National Maize Program. Access to inputs handled by the Paysannat has been rigorously limited to members and to cotton. Marketing of the cotton output has been in charge of ONAFITEX.

### Recent Changes in Policy

Several basic policy changes have recently occurred in Zaire that have drastically changed the context for U.S. financial involvement in the area. At the national level, President Mobutu announced, on November 30, 1973, the nationalization of all enterprises owned or operated by foreigners. This policy affects firms at all levels, e.g., production, marketing, etc. At the same time, the Ministry of Agriculture has been substantially reorganized. Ten semi-autonomous "offices" have been created under the Ministry, along major commodity groupings, to control and operate nationalized enterprises and government programs. They have each received broad responsibilities for research, production, processing and marketing of individual commodities.

At the level of the sub-region, the Commission Agricole du Kasai has been taken over by the Office des Cereales (OOC). The Office des Cereales has been charged, inter alia, with the responsibility to implement the GOZ policy decision to reach self-sufficiency in maize and rice. The Office has also taken charge of the National Maize Program, started in Shaba Province with CIMMYT's technical support and recently expanded to the Kabinda sub-region. Both Shaba and the Kabinda sub-region have been identified as areas where initially the major effort to increase maize production will be made. This implies, in Kabinda sub-region, a shift from current commercial emphasis on cotton to maize. This shift will be facilitated by the fact that foreign cotton interests have been expelled from the country and most available calculations indicate much higher economic rates of return on maize.

In assessing the overall GOZ implementation capability, it is only realistic to appreciate the acute shortage of qualified people at all levels of Government. Creation of 10 new Offices may exacerbate the problem as they all will be competing for similar types of people. The implementation capability of the new Office des Cereales may well be the most critical short run problem, especially in view of the fairly comprehensive program they contemplate in both Shaba and Kabinda. Some of OOC's basic objectives include:

1. Retraining of extension service agents.
2. Creation of a credit system to finance seed, fertilizers and other inputs that may be needed to increase production.
3. Establishment of a marketing system to replace the one previously operated by departing expatriates.
4. Creation of an adequate seed multiplication processing distribution system.



5. Provision of potable water for the villages.
6. Establishment of an adequate storage system.
7. Improvement and maintenance of the existing road network.
8. Establishment of a poultry production program.
9. Establishment of a production oriented legume research program.
10. Development of the managerial capability of the Office des Cereales.

### Major Issues

The Project Committee has identified several major issues which it believes must be addressed as the design process unfolds. In brief they relate to:

1. Institutional requirements of any propose maize production program in the project area.
2. Technological and marketing requirement of such a program.
3. Definition of target population groups in the context of both institutions and technology. Related to this, we need a clear delineation of proposed area for AID project.
4. Timing, level, and nature of AID assistance to such program given rapidly changing events in Zaire.

Other important issues, closely associated to the above, concern the (a) severe scarcity of skilled human resources of all types at both the national and the local level and (b) inadequacy of existing transportation and communication structure at the sub-region level.

The intimate interrelationship of all of these issues should be emphasized.

### Institutions

The institutional issues can be looked at from two complementary perspectives related respectively to requirements and capability. In turn these two are intimately linked to the central question of which is the population target for this project and to the nature of currently available technology. In brief, given a widely applicable technical package (CIMMYT's), the size and location of the target group will determine to a large extent the nature and extent of institutional requirements and allow for an assessment of current implementation capability as related to program objectives.

As a means of illustration, let us assume the project area is the Gandajika Paysannat and that mechanized plowing followed heretofore is deemed essential if high yield potentials of available varieties is to be reached. That being the case, we may conclude that a significant portion of both institutional requirements and capability already exist as the Paysannat has not only skilled personnel and a significant stock of capital equipment, but also, and more important, the basic institutional organization required to conduct a production scheme. If we change our assumptions to define the target as the overall farm population in the sub-region we would need to ascertain, inter alia, that available technology assures substantial yield increases even when mechanized plowing is impossible due to terrain configuration. If so, the institutional requirement becomes much larger than in the case before as the population outside the Paysannat is five times larger in size and less concentrated geographically and less organized. If a different maize technology is required for the broken lands, the institutional requirements will be even larger and, as a result, current capability even more inadequate. In fact, a wholly different type of institution may be required. This discussion suggests the critical need for an early definition and appraisal of the variables in question, for neither the project area nor the population target has been conclusively defined and there remain some questions as to the exact nature of available maize technology.

There seems to be no basic disagreement in the logic and desirability of fully utilizing existing resources in the area. If we agree, however, that any production incentives in the area should be directed, given a reasonable time phase, to a majority of the sub-region producers, we must make sure that initial utilization of existing resources does not lead into an strengthened discriminatory system with which we may not want to be associated. Conversely, a widespread minimum package type of program may be considered throughout the sub-region. In the case of Ethiopia, this type of program is underway even though severe limitations exist in both human and institutional resources.

#### Technology

Two additional concerns need to be discussed in relation to the technology issues. One relates to the seriously limiting effect that current and foreseen fertilizer shortages will have on the GOZ maize program in view of the important role played by fertilizer in the current technical package.

The other relates to the possibility, if the program is concentrated only on the Paysannat, that a high degree of success may pre-empt the production-commercialization possibilities of producers not in

the program. To wit: If only one-fourth of the current Paysannat area (65,000 ha.) is brought into maize production each year and the average yield per hectare attained by CIMMYT (5 tons/ha) is achieved, production would reach about 80,000 tons in the Paysannat area. If expected additional corn supplies from Shaba are taken into account, it may well be that current and short term future demand levels might be surpassed. These demand levels must be carefully estimated. It is true that other farmers might produce other products in short supply such as sorghum or vegetable crops, but then, a whole new set of institutional and technological issues would need to be addressed.

#### Marketing

Although hard evidence is lacking, there are some indications that the marketing structure in the area may have been severely damaged by the Nationalization Decree. The Office des Cereales will have full responsibility for both input and output delivery systems for the commodities they cover. Clearly this suggests tremendous requirements in terms of institutional organization and capability, as well as basic physical infrastructure. The level of need will of course depend on the degree to which the marketing system has been disrupted, the size and location of the target group, and the manner in which OOC will actually control the marketing system, e.g., directly or through concessionaires.

In the above context, therefore, it is important, in terms of the nature and timing of any AID assistance, that an adequate assessment be made regarding these questions.

#### Potential AID Assistance to the GOZ

The preceding discussion of issues clearly suggests both the complexities involved in any project design in the Kabinda sub-region and the need to proceed with caution in deciding on the timing and structure of any AID assistance to GOZ's Office des Cereales. Given the major institutional role assigned to the newly created OOC, however, it is likely that substantial technical assistance will be required, perhaps over an extended period of time, at both the national and local level to make this a viable institution. Further, since the viability of the OOC is paramount to the success of the maize program, AID must give serious consideration to providing such assistance.

Regarding the nature and extent of AID assistance, it has been suggested that AID should not become involved in traditional institution-building efforts (a la Office des Routes) and that AID should maintain

a low profile in structuring our assistance in the agriculture sector GOZ declarations on Authenticity and Self-Reliance strongly support this contention.

In the face of this dilemma we recommend that AID follow an intermediate course of action. On the assumption that (1) the proposed project area and target population group are clearly defined as they must be, and (2) a clearer assessment is made of GOZ's time frame and plans for increasing maize production in the Kabinda sub-region, AID should consider providing some much needed research technical assistance to GOZ, such as:

- (a) a soils survey and classification program for the project area;
- (b) a research program designed to test the feasibility of using grain legumes for production purposes as well as crop rotation alternatives.
- (c) Finance a farm management analysis of production and marketing in the Kabinda sub-region to include farmers both inside and outside the Paysannat.
- (d) Provision of technical assistance to the OOC to help them develop the Office's institutional and implementation capability.
- (e) Assisting Zairian institutions, such as the University, that would carry out rural education programs in the area.

These project areas constitute a positive course of action that will not only offer assistance to the GOZ in their food production plans but will also provide many of the answers which will be required to develop and justify a larger degree of future U.S. involvement. This technical assistance could be supplemented by capital support, if it were to help finance the institutional and infrastructural development which would extend modernized inputs to the majority or the population of the Kabinda sub-region. Such support might develop out of the technical assistance collaboration described above, or earlier if firm GOZ plans are developed for reaching the larger target population.

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Note: The GOZ might enter into a direct contract with a U.S. technical group that would allow U.S. assistance with OOC's overall institution building problems as well as helping solve specific technical problems. Such a contractor might be Harvard Business School who for the past few years has been developing a "Commodity Systems Approach" whose structure suggests the vertically integrated structure of the Office des Cereales.

1. Familiarization visit to Zaire REDSO in coordination with USAID.
2. Design Survey for PPP.
3. Preliminary draft of PPP reviewed by USAID/REDSO.
4. Final PPP submitted to AID/W
5. AID/W approval of PPP.

REFERENCES

- (A) State 075260 - April 20, 1973
- (B) Briefing Paper No. 1
- (C) Kinshasa 05046 - June 20, 1973
- (D) State 130423

DRAFTED  
AFR/DS, AGayoso/RShoemaker:dph  
3/4/74

UNITED STATES GOVERNMENT

# Memorandum

660052 (14)  
PD-118-851 BB

*file*

6 p.

TO : AFR/CMA, M. Wiseman  
THRU : SER/ENGR, P. Stearns  
FROM : SER/ENGR, <sup>aff</sup>A. Pitcher

DATE: March 1, 1976

SUBJECT: Engineering and Environmental Considerations Zaire PRP - Agriculture  
Economic Development Planning.

The subject PRP has been reviewed with respect to engineering factors and the Agency's environmental concerns.

The proposed project is designed to develop planning capacity within the Department of Agriculture through the training of staff and the improvement of the budgeting and statistics systems. The project implementation plan indicates that no engineering input is required.

Since AID's input consists of only training and technical service, the project does not constitute a major action significantly affecting the physical environment, and, therefore, no further environmental assessment is required. The social soundness analysis should take into account any environmental concerns relative to socio-cultural impacts of the project.

The above comments may be used in the Project Paper as due consideration of potential environmental impact.





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SUBJECT: ZAIRE AGRICULTURAL ECONOMIC DEVELOPMENT  
PROJECT (052) PRP

TAPU

REFS: (A) ABIDJAN 2005; (B) KINSHASA 1002; (C) IOAID A-00

AGRIC

1. ECPR REVIEW OF SUBJECT PRP WAS HELD ON MARCH 5, 1976. WHILE COMMITTEE SUPPORTED THRUST OF PROPOSED PROJECT AND EFFORT TO BUILD ON WORK ACCOMPLISHED UNDER 050, IT WAS CONCERNED THAT THE PROJECT PURPOSE AS DEFINED IN PRP WAS RATHER BROAD AND SOMEWHAT AMBIGUOUS AND THAT PROJECT FEASIBILITY SEEMED QUESTIONABLE. ACCORDINGLY COMMITTEE DID NOT APPROVE PRP AS SUBMITTED. ACTION REQUESTED: USAID SUPPLEMENT/REVISE PRP TO ADDRESS CONCERNS OUTLINED BELOW.

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THE MAIN CONCERNS CENTERED ABOUT DEGREE WHICH AID COULD BE USED TO IMPROVE THE INSTITUTIONAL CAPACITY OF THE GOZ TO DEVELOP AND IMPLEMENT AGRICULTURAL POLICY. FUNDAMENTAL WEAKNESS OF PDP IS CONSIDERED TO BE THE LACK OF ANALYSIS AND RATIONALE WHICH WOULD SUPPORT PROJECT FEASIBILITY. KEY AREAS OF CONCERN WERE THE FOLLOWING:

A. ABILITY OF AID TO PROVIDE THE REQUIRED NUMBERS AND TYPES OF FRENCH SPEAKING ADVISORS. EXPERIENCE UNDER USS INDICATES THIS IS DIFFICULT TASK.

B. PROPOSED PROJECT HAS EXTREMELY LARGE TRAINING COMPONENT. DOUBT WAS EXPRESSED AS TO WHETHER ADEQUATE QUANTITY AND QUALITY OF PARTICIPANTS COULD BE OBTAINED WITH REQUISITE ENGLISH LANGUAGE QUALIFICATIONS. WILL NON-US TRAINING FACILITIES BE NECESSARY? MOREOVER THE PROJECTED TIME SPAN OF TRAINING, PARTICULARLY FOR ADVANCED DEGREES, RAISES QUESTION OF WHETHER PARTICIPANTS WOULD RETURN IN TIME TO WORK WITH ADVISORS. CONCERN ALSO EXPRESSED AS TO WHETHER GOZ WOULD BE ABLE TO INSURE THAT RETURNED PARTICIPANTS WOULD SERVE WITH THE DOA FOR SIGNIFICANT PERIODS AFTER THEIR RETURN.

C. GIVEN THE POTENTIAL PROBLEMS REFERRED TO (A) AND (B) ABOVE, SHOULD THE PROJECT CONTEMPLATE THE USE OF NON-U.S. ADVISORS AND THIRD COUNTRY SITES FOR TRAINING? TO THE EXTENT SUCH STEPS MIGHT BE NECESSARY, OTHER DONOR COLLABORATIVE FINANCING MIGHT BE IMPORTANT AND DESIRABLE.

D. TO OBTAIN QUALIFIED PARTICIPANTS IT APPEARS THAT THE DOA WILL HAVE TO RECRUIT FROM OUTSIDE THE MINISTRY. IS THIS DESIRABLE, OR SHOULD GREATER EMPHASIS BE GIVEN TRAINING THOSE ALREADY IN THE DOA?

INSTITUTIONAL.

A. TO WHAT EXTENT WILL EITHER THE U.S. ADVISORS OR RETURNED TRAINEES BE ABLE TO IMPACT ON THE DECISION-MAKING PROCESS IN THE DOA AND THE DOA'S ROLE IN INFLUENCING GOZ POLICY?

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B. WHAT ROLE DOES OR CAN THE DOA PLAY AS AN INSTITUTION IN ZAIRIAN AGRICULTURE. NOTWITHSTANDING THE IMPORTANCE AND USEFULNESS OF THE PLANNING PROCESS, WILL AN INVESTMENT OF THE SIZE CONTEMPLATED IN THE PRP HAVE AS IMPORTANT AND BENEFICIAL IMPACT IN THE AGRICULTURAL SECTOR AS AN ALTERNATIVE PROJECT?

C. IS THE DEVELOPMENT OF A DOA PLANNING CAPACITY AS IMPORTANT AT THIS TIME AS THE CREATION WITHIN THE DOA OF AN INCREASED OPERATIONAL CAPACITY TO DEAL WITH AGRICULTURAL SECTOR PROBLEMS?

D. IS THE DEVELOPMENT OF AN INSTITUTIONAL CAPACITY WITHIN THE DOA IN A FIVE YEAR PERIOD A REALISTIC OBJECTIVE OF THE PROJECT? OR SHOULD AID CONSIDER THE PROJECT AS SOMETHING LESS E.G. AN UPGRADING OF DOA CAPACITY TO BE ACHIEVED IN PART BY THE PROVISION OF OPEX PERSONNEL?

PROGRAM DESIGN.

A. COULD THE PROJECT BE MORE SHARPLY FOCUSED IF ITS PURPOSE AS STATED IN THE PRP WERE SHIFTED TO A PROJECT GOAL AND A MORE MODEST PURPOSE FORMULATED?

B. WOULD THE DOA BE ABLE TO HANDLE PROJECT? FIVE-YEAR STAFF EXPANSION PROPOSED IN PRP WOULD REQUIRE MASSIVE INCREASE IN GOZ BUDGET ALLOCATIONS, SUPPORTING STAFF, OVERHEAD COSTS, ETC.

C. PROJECTED COSTS FOR PARTICIPANTS AND ADVISORS APPEAR LOW.

D. DISCUSS EXTENT AND MANNER PROPOSED AS ECON PROFESSORS PROJECT REF B WILL RELATE TO THIS PROJECT.

E. HOW DOES MISSION PERCEIVE RELATIONSHIP OF FACILITIES/ EXPERTISE OUTLINED REF C WITH THIS PROJECT? COULD MORE TRAINING BE DONE LOCALLY?

F. HOW DOES MISSION PERCEIVE RELATIONSHIP BETWEEN THIS

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PROJECT AND ANY BENEFITS WHICH WILL ACCRUE TO SMALL FARMERS?

3. UNLESS THE FOREGOING IS NOT AN EXHAUSTIVE LIST OF THE POINTS DISCUSSED, WE HAVE TRIED TO INCLUDE THE MORE IMPORTANT QUESTIONS. ESSENTIALLY THE QUESTION WE ARE RAISING IS WHETHER THERE IS A SUFFICIENT BASIS FOR CONFIDENCE THAT THE STATED PURPOSE OF THIS PROJECT CAN BE REALIZED TO WARRANT A COMMITMENT BY AID IN THE AMOUNT CONTEMPLATED. THERE IS NO QUESTION THAT WE ARE INTERESTED IN BUILDING ON THE PROGRESS OF 050.

4. GIVEN THE NATURE OF THE PROJECT AND OUR EXISTING EXPERIENCE WITH 050, AID/W BELIEVES THAT PROJECT DESIGN SHOULD REQUIRE ONLY ONE DESIGN TEAM VISIT TO ZAIRE. WE AGREE THAT THE COMPOSITION OF THIS TEAM SHOULD BE ESSENTIALLY AS OUTLINED IN REPTEL ABIDJAN 2205. IN ORDER TO HAVE MAXIMUM INSURANCE THAT DESIGN WORK CAN BE COMPLETED IN ONE TEAM EFFORT, IT APPEARS DESIRABLE TO UNDERTAKE ANY REFINEMENT OF THE PROJECT AS YOU CONSIDER NECESSARY TO DEAL WITH THE KIND OF QUESTIONS OUTLINED ABOVE AT THE PRP STAGE PRIOR TO FIELDING TEAM. WE RECOGNIZE THAT THE ABOVE QUESTIONS REQUIRE EITHER JUDGMENTAL OR QUANTITATIVE ANSWERS. IN REVISING THE PRP WE WOULD NOT EXPECT THE QUANTITATIVE DETAIL TO BE DEVELOPED BY THE MISSION. HOWEVER, IT IS NECESSARY TO HAVE ADDITIONAL INPUT OF MISSION ANALYSIS AND JUDGMENT IN RESPONDING TO THE QUESTIONS RAISED BY THE ECPR, AS EMBODIED IN A SUPPLEMENTED/REVISED PRP. THIS DOCUMENT COULD THEN SERVE AS A DETAILED SCOPE OF WORK FOR THE PP DESIGN TEAM.

5. IN ADDITION TO SUBSTANTIVE ISSUES ABOVE, PRP ALSO REQUIRES FOLLOWING EXPANSIONS/ADDITIONS: A. LOGFRAME MATRIX; B. GREATER DISCUSSION OF OTHER DONOR INPUTS, ROLE OF WOMEN AND BENEFICIARIES (BOTH INITIAL AND ULTIMATE); C. SUBSTANTIVE TREATMENT OF AID AND OTHER RELEVANT EXPERIENCE, INCLUDING BUT NOT LIMITED TO LESSONS LEARNED FROM PROJECT 050. PROJECT 052 IS A NEW PROJECT AND PRP SHOULD THUS SHOW SPECIFICALLY HOW IT PROPOSES TO BUILD UPON 050 NOT SIMPLY CONTINUE ITS ENDEAVORS.

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6. RE PARA 7 REF A. AID/M IS POSTPONING REQUESTED  
ACTION PENDING REVIEW PRP SUPPLEMENT/REVISION, KISSINGER

UNITED STATES GOVERNMENT

# Memorandum

15p.

TO : The File

DATE: May 24, 1976

FROM : AFR/DP, Arthur H. Braunstein *aw.B*

SUBJECT: Project Committee Meeting on Zaire's proposed Agricultural Economic Development Project (#0052)

The Project Committee met again on the subject project on May 13, drawing on the Spencer/Griffith letter of April 15, and it's project Annexes. It was felt that more design work is required in response to the ECPR's cable (State 75892) of March 30, 1976. It was agreed that AFR/DR would do this by amending the PRP using the Spencer letter as a point of departure. The revision will focus on one of the principal concerns, namely the relationship, in the concrete setting of the GOZ, between improving agricultural planning/economic analysis and between the GOZ's decision-making process. It was also agreed that the required logframe matrix, discussion of other donor inputs and the role of women should be prepared for the PRP and not left for the PP.

The figures given in Annex II of the Spencer letter for number of motorcycles (mobylettes) to be provided by A.I.D. and the GOZ needs to be reconciled with the total figure of 250 required. The Annex's recognition of the principle of decreasing A.I.D. commodity inputs and increasing GOZ inputs is most proper.

The Annex budget tables of the Spencer letter propose a \$2.2 project instead of \$2.98 million (still for a five year project). The difference is the result primarily of a) reduced technician inputs for the last two years of the project, and b) reduced participant training. It was felt that some reduction in training was proper but that the USAID revision has cut too heavily into this flank.

For FY 1977 the Annex revision shows \$695,000 whereas the original PRP proposal and the CP show \$675,000. It was agreed that this should and could be trimmed back. The understanding was that as of July 1 only \$73,000 will be available in the pipeline under the current project #050, and that this sum should be sufficient to continue services through the TQ. Funds under #052 will however be needed in October 1976 (#050 ends with FY 76 and #050 doesn't start till FY 77 - any requirement for funds during the TQ will require notification. It may be wiser, if this requirement arises, to go for advancing #052 rather than extending #050).

cc:

AFR/DR: TGayoso  
AFR/DR: RShoemaker  
AFR/CAWA: MWiseman  
AFR/DP: JGovan





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APPROVED BY AFR/CANA/IDAGRIFITH  
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TAGS:

SUBJECT: PROJECT 050

REF: KINSHASA 3846

1. SINCE IT APPEARS POSSIBLE THAT APPROVAL OF THE  
PROJECT 052 (AG ECON DEV) MAY BE LATER THAN ANTICIPATED  
ORIGINALLY ENVISAGED, WE PROPOSE SUBMIT SECTION 108  
CONGRESSIONAL NOTIFICATION TO FUND THE FIRST YEAR OF  
UNDER PROJECT 050 THRU DECEMBER 1976. WE  
EXPECT HAVE SOLD 75,000 REMAINING IN STOCK  
WILL CARRY THE FIVE ADVISORS FROM THE  
WE PROPOSE TO REQUEST ADDITIONAL SOLS TO BE  
DURING FIRST QUARTER FY 1977, I.E.,

2. IN ADDITION TO SOLS 22,000 WE  
PROPOSE INCLUDE REQUEST FOR 2000  
PARTICIPANT TRAINING FOR DATA  
110 NOTIFICATION

April 15, 1976

Mr. Dalton A. Griffith  
CMA/DFR  
Agency for International Development  
Washington, D. C. 20523

Dear Dalton:

Following our telephone conversations, I am responding by letter to the points raised in State 075892 regarding the ECPR review of the PRP for Agricultural Economic Development. Our letter is keyed to the order of the questions raised in the above-noted telegram.

Institutional Capacity - AID Impact

AID has significantly affected the institutional capacity of the Department of Agriculture to develop and implement policy. Francis Urban's position has been as trusted advisor to the Director-General of the Department. Urban serves on the Agricultural Production Stabilization Committee, which has played a prominent role in the GOZ Stabilization Program. Inter alia, he has counseled the Department to place a greater reliance on the private sector in the production and marketing of agricultural commodities, and has assisted the Department in redefining its role in policy formulation and program and project identification. John Flicinger has concentrated Departmental attention on the need for rigorous and systematic statistical data for policy formulation and program definition. Between Flicinger and Urban, USAID has embarked the Department on a reorganization program to give the Department an empirically-based agricultural policy. At the National Office of Cereals, AID contract advisor, Ian Pattinson, is now the acting director of the commercialization program, and is impacting policy in role of government purchase, government pricing policy, etc. His analysis and recommendation for rice and corn pricing are now GOZ policy. The TVA fertilizer study will serve as the basic planning document for the GOZ in this important subsector of agriculture. It has been most apparent to us that the GOZ values highly U.S. technical advice and assistance in agriculture. Bill Garvey and I are constantly being called upon, by various Department and other governmental office personnel engaged in agricultural development, for advice and assistance in getting agriculture moving in Zaire.

*Handwritten note:*  
of which  
should be included?

### Recruitment

Of course, we share your concern about the ability of AIF to provide the French-speaking advisors. With Fligliner and Besseguie in country, our problem has diminished. Finding a good man to replace Urban will be difficult. The other positions (Econ Analysis Specialist, Budget Systems Specialist, and Systems Analysis Specialist) are less esoteric. We recommend that recruitment efforts immediately examine direct-hire or private-sector possibilities. We have reduced U.S. technicians significantly. Please see annexes.

### Participants and PCA Staffing

We believe that the Department will have to add about 25 new professional employees in the next 18 months (see annexes). The University is turning out a fair product in agricultural economics and statistics, that would be a good base for U.S. training, OJT with U.S. advisors, and short-term in-country courses in modern methodology. The UNAZA campus at Kisangani will graduate about 175 to 200 agronomists this year, admittedly not well trained but available and willing. We have already started training promising Department employees in English at the Zaire-American Language Institute. Twenty went for eight weeks of intensive training in January-February 1976. Following this eight-week course, the students all scored above 50 percentile on the TOEFL test. They are highly motivated. The best ten were put into follow-on courses of five hours per week. We are building up a bank of participants for U.S. training.

### In-Country Training

We do believe that non-English training will be necessary. Based on our discussions with the Department of Economics at the University, we believe that a series of two-week courses in statistics and enumeration, taught by Zairian professors with assistance by the U.S. advisors and staff of the Department of Agriculture, will adequately upgrade most field enumerators and some lower level Kinshasa officers.

### Overlap of Participants with U.S. Advisors

The U.S. training which we are recommending is generally not longer than 16 months. All participants will work with advisors either before or after they are trained.

### Returned Participants

We are very concerned that returned participants work for the Department upon completion of their training. Normally, the participant signs an agreement to work for an amount of time equal to

time in training. The low salary levels in the Department make it difficult to retain good staff. The Department has proposed that salaries in the Department be on a parity with other Government offices. We cannot guarantee this will occur. We recommend that the FP design team specifically address this reservation.

#### Third-Country Training/Advisors

We do not contemplate a need to use third-country advisors or sites for training.

#### Alternatives for Agriculture Planning in Zaire

As an institution, the Department of Agriculture is expected by the GOZ to play a major role in facilitating diversification of the Zairian economy. The Planning Service of the Presidency possesses neither the talent nor mandate for revitalizing rural Zaire. This condition is confirmed by the certain quadrupling of the Department's budget this year.

#### Why Create a BOA Planning Capacity?

With a food import tab of over \$100 million per year, a 1975 current account balance of payments deficit of \$516 million, and a rich natural resource base for agricultural production, it is essential that public sector policy in agriculture provide a rational basis to allocate scarce public investment and to guide and support private sector initiative. The GOZ has undertaken many studies, including a ten-year development plan. All contain sweeping indictments of the social and physical infrastructure and glowing commentaries of Zaire's potential. The Department of Agriculture must assume leadership in the near and intermediate term, and ensure that scarce investment funds are matched to a set of priority programs and projects.

#### Utility of BOA to GOZ in General

We believe that our assistance over the next five years will establish a statistics section, an economic planning and analysis section, and a budgetary section in the Department. How fully these Departmental tools will be used by the Presidency is still speculation. The Presidency has voiced a need for these functions. We have noted recently that the GOZ is making a greater effort toward a multi-disciplinary approach to problems. While not yet SOP or completely effective, this development is a salutary trend.

#### Operational vs. Advisory Technicians

We do not believe that a beefing-up of the Department by provision of operational personnel is appropriate. There has been too much of the idea that foreigners can manage the affairs of Zaire, and



in just a "few more years" the Zairians can do it themselves. We believe that a Zairian capacity to develop the empirical basis for an action program in agricultural development can be established within the next five years.

#### Project Purpose/Goal

With the above in mind, we concur that the project purpose would be better stated: "To establish a data collection and analysis service, to improve the program/project planning evaluation and design capacity, and to establish a budgeting function in the Department of Agriculture."

This purpose would support the revised project goal: "To increase the capacity of the GOZ through the Department of Agriculture to develop and implement public sector action strategies in agriculture."

#### Costing

A revised schedule of USAID costs is attached.

#### Relationship to Proposed Agricultural Sciences and Economics Project

We expect that the Agricultural Sciences and Economics Training project will have small direct impact on this project. The training project is designed to improve the quality and increase the quantity of agricultural scientists in Zaire. We have concluded that training in agricultural economics and statistics now available in Zaire's University system is near adequate. Assistance to those departments will be low. Several professors teaching those subjects have received U.S. Ph.D.'s through USAID training programs.

#### Relationship to Small Farmers

This project will base agricultural development programming upon field surveys of farms, rural living, rural incomes, etc. Government policy in agriculture will be more closely fitted to the needs and capacities of the small, mainly subsistence farmer than has ever been possible in Zaire. We hope to extend the horizons of the GOZ from plantation operations to those of commercialized agriculture for the small farmer.

#### Conclusion

We are developing a logframe matrix, and discussion of other donor inputs and the role of women. These items will be available before the PP team arrives in country.

Mr. Dalton A. Griffith

5

April 15, 1976

I request that the PRP as originally drafted, plus this letter and any AID/W comments, serve as an approved PRP and the departure point for the PR team. If you desire, we will draft the scope of work for the design team or, alternatively, Bill Garvey can do that with you in Washington in the next few days.

Enclosed with this letter are capsule descriptions of activities foreseen in this project, plus the revised cost schedule.

Sincerely,

Fermio J. Spencer  
Director

Enclosures:

Annex I: Division of Research and Programming  
Annex II: Division of Statistics  
Annex III: Division of Finance and Budget  
Annex IV: Technicians Costing

F&A, Acting: D Fredrick: hlm: 4/13/76

Clearance:

F&A: WEGarvey (draft)  
F&A: FSUrban (draft)  
F&A: RWRessequie (draft)  
PROG: WEPopp (draft)

cc: Mr. Gayoso, AFR/DS ✓  
DCM

Division of Research and Programming

The Service of the Director of Research and Programming serves as the Director-General's overall planning and management staff. Division chiefs and key foreign technicians serve as Mukendi's primary advisors in policy, program and project formulation. There are three divisions: Statistics; Training and Information; and Research and Programming. There are three sections in the Research and Programming Division: Project Design and Evaluation; Economic Planning; and Economic Analysis.

The Division is to formulate policy; to develop long- and intermediate-term plans, near term action programs; and to design and evaluate projects. USAID assistance to date has established this division, and has given the project design and evaluation section two years of experience.

Presently, each section in the Division of Research and Programming has a chief, 4-5 professional staff, one secretary, and one typist. Total professional staff will be increased from 15 to 23 during this project.

To obtain capability in the above areas, OJT by U.S. advisors and U.S. graduate training will be carried out as follows:

	<u>Training Program</u>									
	<u>FY77</u>		<u>FY78</u>		<u>FY79</u>		<u>FY80</u>		<u>FY81</u>	
OJT by Sr. Ag Economist(Urban)	x	x	x	x	x	x	x	x	x	x
OJT by Ec.Planning Spec.(Resseguie)	x	x	x	x	x	x	x	x	x	x
OJT by Ec.Analyst (Kite)	x	x	x	x	x	x	--	--	--	--
<u>U.S. Training</u>										
Ph.D. Ag Econ	1		--		--		--		--	
MS Agronomy	1		1		--		--		--	
MS Ag Econ	1		1		--		--		--	

No commodities, or other costs.

## Division of Statistics

The Department of Agriculture (DOA) has proposed a reorganization plan to establish a Service of Research and Program.

Within this Section, there will be a Division of Statistics. The function of the division is to develop a current information system as a service to the DOA and other agencies of the GOZ. The information system will aid the DOA in policy formulation and, subsequently, in revision, evaluation, and forward planning of policy and programs.

The division will collect, organize, analyze, and synthesize information on crop and livestock production and inventory data, sociological data on rural populations, farm economic studies, and health and consumption data from rural areas.

Sampling frame designs will be constructed, region by region, to collect this data in the field, to be completed by December 1977. These designs will be tested and refined between January 1978-June 1978. Throughout the life of the project, project or activity oriented statistical survey and analysis will be performed by the division. One example will be the development of baseline survey data for the North Shaba Maize project, which will commence in early 1977.

Presently, the Division of Statistics has 40 Zairois staff in Kinshasa. Twenty of these are professionals; 20 are secretaries, clerks, and chauffeurs. In the field, the division has the part-time services of about 250 technicians. These field people carry out crop-reporting on a sample basis. None of them are trained statisticians.

In addition to this Zairian staffing, the division is staffed by John Fliginger (Sr. Statistician furnished by AID, tour ending o/a September 1977), a Systems Analyst/Programmer (to be furnished under Project 050 by AID), four FAO Advisors who will be on duty through December 1978, and one Belgian advisor paid by the GOZ. In addition, AID would provide 15 workmonths of ST consultants.

To upgrade the division and its capability, the Agricultural Economic Development Project combines technical assistance, on-the-job training, US advanced training, in-country short courses given by trained Zairois and expatriate advisors to improve the manpower base of the Division's employees in Kinshasa and the field. Commodity assistance will be

provided so that field enumerators have transport and so that key locations have low level data processing equipment. At the end of the project, the division would be a corps of 200-300 professional enumerators, data processors, and analysts, which would be capable of carrying out the functions of the division without further foreign technical assistance, and possessing a budgeting process to insure salaries, equipment, and field travel for its staff.

Training Program

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Totals</u>
OJT by US Advisors In Country Seminars (15 Zairois trained in 2 week sessions) ..	15	15	15	15	15	135
Master of Science Mathematical Statis- tics.....	1	1	0	0	0	2
BA-Systems Sciences...:	0	1	1	0	0	2
U.S. Bureau of Census Training.....	2	3	3	2	2	12
	<u>18</u>	<u>35</u>	<u>34</u>	<u>32</u>	<u>32</u>	<u>151</u>

This program would train 135 of the 250 field people with enumeration responsibilities; and would train 16 people in advanced concepts in the U.S. To allow for overlaps, U.S. training, and a maximum impact for OJT by expatriate technicians, the DOA will recruit an additional 15 professionals for the Division of Statistics.

Commodities

1. Two hundred and fifty (250) small motorcycles will be purchased for field enumerators by AID and the GOZ:

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
By AID	0	80	40	24	0	0
By GOZ	10	24	40	70	40*	40*
replacements	<u>10</u>	<u>104</u>	<u>80</u>	<u>94</u>		

2. Four (4) FWD vehicles will be provided by AID for use in OJT on field trips by USAID advisors and counterparts. These vehicles will be located in Lubumbashi, Bukavu, Kisangani, and one is for replacing a vehicle in Kinshasa.

**3. Data processing equipment for the division:**

- a. 2 desk calculators with 2 memories (2 with tapes)
- b. 2 portable calculators (TITR 16-II)
- c. Varitype typewriter
- d. IBM Selectric

**4. Other Costs**

- a. Materials for In-Country Seminars \$5,000
- b. Contingencies \$5,000

All local costs for these activities will be provided from PL-480 Title I proceeds or DOA budget.

## Division of Finance & Budget

The Department of Agriculture has accepted AID suggestions that the Service of General Services be expanded and upgraded. This Service includes Divisions of Logistics, of General Services Administration and of Finance and Budget.

USAID interest and assistance focuses on the Division of Finance and Budget. Up to this year, the Division has collated budget proposals of the other branches of the Department and has exercised a highly subjective control over budget implementation.

Current staffing of the Division is 5 recent college graduates (none specialized in finance), two accountants (H.S. education), two clerks and one typist. The 5 professionals were added, after justification by the AID advisor, in the past year. There are no expatriate advisors in this Division.

At the end of this project, the Division will have trained and experienced staff capable of performing the functions of the Division with no further foreign assistance. Functions will include assisting INERA, the National Commodity Offices and the other DOA Services to build budgets; the exercise of financial control over annual operations of the Department of Agriculture; and a unified accounting system.

The staff will consist of a division chief, two systems analysts, five accountant/auditors for Department services and offices, and five accountant/auditors for agricultural projects.

To obtain this staffing level and expanded responsibility for the division, a combination of technical assistance, U.S. training, and commodities are required: three years of advisory services of a U.S. budget systems analyst; two division employees trained to M.A. level in accounting; one trained to MBA level; and 3 desk calculators and one photocopier. The overall professional staffing for the division increases from the present 5 to 12.

### Training Program

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
OJT by US Advisor	XXX	XXX	XXX	-	-
M.A.-Accounting	1	-	1	-	-
MBA	-	1	-	-	-

Technicians Costing\*

	<u>FY77</u>	<u>(WM's)</u>	<u>FY78</u>	<u>(WM's)</u>	<u>FY79</u>	<u>(WM's)</u>	<u>FY80</u>	<u>(WM's)</u>	<u>FY81</u>	<u>(WM's)</u>
Sr. Ag. Economist (Urban)	80,000	(12)	80,000	(12)	80,000	(12)	—		—	
Sr. Statistician (Fliginger)	80,000	(12)	80,000	(12)	80,000	(12)	40,000	(6)		
Econ. Analyst (Kite)	60,000	(12)	60,000	(12)	80,000	(12)	—		—	
Ec. Planning Specialist (Resseguie)	80,000	(12)	80,000	(12)	80,000	(12)	80,000	(12)	80,000	(12)
Systems Analysis Statist.	80,000	(12)	80,000	(12)	80,000	(12)	60,000	(12)		
Budget Systems Analy.	80,000	(12)	80,000	(12)	80,000	(12)	—		—	
S.T. Statistical Cons. (15 wm)	15,000	(3)	15,000	(3)	15,000	(3)	15,000	(3)	15,000	(3)
	<u>495,000</u>	<u>(75)</u>	<u>495,000</u>	<u>(75)</u>	<u>495,000</u>	<u>(75)</u>	<u>195,000</u>	<u>(33)</u>	<u>95,000</u>	<u>(3)</u>

\*Costing based on Mission calculations of total cost of financing a high FSR-3. Actual cost may vary if local support cost is financed from PL-480 proceeds (as we intend).

only \$73,000 available as of July 1<sup>st</sup>.  
enough for T.Q.

Urban Cooves infome  
Fliginger till July 77  
Kite in Cambridge Training  
Resseguie on board



PARTICIPANT TRAINING COST

() denotes number of participants

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
M.S. Math Statistics	11,000 (1)	11,000 (1)	-	-	-	22,000
B.A. Systems Sciences		11,000 (1)	11,000 (1)			22,000
U.S. Bureau of Census Trg.	22,000 (2)	33,000 (3)	33,000 (3)	22,000 (2)	22,000 (2)	132,000
MBA	11,000 (1)	-	-	-	-	11,000
MA-Accounting	11,000 (1)	-	11,000 (1)	-	-	22,000
M.S. Agricultural Economics	11,000 (1)	11,000 (1)	-	-	-	22,000
Ph.D. Ag Econ	24,000 (1)	-	-	-	-	24,000
M.S. Agronomy	11,000 (1)	11,000 (1)	-	-	-	22,000
	<u>101,000 (8)</u>	<u>77,000 (7)</u>	<u>55,000 (5)</u>	<u>22,000 (2)</u>	<u>22,000 (2)</u>	<u>277,000(22)</u>

a. International Travel paid by GOZ

b. English language training at ZALI paid by PL-480 Title I Proceeds

c. All participants to take maximum of two courses during first quarter at U.S. University

COMMODITIES

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
Small Motorcycles	60,000 (80)	30,000 (40)	18,000 (24)	-	-	108,000
FWD Vehicles	30,000 (3)	10,000 (1)	-	-	-	40,000
Data Processing Equipment	8,000 (1ot)	1,000 (1ot)	1,000	1,000	1,000	12,000
Materials for Seminars and Training	500	500	500	500	500	2,500
	<u>98,500</u>	<u>31,500</u>	<u>19,500</u>	<u>1,500</u>	<u>1,500</u>	<u>152,500</u>

TOTAL USAID FINANCING

	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Total</u>
Technicians	495,000	495,000	495,000	195,000	95,000	1,775,000
Participants	101,000	77,000	55,000	22,000	22,000	277,000
Commodities	98,500	31,500	19,500	1,500	1,500	152,500
	<u>694,500</u>	<u>603,500</u>	<u>569,500</u>	<u>218,500</u>	<u>118,500</u>	<u>2,204,500</u>

6. general PRP  
aid  
motorcycles  
48  
40  
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40  
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21.2  
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Department of State

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AFR/DR/CAWARAPIGTHOMPSON  
AFR/CAWAIMWISEMAN  
AFR/DPIABRAUNSTEIN  
PPC/DPREIBODELL  
AFR/DRISKLEIN  
AFR/DR/ARDINWLEAKE (INFO)  
AFR/DPICHARD

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TAGS:

SUBJECT: AG SECTOR PLANNING PROJECT 852

THE ECPR HELD REVIEW OF REWRITTEN 852 PRP. DOCUMENT WAS APPROVED. REVIEW DISCUSSION HIGHLIGHTED SEVERAL ISSUES WHICH MUST BE SATISFACTORILY DEALT WITH IN PRP.

1) FROM INSTITUTIONAL VIEWPOINT, ASSURANCE IS REQUIRED THAT, FIRST, US TECHNICAL INPUTS WILL BE EFFECTIVELY USED IN THE CONTEXT OF A MEDIUM TERM ACTION FRAMEWORK AND, SECOND, RETURNING PARTICIPANTS WILL IN FACT BE PLACED IN THE RIGHT PROFESSIONAL SLOT TO ACHIEVE INSTITUTIONAL EFFECTIVENESS DESIRED BY PROJECT. THIS OVERALL CONCERN CAN BE DISAGGREGATED INTO VARIOUS ELEMENTS FELT TO BE CRITICAL CONDITIONS FOR SUCCESS. THEY ARE, INTER ALIA,



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PAGE 02

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LOCATION AND EFFECTIVE ACCESS OF NEW TRAINED CADRES TO DECISION MAKING PROCESS; HIGH PERSONNEL RETENTION RATES AND HOW TO ACHIEVE THIS IN CURRENT GOZ CONTEXT; ORGANIZATIONAL STRUCTURE OF DOA THAT COULD PRODUCE SUCH RESULTS; DESIRED MECHANISMS TO LINK DOA WITH OTHER GOZ DECISION MAKING AGENCIES. WAGE PARITY QUESTION MUST BE RESOLVED.

2) FROM A SUBSTANTIVE PLANNING STANDPOINT, THE PP SHOULD ATTEMPT TO DEFINE A FRAMEWORK OF ANALYSIS WITHIN WHICH

SPECIFIC OPERATIONAL AND PLANNING REQUIREMENTS OF THE DOA AND THE COUNTRY'S AGRICULTURAL PROGRAM CAN BE IDENTIFIED. PERHAPS AN ILLUSTRATIVE RESEARCH/ANALYSIS MAP CAN BE PREPARED JOINTLY WITH THE DOA.

3) FROM A TRAINING STANDPOINT, THE PP SHOULD PROPOSE AND DISCUSS THE WAY IN WHICH PARTICIPANTS WILL BE RECRUITED, THE EXTENT AND NATURE OF ON-THE-JOB TRAINING, THE KIND AND RELEVANCE OF PROPOSED TRAINING AND ITS SEQUENCE AND TIMING. THERE SHOULD BE A DISCUSSION OF THE NUMBERS TO BE TRAINED AND HOW THEY RELATE TO CURRENT AND PROJECTED DOA NEEDS. ECPR CONCLUDED PROPOSED NUMBER OF PARTICIPANTS SEEMS LOW AND SKEWED TOWARDS STATISTICS.

4) THE PP NEEDS TO CLEARLY STATE THE US CONTRIBUTIONS TO THE PROJECT, AS WELL AS GOZ CONTRIBUTIONS EITHER IN KIND OR FINANCIAL.

5) AS B52 IS DIRECTED TO GOZ'S CENTRAL AGRICULTURAL AGENCY, THE PP SHOULD IDENTIFY EXPECTED IMPACT OF PROJECT ON OTHER AID AGRICULTURAL PROJECTS, CURRENT OR PROPOSED.

6) PP TEAM ETA OCT 13 AT 7:30 AM VIA SWISSAIR 882. PLEASE RESERVE 3 SINGLES ALHADEFF. ROBINSON

AID 1350-1 (9-70)  PIO/T	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT  PROJECT IMPLEMENTATION ORDER/TECHNICAL SERVICES	1. Cooperating Country <b>Zaire</b>	Page 1 of 11 Pages
		2. PIO/T No. <b>660-0052-3-70005</b>	3. <input checked="" type="checkbox"/> Original or Amendment No. _____
		4. Project/Activity No. and Title <b>11 p- Agricultural Economic Development 660-11-740-0052</b>	

- DISTRIBUTION
- DM/ISD/RDM/ARD 2
  - FM/RSD 1
  - FM/CSD 1
  - FM/SSD 1
  - AG/AUD 1
  - GC (cert.) 2
  - AAG Nairobi 2

5. Appropriation Symbol <b>72-1171006</b>	6.A. Allotment Symbol and Charge <b>756-50-660-00-69-71</b>	6.B. Funds Allotted to: <input type="checkbox"/> A.I.D./W <input checked="" type="checkbox"/> Mission
7. Obligation Status <input type="checkbox"/> Administrative Reservation <input checked="" type="checkbox"/> Subobligation		8. Funding Period (Mo., Day, Yr.) From <b>1/1/77</b> to <b>9/31/77</b>
9.A. Service to Start (Mo., Day, Yr.) Between <b>1/1/77</b> and <b>2/28/77</b>		9.B. Completion date of Services (Mo., Day, Yr.) <b>6/30/78</b>
10.A. Type of Action <input type="checkbox"/> A.I.D. Contract <input type="checkbox"/> Cooperating Country Contract <input checked="" type="checkbox"/> Participating Agency Service Agreement Other: _____		
10.B. Authorized Agent <b>SER/SOD/PAS-AID/W</b>		

- Project Office 2
- GOZ 2
  - PROG 2
  - Director 1
  - CAMO/PERS 1

Estimated Financing		(1) Previous Total	(2) Increase	(3) Decrease	(4) Total to Date
11. Maximum A.I.D. Financing	A. Dollars		\$405,000		\$405,000
	B. U.S.-Owned Local Currency				
12. Cooperating Country Contributions	A. Counterpart		\$142,000		\$142,000
	B. Other				

13. Mission References
- Pro-Ag 77-1
  - Pro-Ag 77-2

14. Instructions to Authorized Agent  
This PIO/T provides funding for 72 man months for the services of six PASA technical advisors and 6 man months for four short-term consultants to the GOZ Department of Agriculture. These services are in part a continuation of services rendered under the Planning and Management Services Project (660-11-740-050).

15. Clearances - Show Office Symbol, Signature and Date for all Necessary Clearances.

A. The specifications in the scope of work are technically adequate F&A: Fenton Sands <i>[Signature]</i> 2/26/77	B. Funds for this service requested are available CTLR: <i>[Signature]</i> Ira Johnson 2/25/77
C. The scope of work lies within the purview of the initiating office and approved Agency Program PROG: W.E. POPP <i>[Signature]</i> 3/1/77	D. F&A: Leroy Rasmussen <i>[Signature]</i> 2/28/77
E. PROG: David Fredrick <i>[Signature]</i> D.F. 2/25	F.

16. For the cooperating country: The terms and conditions set forth herein are hereby agreed to <i>[Signature]</i> 2/23/77 Signature and date: <b>Mukendi Mbuyi Tshingoma</b> Title: <b>Director General, Dept. of Agric.</b>	17. For the Agency for International Development <i>[Signature]</i> Signature: <b>Frank Corral</b> Title: <b>Director, USAID (Actg.)</b>	18. Date of issuance
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Cooperating Country <b>Zaire</b>	660/ No. <b>660-0052-3-70005</b>	Page 2 of 22 Pages
Project/Activity No. and Title <b>660-11-740-0052 Agricultural Economic Development</b>		

**SCOPE OF WORK**

**10. Scope of Technical Services** The advisors will provide technical assistance to the GOZ Department of Agriculture in planning, organization and on-the-job training so that the DOA will be better able to develop and implement (continued on page 7)

**A. Objective for which the Technical Services are to be Used**

**B. Description** The technical team of U.S. advisors will be placed in the DOA during the life of the project. The composition of the team is as follows:

1. One Senior Agricultural Statistician will provide training and overall guidance in the various specialties required to build and operate a country-wide data system in Zaire. The advisor will emphasize management as well as technical concepts. More specifically he will (a) assist the DOA in determining the form and content of statistical data to be collected and published; (b) advise the Director General of the most efficient means for collecting agricultural data and assist as requested with the collection of field data; (c) develop and implement a training program for field and statistical office personnel; (d) prepare forms and instructions (continued on p.

**C. Technicians**

(1) (a) Number	(b) Specialized Field	(c) Grade and/or Salary	(d) Duration of Assignment (Ann-Months)
1	Senior Agricultural Statistician	FC 12/2	12
1	System Analyst	FC 9	12
1	Senior Economic Analyst	FC 11/4	12
1	Agricultural Projects Economist	FC 10/2	12
1	Senior Economic Planner	FC 11/3	12
1	Senior Mgmt Systems Analyst	FC 11/3	12

**(2) Duty Post and Duration of Technicians' Services**

Kinshasa, Zaire. Two year tour of duty.

**(3) Language requirements** FSI equivalent S-3, R-3 or S-2, R-2 with additional language training at post. Language training at post is authorized.

**(4) Access to Classified Information**

Security clearance through Confidential for the team leader and LOU for the other members of the team.

*[Handwritten signatures and dates]*  
 2/25/77

**(5) Dependents**  will  will not **Be Permitted to Accompany Technicians** except for short-term consultants

**D. Financing of Technical Services**

(1) by USG - \$ 405,000

(2) By Cooperating Country - \$142,000

AID 1350-1 (9-70)	Cooperating Country <b>Zaire</b>	PIO/T No. <b>660-0052-3-70005</b>	Page 3 of 11 Pages
PIO/T	Project/Activity No. and Title <b>660-11-740-0052 Agricultural Economic Development</b>		

20. Equipment and Supplies (Related to the services described in Block 19 and to be procured outside the Cooperating Country by the supplier of these services)

A. (1) <u>Quantity</u>	(2) <u>Description</u>	(3) <u>Estimated Cost</u>	(4) <u>Special Instructions</u>
------------------------	------------------------	---------------------------	---------------------------------

N/A

B. Financing of Equipment and Supplies

(1) By AID - \$ N/A

(2) By Cooperating Country - N/A

21. Special Provisions

- A. This PIO/T is subject to AID ~~YcYdYKcQXgX~~ (PASA implementation) regulations.
- B. Except as specifically authorized by AID, or when local hire is authorized under the terms of a contract with a U.S. Supplier, services authorized under this PIO/T must be obtained from U.S. sources.
- C. Except as specifically authorized by AID/W, the purchase of commodities authorized under this PIO/T will be limited to the U.S. under Geographic Code 000.
- D. Other (specify):

AIG 1330-1 (9-70)	Cooperating Country Zaire	PIO/T No. 660-0052-3-70005	Page 4 of 11 Pages
PIO/T	Project/Activity No. and Title 660-11-740-0052 Agricultural Economic Development		

**22. Reports by Contractor or Participating Agency (Indicate type, content and format of reports required, including language to be used if other than English, frequency or timing of reports, and any special requirements)**

The advisors provided by this PIO/T will submit quarterly progress reports and special ad hoc reports as they, AID or the GOZ, deem necessary. These reports, prepared in English and submitted 30 days after the close of the reporting period will explain what activities the advisors have been engaged in, the problems incurred during the reporting period, plans for future action in the next quarter. An annual progress report prepared by the team leader with input from the other team members will also be submitted in both English and French in August of each year. Distribution will be as follows: USAID/Kinshasa 3; AID/W as determined during PASA negotiations.

**23. Background Information (Additional information useful to Authorized Agent and Prospective Contractors or Participating Agency; if necessary cross reference Block 19.C(4) above.)**

Agriculture Sector Survey, Republic of Zaire (3 vols.), IBRD, June, 1972.

"Economic Analysis for Agricultural Development in Zaire," (Siffin Report), April, 1972.

PASA quarterly reports from the Planning and Management Services Project (050).

Agricultural Economic Development Project Paper (052).

**24. Relationship of Contractor or Participating Agency to Cooperating Country and to AID**

**A. Relationships and Responsibilities** The personnel provided will be under the administrative and operational supervision of the Department of Agriculture, Government of Zaire.

**B. Cooperating Country Liaison Official** Director General, Department of Agriculture

**C. AID Liaison Officials** Food and Agriculture Officer as project manager.



AID 1380-1 (9-70)	Cooperating Country Zaire	PIO/T No. 660-0052-3-70005	Page 5 of 11 Pages
PIO/T	Project/Activity No. and Title 660-11-740-0052 Agricultural Economic Development		

**LOGISTIC SUPPORT**

25. Provisions for Logistic Support	In Kind Supplied By		From Local Currency Supplied By	
	AID	Cooperating Country	AID	Cooperating Country
A. Specific Items (Insert "X" in applicable column at right. If entry needs qualification, insert asterisk and explain below in C. "Comments")				
(1) Office Space		X		X
(2) Office Equipment		X		X <sup>1/</sup>
(3) Housing and Utilities				X <sup>1/</sup>
(4) Furniture	X <sup>2/</sup>			
(5) Household Equipment (Stoves, Refrig., etc.)	X <sup>2/</sup>			
(6) Transportation in Cooperating Country				X <sup>1/</sup>
(7) Interpreter Services		X		X
Other: (Specify) (8) Clerical assistance	X	X		X
(9)				
(10)				
(11)				
(12)				
(13)				
(14)				
(15)				

**B. Additional Facilities Available From Other Sources**

1/ Housing assigned by the USAID Joint Housing Board and GOZ to request a counterpart allocation from the counterpart secretariat to defray these expenses.

2/ To be supplied from CAMO/AID stocks

**C. Comments**

The members of the PASA team have access, to the extent they are available, to the same post privileges (such as APO, health services, etc.) as the USAID direct-hire employees.

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

Worksheet  Issuance

PAGE 6 OF 11 PAGES

PIO/T

PROJECT IMPLEMENTATION  
ORDER/TECHNICAL  
SERVICES

Cooperating Country  
Zaire

PIO/T No.  
660-0052-3-70005

Project/Activity No. and Title  
Agricultural Economic Development  
660-11-740-0052

## FINANCIAL AGREEMENT

29. A. Cooperating Country Financing  
Block 10, Paragraph D

Pursuant to ~~Block 10, Paragraph D~~ of the  PROAG or  Other underlying document signed on \_\_\_\_\_ and subject to the amount shown in Block 13.D above, the Cooperating Country will provide all local currencies required for the expenditure within the country, during the period starting on the Date of this Issuance (Block 18 above) and ending on the Final Contribution Date of the ~~[PROAG or other underlying document]~~ \_\_\_\_\_ authorized under this Project Implementation Order, with the exception of the following types of expenditures, which AID hereby agrees to assume:

A maximum of \$20,000 in local currency costs, up to March 31, 1977.

B. As of the effective date of any contract or agreement executed under this Order, the country will establish in the name of the supplier of the services described herein, a local currency advance in the amount of None.

## 30. AID Financing

Pursuant to the provisions of the above-referenced Project Agreement or other document, and subject to the limitation of the Total to Date as shown in Block 12.D above, AID will provide all U.S. Dollar Currencies required for expenditures, during the period starting on the Date of this Issuance (Block 18 above), and ending on the Final Contribution Date of 6/30/78 authorized under this Project Implementation Order, with the exception of the following types of expenditures which the Cooperating Country hereby agrees to assume:

NONE

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

 Worksheet  Invoice

PAGE 7 OF 11 PAGES

CONTINUATION  
SHEET1. Cooperating Country  
ZAIRE

2a. Code No.

FORM SYMBOL

TITLE OF FORM

2b. Effective Date

 Original  Amendment  
OR No. \_\_\_\_\_

PIO/T

Project Implementation  
Order/Technical Services

3. Project/Activity No. and Title

Agricultural Economic Development  
660-11-740-0052Indicate block  
numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

19.A.

development plans in agriculture.

The overall goal of the project is to increase the capacity of the DOA to develop and implement public action sector strategies in the agriculture sector. To accomplish this objective, there are five sub-activities:

- a) The development of a statistical reporting service and an analytical capability for the agricultural sector;
- b) Development of the DOA's capabilities to conduct economic analysis of the agricultural sector;
- c) Development of the DOA's capacity to identify, design and evaluate development projects in the agricultural sector;
- d) Development of a comprehensive economic planning framework for the agricultural sector;
- d) Improve overall management, budgeting and planning in the DOA.

19.B.

for tabulating survey results at various levels; (g) review final tabulations for accuracy and conformance to instructions; (h) determine personnel, equipment and budget requirements for effectively carrying out programs; and (i) collaborate closely with other GOZ statistical gathering and using agencies.

2. One Systems Analyst Advisor will assist in the development of a data processing capability primarily for tabulation of survey data. He will also be responsible for providing the Program and Studies Division with the capacity for analysis to be carried out by computer. This will require the advisor to implement sound practices in data organization and management. Other responsibilities include (a) evaluate GOZ/DOA data needs; (b) providing assistance and guidance in computer programming, processing and operations; and (c) advise the DOA on the procurement of necessary and desirable data processing equipment or the possibility of utilizing in-country computers.

CONTINUATION  
SHEET

FORM SYMBOL

PIO/T

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT Worksheet Issuance

PAGE 8 OF 11 PAGES

1. Cooperating Country

Zaire

2.a. Code No.

2.b. Effective Date

2.c.

 Original OR  Amendment  
No. \_\_\_\_\_

3. Project/Activity No. and Title

Agricultural Economic Development  
660-11-740-0052

TITLE OF FORM

Project Implementation  
Order/Technical ServicesIndicate block  
numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

19.B.

3. A Senior Economic Analyst will assist the DOA analysis section to identify and conduct relevant economic studies. His responsibilities include not only supporting the DOA with short run recommendations and policy evaluation, but also the undertaking of critical analytical studies which are important to the development of a sectoral economic planning framework and continuing analysis. One of the first tasks he will undertake is initiate the organization within the economic analysis section of the DOA with a major focus on the initiation and expansion of agricultural situation analysis. The analyst will assist the economic analysis section in establishing their capability to issue crop situation reports periodically based on a continuous flow of data from the statistical data system. In addition, the analyst will help prepare a comprehensive scope of work covering the project's remaining years which will lead to the completion of an agricultural sector analysis.

4. An Agricultural Project Economist will be placed in the projects section of the DOA. This advisor will develop a comprehensive approach to the treatment of projects within the DOA to include: (1) assisting the section in project management and monitoring by establishing a periodic reporting process for the status of all projects in the agricultural area; (2) reinforcing the contribution of the section in the project elaboration process through on-the-job training of Zairois counterparts who participate in project design missions; (3) develop a project evaluation process for the DOA with a view to improve future project selection; (4) assist in developing an explicit and coherent policy towards projects that will permit project selection to be more closely centered on national goals while making allowances for constraints of the GOZ; (5) participate in the determination of training needs and selection of Zairois candidates for advanced training in the U.S.; and (6) assist in supervising returning participants on their research work.

AID 1300-1 (7-89)	<b>DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT</b>	<input type="checkbox"/> Worksheet	<input checked="" type="checkbox"/> Issuance	PAGE 9 OF 11 PAGES
CONTINUATION SHEET		1. Cooperating Country <b>Zaire</b>		2.a. Code No.
FORM SYMBOL PIO/T		TITLE OF FORM Project Implementation Order/Technical Services	2.b. Effective Date	2.c. Amendment <input checked="" type="checkbox"/> Original OR No.
		3. Project/Activity No. and Title <b>Agricultural Economic Development 660-11-740-0052</b>		

Indicate block numbers.

19.B.

Use this form to complete the information required in any block of a PIO or PA/PR form.

5. A Senior Economic Planner will be assigned to serve both as coordinator of the economic component of the U.S. technical team and counterpart to the Program and Studies Division Chief. The advisor will also fulfill, though partially, the task of advising the Planning Section for the first two years of the project. He will be responsible for advising the Section Chief on functional tasks of Zairois staff assigned to the section. The main role of the Economic Planner will be to initiate the development of a framework for action strategies in agriculture.

The advisor will help direct an organized effort to undertake constraints analysis of the agricultural sector by the Planning Section. He must insure that there is full coordination with the Economic Analysis section and the Service du Plan. By mid-1977 the advisor is expected to begin work on the preparation of an annual paper in support of the DOA budget activities. This effort may include: (a) estimation of demographic and demand relationships; (b) regional relationships emphasizing supply aspects, trade comparative advantage; (c) and the development of systematic processes to relate marketing and price determination relationships. Additionally, the Senior Planner will establish coordination with the Statistical Division in order to identify the types of data which should be generated for the planning framework. The advisor, working with the Management Systems Advisor, will study and recommend a series of approaches to improve the current administrative procedures in the Program Division.

6. A Senior Management Systems Analyst will advise the DOA Director General during the project's first two years. His major responsibilities include: (a) to advise the Director General in planning, management, and budgeting functions; (b) to interpret, in a relevant budgetary/management sense, the conclusions and recommendations from the technical staff of the Program and Studies Division.



**CONTINUATION SHEET**

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

Waiver  Increase

1. Cooperating Country  
**Zaire**

2a. Case No.

FORM 372-101

TITLE OF FORM

2b. Effective Date

2c. Amendment

PIO/T

PROJECT IMPLEMENTATION  
ORDER/TECHNICAL SERVICES

3. Project/Activity No. and Title

Agricultural Economic Development  
660-11-740-0052

Estimated Dates  
Required

Use this form to complete the information required in any block of a P/O or PA/FR form.

ESTIMATED PASA BUDGET

	AID Funds Required
A. Salaries & Wages (72 w/m long-term advisors)	\$175,000
B. Indirect Costs (Overhead) (USDA, 25%)	75,000
C. Consultant Fees (short-term advisors, 6 w/m)	30,000
D. Differential & Allowances (20% diff, COLA, Educ., Miscellaneous at Int'l meetings, seminars, etc.)	125,000
E. Travel & Transportation (R&R, in-country consulta- tions)*	(49,000)
F. Equipment & Materials (Logistical Support) (Rent, Other Costs)*	(126,000)
G. Equipment & Materials (Project Commodities)	-
H. Participant Costs (in country language training)*	(25,000)
I. Other Direct Costs	
J. Total	\$405,000
K. Inflation Factor	(incl.)
L. Contingency	(incl.)
<u>Total:</u>	<u>\$405,000</u>

(\*local currency cost paid with GOZ counterpart funds administered by USAID in zaire.)

PROJECT STAFFING PLAN (IN FY QUARTERS)  
(Life of Project - Estimated)

	FY 1977				FY 1978				FY 1979				FY 1980				FY 1981				FY 1982	
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2
Senior Stat.	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Systems Anal.	X				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Ag Econ (Research)	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Ag Project Econ	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Economist (Anal.)	X	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Plng. Syst. Analyst									X	X	X	X	X	X	X	X	X	X	X	X		
Mgt. Syst. Analyst					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		

AID 1980-1 (1970)

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

1. Cooperating Country  
**ZAIRE**

2. PIO/T No.  
**660-0052-3-70005**

3.  Original or Amendment No. 1

4. Project/Activity No. and Title  
**Agriculture Economic Development  
660-11-740-0052**

Page 1 of 2 Pages  
2 p.

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GC (certif.)-2  
AAG/Nairobi-2  
F&A--2  
GOZ--2  
PROG--2  
DIR--1  
CAMO/PER--1

5. Appropriation Symbol  
**72-11710006**

6.A. Allotment Symbol and Charge  
**756-50-660-00-60**

6.B. Funds Allotted to:  
 A.I.D./W  Mission

7. Obligation Status  
 Administrative Reservation  Subobligation

8. Funding Period (Mo., Day, Yr.)  
From **1/1/77** to **9/31/77**

9.A. Services to Start (Mo., Day, Yr.)  
Between **1/1/77** and **2/28/77**

9.B. Completion date of Services (Mo., Day, Yr.)  
**6/30/78**

10.A. Type of Action  
 A.I.D. Contract  Cooperating Country Contract  Participating Agency Service Agreement Other:

10.B. Authorized Agent  
**SER/SOD/PAS/AID/W**

Estimated Financing		(1)	(2)	(3)	(4)
		Previous Total	Increase	Decrease	Total to Date
11. Maximum A.I.D. Financing	A. Dollars	405,000	-0-	20,000	385,000
	B. U.S.-Owned Local Currency				-0-
12. Cooperating Country Contributions	A. Counterpart	142,000	116,000	-0-	258,000
	B. Other				-0-

13. Mission References  
**ProAg 77-02**

14. Instructions to Authorized Agent  
The purpose of this amendment is to revise upward the cooperating country contribution for the local currency expenses of the PASA Team; and to present a revised budget which provides for the use of U.S. dollars to pay local currency costs on an exceptional basis until the trust fund account is replenished or until April 30, 1977, whichever shall occur earliest. This results in a decrease in the dollar budget of \$20,000 (see revised budget page 2 attached) which is transferred to Other Costs component of ProAg 77-02, Rev. No. 1.

15. Clearances - Show Office Symbol, Signature and Date for all Necessary Clearances.

A. The specifications in the scope of work are technically adequate  
**FENTON B. SANDS, F&A** *[Signature]*

B. Funds for the services requested are available  
**IRA JOHNSON, CONT** *[Signature]* 3/29/77

C. The scope of work lies within the purview of the initiating office and approved Agency Programs  
**W.E. POPP, PROG** *[Signature]* 3/30/77

D. **LEROY RASMUSSEN, F&A** *[Signature]*

E. **DAVID FREDRICK, PROG** *[Signature]* 3/25

F. **JOHN FLIGINGER, USDA/PASA** *[Signature]* C/H.

16. For the cooperating country: The terms and conditions set forth herein are hereby agreed to  
Signature and date: *[Signature]*  
Title: **Director-General, Dept of Agr**

17. For the Agency for International Development  
**FERMINO J. SPENCER**  
Signature: *[Signature]*  
Title: **Director, USAID**

18. Date of Issuance



CONTRIBUTION SHEET

FORM SYMBOL

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

TITLE OF FORM

PROJECT IMPLEMENTATION  
ORDER/TECHNICAL  
SERVICES

Worksheet  Invoice

1. Cooperating Country  
GAIN

2a. Code No.

2b. Effective Date

Original  Amendment  
OR No. \_\_\_\_\_

3. Project/Activity No. and Title  
Agriculture Economic Development  
660-11-740-0052

Indicate block numbers.

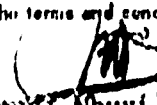

Use this form to complete the information required in any block of a PIO or PA/PN form.

ESTIMATED PASA BUDGET

AID FUNDS REQUIRED

A. Salaries & Wages (66 wm long-term advisors)	\$160,000
B. Indirect Costs (Overhead) (USDA, 25%)	70,000
C. Consultant Fees (short-term advisors, 6 wm)	30,000
D. Differential & Allowances (20% diff, COLA, Educ.) Misc), Attendance at int'l meetings, seminars, ecc)	125,000
E. Equipment & Materials (Logistical Support) (Rent, Other Costs)	(174,000)
F. Travel & Transportation (R&R, In-country, consultations)	(60,000)
G. Equipment & Materials (Project Commodities)	-
H. Participant Costs (in-country language training)	(24,000)
I. Other Direct Costs	
J. <u>Total:</u>	\$385,000
K. Inflation Factor	(included)
L. Contingency	<u>(included)</u>
<u>TOTAL:</u>	\$385,000

660052-19

AID 1880-1 (8-68)	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT  <b>PROJECT IMPLEMENTATION          ORDER/TECHNICAL          SERVICES</b>		<input type="checkbox"/> Worksheet <input checked="" type="checkbox"/> Issuance    PAGE 1 OF 7 PAGES																																						
			1. Cooperating Country Zaire		2. PIO/T No. 660-052-3-80002																																				
			3. Project/Activity (No. and Title) <b>PD-AAB-859</b> Agricultural Economic Development 660-11-740-0052																																						
Distribution  DM/ISD/RDM/ARD (2 copies) FM/RDS-1 FM/CSD-1 FM/SSD-2 AG/AUD-1 GC (certif)-2 AAG/Nairobi-2 F&A-4 PROG-2 DIR-1 CAMO/PER-1  GOZ-2 AFR/CAWA/Zaire	4. Appropriation Symbol 72-1171006		5. a. Allotment Symbol & Charge 756-50-660-00-69-83		5. b. Funds Allotted for <input type="checkbox"/> AID/W <input checked="" type="checkbox"/> Mission																																				
	6. Obligation Status <input type="checkbox"/> Administrative Reservation <input type="checkbox"/> Obligation <input checked="" type="checkbox"/> Sub-Obligation				7. <input type="checkbox"/> Original or Amendment No. 1																																				
	8. No. of Technicians		9. Services to Start (Mo., Day, Yr.) Between: CONTINUING And:		10. Duration (Months) a. Of Services    b. Of Financing																																				
	11. a. Type of Action <input checked="" type="checkbox"/> AID Contract <input type="checkbox"/> Cooperating Country Contract <input checked="" type="checkbox"/> Participating Agency Service Agreement <input type="checkbox"/> Other																																								
	11. b. Authorized Agent    AID/W																																								
	<table border="1"> <thead> <tr> <th>Financing</th> <th>A. Previous Total</th> <th>B. Increase</th> <th>C. Decrease</th> <th>D. Total to Date</th> </tr> </thead> <tbody> <tr> <td>12. AID Financing</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>  a. Dollars</td> <td>326,000</td> <td>59,000</td> <td></td> <td>385,000</td> </tr> <tr> <td>  b. U.S.-Owned Local Currency</td> <td></td> <td></td> <td></td> <td>-0-</td> </tr> <tr> <td>13. Cooperating Country Contributions</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>  a. Counterpart</td> <td></td> <td></td> <td></td> <td>-0-</td> </tr> <tr> <td>  b. Other</td> <td></td> <td></td> <td></td> <td>-0-</td> </tr> </tbody> </table>						Financing	A. Previous Total	B. Increase	C. Decrease	D. Total to Date	12. AID Financing					a. Dollars	326,000	59,000		385,000	b. U.S.-Owned Local Currency				-0-	13. Cooperating Country Contributions					a. Counterpart				-0-	b. Other				-0-
	Financing	A. Previous Total	B. Increase	C. Decrease	D. Total to Date																																				
	12. AID Financing																																								
	a. Dollars	326,000	59,000		385,000																																				
	b. U.S.-Owned Local Currency				-0-																																				
13. Cooperating Country Contributions																																									
a. Counterpart				-0-																																					
b. Other				-0-																																					
14. Mission Reference  PIO/T 660-0052-3-70021  Grant No. AID-Afr-G-1425																																									
15. Objective for which the Technical Services are to be used (Describe)  The original PIO/T provided funds for the institutional contract with USDA and SECID, described in PIO/T 660-0052-3-70021, which furnishes a training program.  This PIO/T amendment No. 1 increases funds available and gives a breakdown of the scope of work, originally spelled out in PIO/T 660-0052-3-70021 in accordance with present training program requirements and costs.  AID/W is requested to amend (retroactively) PASA, AG/ZAR-052-7-73, to include training and administrative coordinator costs described in this PIO/T.																																									
16. Mission Clearance F&A: Leland W. Voth		Date 12/2		Mission Clearance CONT: Donald Barrigan																																					
PRM: Walter Boehm																																									
17. Date of Original Issuance 12-16-77			18. Date of this Issuance 12-20-78																																						
19. For the Cooperating Country The terms and conditions set forth herein are hereby agreed to:   Mutsumi Mbuyi Tshingoma			20. For the Agency for International Development   Norman L. Sweet																																						
SECRETARY OF STATE FOR AGRICULTURE TITLE			DIRECTOR, USAID/Zaire SIGNATURE TITLE																																						

CONTINUATION  
SHEET

FORM SYMBOL

PIO/T

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

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PROJECT IMPLEMENTATION  
ORDER/TECHNICAL  
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PAGE 2 OF 7 PAGES

1. Cooperating Country  
Zaire

2.a. Code No.

3.b. Effective Date

2.c.

 Original OR No. 1 Amendment

3. Project/Activity No. and Title

Agricultural Economic Development  
660-11-740-0052Indicate block  
numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

15. Cont'd

TRAINING PROGRAMBackground

The five-year plan for training in this project calls for approximately 40 Zairians to be trained in the U.S. under this Grant, of which approximately two will be trained to the Ph.D. level.

All participants will have received preliminary English language training in Zaire. Those participants in need of additional English language training (as determined by the DOA, USAID, and SECID) will be so trained in a 3-month course especially designed for agriculture economists at the University of Colorado, Boulder.

The USAID and the GOZ/DOA will identify participants to be trained at the M.Sc., M.A., and Ph.D. levels. They will specify individual fields of specialization and fully define the future job responsibilities of each participant so as to maximize training impact upon GOZ and USAID development objectives. They will obtain bio-data, academic records, language test results, and other information required for admission to U.S. institutions. They will administer the in-country language training program. They, with in-puts from USDA/W and SECID, will be responsible for directing participants' theses, research papers, or dissertation work in Zaire. All candidates will have either the Agronomic Engineer License degree, as granted in Zaire, or equivalent degree from another country.

Training will be carried out in two general levels: MS/MA level and Ph.D. level. MS/MA level training will consist of an absolute maximum of 18 months of academic work in the U.S., while Ph.D. level training will consist of an absolute maximum of 24 months of academic work in the U.S. beyond the MS/MA level.

AID 1308-1 (7-68) CONTINUATION SHEET FORM SYMBOL PIO/T	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT  TITLE OF FORM  PROJECT IMPLEMENTATION ORDER/TECHNICAL SERVICES	<input type="checkbox"/> Worksheet	<input checked="" type="checkbox"/> Issuance	PAGE 3 OF 7 PAGES
		1. Cooperating Country Zaire		2a. Code No.
		2b. Effective Date		2c. <input type="checkbox"/> Original OR <input type="checkbox"/> Amendment No. 1
		3. Project/Activity No. and Title Agricultural Economic Development 660-11-740-0052		

Indicate block numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

15. Cont'd

Each Master of Science participant must return to the Department of Agriculture in Zaire at the completion of the course work to fulfill research report or thesis requirements for his degree. After satisfying their reading committees, participants will defend their theses or research papers before a SECID approved committee of professors from U.S. universities, and/or the National University of Zaire, the coordinating professor and DOA technical staff. Upon successful defense of the thesis or research paper, degrees will be awarded in Zaire. Ph.D. candidates will be required to conduct their research in Zaire, but will return to the U.S. university for dissertation review.

It is expected that each student will have one year to complete his MS/MA thesis or research report. The student will not return to the U.S. for either defense of thesis/report or for awarding of degree except in special cases as agreed in writing. Any real need for faculty/student interface after completion of work will be met by having academic advisors travel to Zaire as thesis or research paper review committee.

#### SCOPE OF WORK

A. The South-East Consortium for International Development Grant N<sup>c</sup> AID/afr-G-1425.

#### SECID

1. Designate a professional member of its department of agricultural economics or its equivalent to act as the program's academic coordinator. The coordinator will operate in close liaison with the administrative coordinator designated by the training office of the U.S. Department of Agriculture.
2. Authorize an annual visit by this coordinator to Zaire to conduct consultations and review of the program. This visit should occur simultaneously with that of the administrative coordinator.
3. Provide the focus of coordination and implementation for the Graduate training program under Project 052

CONTINUATION SHEET

FORM SYMBOL

1/2

Use this block

and

**DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT**

**TITLE OF FORM  
PROJECT IMPLEMENTATION  
ORDER/TECHNICAL  
SERVICES**

Worksheet     Issuance    **PAGE 4 OF 7 PAGES**

1. Cooperating Country  
**Zaire**

2a. Code No.

2b. Effective Date

2c.  Original  Amendment  
CR No. **1**

3. Project/Activity No. and Title  
**Agricultural Economic Development  
660-11-740-0052**

Use this form to complete the information required in any block of a PIO or PA/PR form.

to include 5-10 Zairian participant students per year. Duties under said program will include, but not be limited to the following:

- a. Consultations in Zaire every year, each lasting about one month, wherein discussions and decisions will be made regarding participant selection, language training requirements, review of thesis/research papers, establishment and review of training program section of the project paper.
- b. Monitoring progress of each participant during their respective training programs, including submission of written quarterly evaluation of progress for each participant to AID and the Government of Zaire (GOZ).
- c. Coordination of 1) research requirements for doctoral /MS /MA level candidates and 2) participation by U.S. academic staff in the review and approval of the research projects.
- d. Placement which results in not more than 60 percent of the participants attending the grantee or any other institution in any given academic term. The grantee coordinator will obtain agreement from GOZ/DOA and USAID before final placement is concluded. The Office of Training of USDA will handle all necessary administrative and logistical processes concerning participants placement upon written instructions from the academic coordinator.
- e. Issuance and/or payment for airline or other travel and per diem arrangements for such academic advisors as are required in Zaire.
- f. Assist the GOZ/DOA in writing a broad scope of work wherein each student develops a thesis/research project proposal including problem definition and research methodology to be employed in the first year of his academic program. Upon return to Zaire, the student will, with necessary assistance and supervision from academic advisors, collect and

AID 130-7 (7-69)  CONTINUATION SHEET  FORM SYMBOL  PIO/T	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT	<input type="checkbox"/> Worksheet <input checked="" type="checkbox"/> Issuance	PAGE 5 OF 7 PAGES
	TITLE OF FUND  PROJECT IMPLEMENTATION ORDER/TECHNICAL SERVICES	1. Cooperating Country Zaire	2.a. Code No.
		2.b. Effective Date	2.c. <input type="checkbox"/> Amendment <input type="checkbox"/> Original OR No.
		3. Project/Activity No. and Title Agricultural Economic Development 660-11-740-0052	

Indicate block numbers. Use this form to complete the information required in any block of a PIO or PA/PR form.

15. Cont'd

analyze data as outlined in the research methodology and interpret the results of this analysis.

- g. Any other related responsibilities and such others as may be agreed upon in writing by the grantee and the GOZ/DOA and USAID. The Project Paper will serve as the basic source and framework for the implementation of this program.

Budget

Salary.....	\$ 29,170
Overhead.....	15,165
Benefits.....	5,688
Travel and Transportation.....	6,902
Per Diem.....	7,920
Other Direct Costs.....	5,371
General and Administrative.....	10,000
<b>TOTAL ESTIMATED COST.....</b>	<b>\$ 80,216</b>

B. USDA

1. Designate a professional staff member to act as administrative coordinator for the program. The administrative coordinator will act in liaison with the academic coordinator to be designated by SECID which conducts the academic part of the training program.
2. Approve an annual visit by the administrative coordinator to Zaire to conduct consultations and review of the program. The visit should occur simultaneously with that of the SECID academic coordinator.
3. Enroll and make tuition payments for each designated participant in appropriate training programs and institutions pursuant to decisions made during annual consultations between SECID, the GOZ/DOA and USAID. The SECID academic coordinator will propose alternative institutions for training.
4. The administrative coordinator will issue per diem, subsistence, and other payments to participants in

AID 1200-1 (7-66) CONTINUATION SHEET FORM SYMBOL PIO/T	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT	<input type="checkbox"/> Worksheet <input checked="" type="checkbox"/> Issuance	PAGE <u>6</u> OF <u>7</u> PAGES
	TITLE OF FORM PROJECT IMPLEMENTATION ORDER/TECHNICAL SERVICES	1. Cooperating Country Zaire	2a. Code No.
		2b. Effective Date	2c. <input type="checkbox"/> Original <input type="checkbox"/> Amendment OR No.
		3. Project/Activity No. and Title Agricultural Economic Development 650-11-740-0052	

Use this form to complete the information required in any block of a PIO or PA/PR form.

Indicate block numbers.  
 15. Cont'd

the U.S. He will be responsible for all such backstopping of U.S. participants, including providing guidance to school locations for incoming students, assistance in obtaining visas, lodging, transportation, and adjustment to living conditions in the U.S.

- 5. Place, backstop and monitor English language training program at University of Colorado, Boulder, including submission of written evaluation of program progress for such participants to AID/GOZ.

Any additional related responsibilities and such others as may be agreed upon in writing by the contracting parties. The Project Paper will serve as basic source and framework for the implementation of this program.

Budget

<u>Administrative Coordinator</u>		
(4 person/month)		
Salary (GS 13/3.....)	\$ 9,761	
9.5% Personal Benefits.....	927	
		\$ 10,688
<u>Travel</u>		
Wash/Zaire/Wash.....	1,500	
Wash/Colorado/Wash.....	300	
Wash/Georgia/Wash.....	200	
		2,000
<u>Per Diem</u>		
\$ 80 x 30 days.....	2,400	
\$ 40 x 20 days.....	800	
		3,200
Sub-Total.....		\$ 15,888
25% Overhead.....		3,972
TOTAL.....		\$ 19,860
Contingency.....		2,912
TOTAL.....		\$ 22,772

CONTINUATION SHEET

FORM SYMBOL

PIO/T

DEPARTMENT OF STATE  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT

Worksheet  Issuance

PAGE 7 OF 7 PAGES

1. Cooperating Country  
Zaire

2.a. Code No.

2.b. Effective Date

2.c.  Original  Amendment  
OR No. 1

TITLE OF FORM

PROJECT IMPLEMENTATION  
ORDER/TECHNICAL  
SERVICES

3. Project/Activity No. and Title  
Agricultural Economic Development  
660-11-740-0052

Indicate Block Numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

13. Cont'd

1. Participant Cost

The following unfunded PIO/P's, issued against PIO/T 660-0052-3-70021 and this PIO/T, will be charged, less duplicated fees (i.e. RSSA), against the USDA/PASA:

660-052-1-70029.....	\$ 45,000	
70040.....	16,500	
70042.....	10,987	
70043.....	13,200	
70045.....	9,750	
70047.....	22,000	
70048.....	28,600	
70055.....	13,200	
70056.....	<u>133,070</u>	
Sub-total.....		\$ 292,307
a. Unallocated Training Funds.....		\$ 98,705
c. TOTAL PASA BUDGET.....		\$ 413,784

Budget Summary

Funds & Source

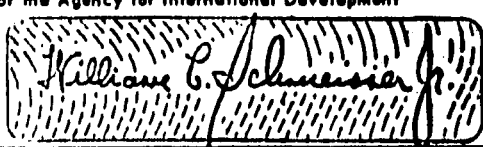
PIO/T 660-052-3-70021.....	\$ 109,000
PIO/T 660-052-3-80002.....	<u>385,000</u>
TOTAL.....	\$ 494,000

Fund Distribution

SECID.....	\$ 80,216
USDA/Adm.....	22,772
USDA/Trg.....	<u>391,012</u>
TOTAL.....	\$ 494,000



6600052 (2)  
 PD-228-259

AID-1370-1 (8-69)	<b>DEPARTMENT OF STATE          AGENCY FOR          INTERNATIONAL DEVELOPMENT</b>	<input type="checkbox"/> Worksheet <input checked="" type="checkbox"/> Issuance	PAGE 1 OF 1 PAGES
<b>PIO/C</b>	<b>PROJECT IMPLEMENTATION          ORDER/COMMODITIES</b>	1. Cooperating Country <b>ZAIRE</b>	2. PIO/C No. <b>660-0052-6-70018</b>
		3. Project/Activity No. and Title <b>660-11-740-0052          AGRICULTURAL ECONOMIC DEVELOPMENT</b>	
4. Appropriation Symbol <b>72-1171006</b>		5. a. Allotment Symbol & Charge <b>756-50-660-00-69-83</b>	
		5. b. Funds Allotted To: <input type="checkbox"/> AID/W <input checked="" type="checkbox"/> Mission	
6. Obligation Status <input type="checkbox"/> Administrative Reservation <input checked="" type="checkbox"/> Obligation by Agreement		7. Original or Amendment No: <u>1</u>	
8. Authorized Agent <b>See Block 19</b>		9. Method of Financing a. <input type="checkbox"/> U.S. Government b. <input checked="" type="checkbox"/> Letter of Commitment c. <input type="checkbox"/> Reimbursement	10. Banking Institution <b>Direct Letter of Commitment</b>
		11. Approved Applicant	
12. Contracting Period (Mo., Day, Yr.) From:                      To:		13. Delivery Period (Mo., Day, Yr.) From:                      To: <b>9/30/78</b>	
14. Final Contribution Date (Mo., Day, Yr.) <b>12/31/82</b>			
15. Area of Source <b>United States (000)</b>		16. Dollar Value	
		A. Previous Total	B. Increase
		C. Decrease	D. Total to Date
		48,100	48,100
17. Commodity Code	18. Item No.	19. a. Quantity, Description, Specifications, Instructions and Special Provisions <i>(Include Catalog Name and Number, where Appropriate)</i>	
		<b>BLOCK 8 - Government of Zaire acting through AAPC Inc.,          One World Trade Center, Suite 1271, New York,          New York 10048</b>	
		19. b. Estimated Cost	
20. Mission References		Add:  H. Additional funds for this procurement authorized in PIO/C 660-052-6-89151 issued June 15, 1978.  To amend delivery period as indicated.  All other provisions remain the same.	
		<i>(See Authority and Letter of Commitment on Reverse)</i>	
		TOTAL:	
21. Mission Clearances		Date	Mission Clearances
22. Date of Original Issuance <b>September 30, 1977</b>		23. Date of this Issuance <b>June 15, 1978</b>	
24. For the Cooperating Country - The terms and conditions set forth herein are hereby agreed to:		25. For the Agency for International Development	
_____ SIGNATURE			
_____ DATE		For the Administrator	
_____ TITLE		_____ TITLE	