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PROGRAM REVIEW

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THE NATIONAL UNIVERSITY OF ZAIRE

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Review of the EFD Program at the National University of Zaire

A team of New York officers (RKD, JJM, JAP and LDS) visited Zaire the week of Monday, July 23, 1979 for the purpose of reviewing the present process of phasing out the EFD Program at UNAZA, with special reference to the program at the Faculty of Agriculture (IFA) at Yangambi. The group visited Yangambi and two members (RKD and JJM) had an opportunity after the conclusion of the formal review to discuss problems at UNAZA with the Prime Minister - see Appendix A.

The RF launched a cooperative program with UNAZA in 1972 to assist the University leaders in undertaking an ambitious program to reform the inherited University system into one relevant to the developmental needs of the country. From 1972 to 1978, approximately \$4.7 million was expended by the Foundation for field staff, visiting faculty, fellowships, field office budgets, and allocations to UNAZA. The last appropriation (78088) for \$650,000 was approved by the Board in December, 1978. At the present time, there are available approximately \$826,000 of unallocated funds from past appropriations and approximately \$115,000 of unexpended funds from past allocations.

Although substantial progress - particularly in relative terms - has been realized over this period of time, the EFD Program has been adversely affected by a combination of economic and political developments, beginning in 1975, which had serious implications for the viability of the Zaire economy and the stability of the political system. The combination of Zaire involvement in the Angolan War, the collapse of the price of copper from \$1.50 to \$.55 a pound plus the disastrous economic policies adopted by the government in rationalizing economic enterprises in the country and two invasions in Shaba created conditions which led to a serious reconsideration of the program by the

Foundation in 1978. These conditions are described at length in the March 8, 1978 Report, "National University of Zaire: Program Review."

The 1978 team review recommended a schedule for early and orderly termination of the cooperative program in the social sciences. It was estimated that this should be done over a two to three year period in order to maximize the returns from the Foundation's investment in the training of individual Zairian scholars and to assist them in reintegration into the teaching and research system in the National University. Very substantial progress had been made in the social science component of the program and a number of individuals had been trained through regular Foundation fellowships and staff development grants for professional upgrading. The schedule worked out by the review team in the spring of 1978 formed the basis of the recommendations made to the Trustees in December 1978. The recommended schedule for orderly termination has been adhered to and it is anticipated that that schedule will continue to provide the guidelines for the phase-out of the social science aspects of the cooperative program with the National University of Zaire. The phase-out process is described in detail with reference to each campus below.

The 1978 review team also confirmed a decision made somewhat earlier to phase out the small program in the health sciences. The Foundation had been prepared to assist the National Health Council, but for political reasons the Council never functioned.

The 1978 review team had gone to Zaire with the intention of deciding whether to continue the agricultural program in Yangambi for another three years or to bring it to a rapid termination. At the time Claes Linden had recently been appointed to the field staff on assignment as Director-General of IFA and Dean of the Faculty of Agriculture at Yangambi. Since it was hoped that the provision of strong leadership would have a positive impact on the program there, the review group decided to postpone any conclusive decision

one way or the other, but agreed to carefully follow the performance of the government in providing support for Yangambi and the leadership there in determining future program commitments.

Since the time of the 1978 review, there has been no improvement in the economic or political situation in Zaire. There have been two additional negative factors:

(1) The widening gap between the official and black market exchange rates and increasing inflation have drastically increased the cost of all activities carried out in Zaire. In order to relieve pressure on the field staff - and to discourage their relying upon the black market - the RF introduced special subsidies effective June 1, 1979 to cover the difference between the two exchange rates. Although only a rough estimate, HE believes that these subsidies may be in the neighborhood of \$20,000 per person per year.

(2) A number of Trustees have questioned whether the Foundation should be identified with or lend support to a regime which is viewed as a corrupt and repressive, which has engaged in human rights violations and mismanaged the economy so that the burden falls upon the poor and disadvantaged of the country.

The present assessment of the review group on the situation at Yangambi concluded that the gap between the current conditions and long-term potential continues to be enormous and possibly growing. There has been disappointment both with regard to IFA leadership and the level of government support for the program. Dr. Linden proved incapable of providing the leadership required at Yangambi and his appointment was terminated. Howard Elliott, the RF Representative in Zaire, agreed to serve as interim Director-General on a part-

time basis starting in November, 1978. HE has provided strong administrative direction, but he is not in a position to assume full-time responsibility as director-general. However, his interim service has been absolutely essential to even the minimal level of operations at Yangambi over the past year. Without his involvement, the situation there would have deteriorated much more severely than it has.

Government support in terms of budget allocations and a wide range of services has been similarly disappointing. The 1978 docket referred to government guarantees to increase the operational budget to an adequate level, to construct a new student dormitory, and to release \$860,000 of counterpart funds for expenditures at Yangambi. Although the operational budget was increased, it remains far from adequate. For various reasons the student dormitory has not been completed. Moreover the long-standing promises to provide counterpart funds have still not been realized, although the Prime Minister reiterated a commitment to provide these funds for Yangambi.

In spite of these difficulties, the review group concluded that it would be irresponsible for the Foundation to abandon its program precipitously at Yangambi. The students, assistants, and others there are desperately seeking assistance and look to the Foundation as almost the only basis for hope. The review group, therefore, advised the Rector that the Foundation would be prepared to provide one additional year of support to provide a transition in time that would permit the government to take the various actions required to make the program viable and to realize its potential for development. Such support is described in greater detail in the section on Yangambi below. It would include the provision for an expatriate Director General, assuming a suitable candidate could be identified, plus limited supplies and possible fellowships. The review team advised the Rector that it was

unlikely that the Foundation would be able to provide support beyond this period and they urged him to take advantage of this time period to mobilize domestic and external resources for Yangambi.

It is expected that the activities recommended by the review team can be supported within the present UNAZA appropriation.

KINSHASA CAMPUS

The Foundation's cooperative support is limited in Kinshasa at present to the Faculty of Economics. Substantial progress has been and continues to be made in staff development and limited success in faculty research. One full-time social science field staff member, Dr. Houssana Moussa, teaches the advanced students in the field of quantitative and mathematical economics, which had been identified as one of the priority areas for Foundation assistance. In addition, Dr. Moussa supervises the advanced students in their research for their "memoirs" required in their final year. Dr. Moussa will continue his teaching and research activities in the Economics Faculty for one additional year.

The Faculty had also identified agricultural economics as a priority area, and it had originally been anticipated that Dr. Howard Elliott would participate in the teaching and research activities in agricultural economics in the Economics Faculty. However, because of the priority needs for Dr. Elliott's services as acting Director General of IFA at Yangambi, he has not been able to participate in the Faculty. It is hoped, however, that during the next year, Dr. Elliott will be able to undertake his teaching and research work within the Economics Faculty as originally anticipated when his assignment was approved as a member of the Social Science field staff in Zaire. Dr. Elliott also continues as the Foundation's representative in Zaire.

The Faculty of Economics is now almost completely Zairianized. This Zairianization has been largely realized during the past seven years. However, a substantial number of the members of the Faculty have received UNAZA doctorates, and there is a continuing need for exposure in strong centers of economics

outside of Zaire for short periods of time for well organized programs of upgrading and further professionalization. It is this dimension of staff development which has been receiving and continues to require highest priority and has been identified by the Faculty leadership. In this the Foundation has been participating substantially, and over the final terminal period the Foundation would continue to make a contribution toward the upgrading of the quality of the existing staff and continue to provide fellowship opportunities for the outstanding members of the Faculty.

The Faculty, in the past, had a distinguished record of research and publication, with the current economic crisis in Zaire support for continued research, however, is very limited. Under the circumstances it had been anticipated and continues to be recommended that the Foundation provide very modest funds to support research of former fellows and individual members of the Faculty who have received upgrading support to enable them to become fully professionalized and to be engaged in research on development programs of Zaire. During the terminal one to two year phasing-out period of Foundation support to the Economics Faculty, the Foundation's activities will continue along the guidelines laid out in which heavy emphasis is given to staff development and modest support to those individuals who have been selected by the Foundation for research support to enable them to become fully integrated within their professional careers within the Faculty of Zaire.

LUMBUMBASHI CAMPUS

The Foundation's cooperative program at the Lumbumbashi Campus has been virtually completed and no Foundation staff member has been assigned to the Campus for some time. There are, however, several Zairois staff members who are still being trained under Foundation fellowships and some additional staff members who have been identified for Foundation support to enable them to

be exposed in courses and research methodology of a broadening nature while they are preparing for their UNAZA doctorates. It is anticipated that according to plan these activities will gradually come to a conclusion during the course of the next year.

KISANGANI CAMPUS

The Foundation support for activities on the Kisangani campuses have been focused on CRIDE (Center for Interdisciplinary Research in Educational Development). One social science field staff member, Dr. William Osby, is currently assigned to CRIDE and at the time of the 1978 program review he agreed to continue through 1980 and possibly 1981. It is anticipated that support for CRIDE will continue on schedule. CRIDE, which was organized only in 1973, has attracted support from the Rockefeller and Ford Foundations, some support from West German agencies, and is currently attracting the attention of the International Development Research Centre of Canada. CRIDE, through a combination of postgraduate fellows from Rockefeller and Ford Foundations, some institutional support and technical assistance, has developed into an institute with research capacity to undertake interdisciplinary research support to enable it to undertake more rational policies in the future. 1979 and 1980 are particularly crucial years for CRIDE as it seeks to establish itself as a significant regional center and as the individuals who have received training abroad return to the Institute and become incorporated into its professional staff.

During the first five years, the Foundation's support to CRIDE has focused on staff development. During the next one to two years the individuals who have been trained with Foundation and other support will be returning to the Institute, and it had been recommended that the Foundation's efforts be focused

on the continuing provisions of technical assistance through Dr. Osby and very modest research support to enable the individuals to become fully engaged and to make the maximum use of their professional training. Dr. Osby is one of the scientific directors of the Institute, and currently has five assistants working on their UNAZA doctorates under his direction.

A major objective of CRIDE is to engage in educational research with the long-term objective of making this research part of the general context of development of educational policy in Zaire. In order to undertake the teaching and research necessary to achieve this objective, it was first necessary to develop a competent staff of Zairian researchers and to engage in some basic institution building. This part of the overall strategy has now largely been completed. It is the final culmination of this strategy which is a first order of priority during the next one to two years.

As a part of the strategy in focusing on the development policy issues for education in the future, CRIDE, with IDRC and Ford Foundation support is organizing a major conference to be held in February of 1980. At that time CRIDE will bring together researchers and principal individuals from relevant Zaire ministries to discuss past and present CRIDE research and policy recommendations and to develop the research agenda for the future as seen both by the relevant policy-making individuals in the ministries and by the CRIDE researchers. Dr. Osby will play a very key role in working with Dr. Abemba, Director of CRIDE, in the development of the agenda for the conference.

The primary objective of the next one to two years remains the task of consolidating research program and infrastructure of CRIDE as a prerequisite of the longer term objectives of achieving collaborative linkages in the government of Zaire and offering a regional center of strength. CRIDE essentially started from scratch five years ago and its considerable achievement thus far has been appropriately related to staff development. This is now largely achieved.

The next phase will be the application of these human resources to the critical problems of educational development in Zaire, and it is in this area that continued support for field research is crucial, otherwise one abandons at a critical juncture the individuals who have received their training with Foundation support. Continued Foundation support is essential for the realization of the original goals sought.

As with any institute, senior leadership is an essential element. Dr. Abemba Bulaimu has proved to be an able and dedicated director and his appointment continues. He will be joined by Dr. Chizungu who has just completed his Ph.D. at Stanford University under Foundation fellowship. Dr. Chizungu, as anticipated, will be appointed Deputy Director of the Institute. They will be supported by Prof. Benoit Verhaegen and Dr. William Osby (RF Social Science field staff) in the scientific direction of the CRIDE program. It is anticipated that Dr. Verghaegen will be spending more of his time in the Belgium during the course of the next two to three years, and gradually phase out of his senior leadership. As indicated earlier, it was anticipated in 1978 that Dr. Osby would continue to provide scientific direction within CRIDE through 1980. The development of the staff for CRIDE has largely been accomplished, and during the period of orderly termination it is essential that the Foundation provide modest support for research to allow the returning staff to be fully integrated into the research program

YANGAMBI CAMPUS

The agriculture of Zaire is failing to meet the basic food requirements of its people. With a population growth rate of 2.5% and heavy migration to urban centers, the probability that agricultural growth can satisfy food needs in the immediate future appears grim. It is said that even the level of export of coffee, cocoa, and oil palm has declined. Prices for food commodities have skyrocketed, increasing 10 and even 20 times their 1974 values. Food imports, especially U.S. Title II (P.L. 480), including large quantities of wheat and rice, while alleviating part of the food deficit, have been the illegal source of extraordinary benefits for selected merchants, who are either officials themselves or in the inner circle of the government.

There is deterioration in the infrastructure upon which food production, marketing and distribution depend. Roads are non-existent or impassable in the rural areas. The review team was unable to detect any national agricultural policy as such. Although it did not visit with the Minister of Agriculture who was out of Kinshasa on this trip, everything confirmed earlier impressions of the absence of a national plan or strategy to raise food production and to get products to market.

The research system is weak and incapable of developing the technical base on which agriculture must be built. The main research situation of INERA at Yangambi is woefully inadequate in technical competence and funding. While the research network in Zaire is extensive on paper, covering most regions with some 23 stations, the poor condition of the Central Station at Yangambi makes one wonder at the effectiveness of the system.

The dependence of Zaire on food imports is astonishing. Meats, canned products, fruits, sugar and cereals are the principal items of import.

Bread consumption is growing, although the country produces practically no wheat.

Agriculture cannot be viewed separately in an analysis of the Zairian economy. The mineral wealth of Zaire has been the mainstay of the economy. However, world market prices have seriously declined and the extraction level fell due to the recent Shaba conflict. This situation, coupled with a long series of other problems, has given rise to a crippling inflation and an unrealistic value of the Zaire. The official rate of exchange is pegged at 1.51 Z per dollar, compared to the black market net of 6.5 Z or higher to the dollar.

Travelling from Kinshasa to Yangambi is an interesting experience. The trip cannot be made by surface. The trip by boat up the Zaire river takes 6 to 10 days. The review team traveled by air to Kisangani and then by road from Kisangani to Yangambi. Actually, the trip connections and transportation facilities worked out well considering that air connections are unpredictable, overcrowded and infrequent. From Kinshasa to Kisingani takes about 1 3/4 hours on commercial jet. Travelling by landrover from Kisingani to Yangambi, the trip requires a little over two hours. The road parallels the Zaire river and passes through typical high rainfall-type vegetation of the tropics. The subsistence agriculture is based on slash and burn methods with cassave (manioc) being the principal staple crop. One sees no cattle but numerous goats are kept by the people as well as chickens and ducks. Occasionally pigs are seen but not among the villagers.

The team arrived at Yangambi on Wednesday afternoon and before dinner made a quick tour of the school and INERA facilities. All day Thursday was spent in Yangambi and the team departed on Friday morning, retracing their steps by road to Kisingani and by plane back to Kinshasa.

Comments are addressed to the following topics:

1. Facilities (the physical plant)
2. Staff
3. Students
4. Study programs
5. Research programs
6. Potential
7. Constraints - communication
8. Conclusions

(1) Facilities. Most of the buildings were constructed 25-30 years ago. Some "newer" houses were built about 20 years ago. The agriculture school has a main class and laboratory building, which is quite large and in fair condition. A plant science building of smaller dimension includes plant genetics, entomology and pathology. It and several small buildings, including green and screen houses are in bad repair. An inadequate library is located in one end of the crops building. There are a student cafeteria, a service center and miscellaneous buildings. There are no dormitory facilities and the skeleton of one stands unfinished. There are quite a lot of staff houses, since the present school was a part of the Belgian research center. Many of the houses have deteriorated badly and would require extensive refurbishing to reestablish and improve their condition.

One of the serious problems of the campus is the lack of adequate electric supply. Generators provided by the RF are the only source of electric power. Because of limited fuel supply, the generators operate only from 6 P.M. to 11 P.M. The school generators provide the only source of current to INERA. Under such conditions, there are severe limitations in the nature of many activities, such as research.

The water supply represents an additional problem. There is plenty of water but the pump to fill the pressure tank does not work, so small tanks on the roofs are filled by hand pumping. This is not an impossible situation but a constant nuisance.

There is no telephone but the school does have radio connection with Kisangani. Medical services are provided by Kisangani on a two-week rotational basis, but a continuous and more complete health service is required. The young doctor who was on duty during our visit was pleasant, and his patients include students, workers and nearby villagers. Malaria is prevalent in the area, as are intestinal infections, venereal disease, malnutrition and skin infections.

(2) Staff. Although there were 30 or more expatriate staff a few years ago, there are none left - the last to leave is a Haitian. Three Hungarians are said to be expected this year. There are six full-time Zairian staff, a number of visiting professors from Kisangani and Kinshasa. There are three Zairians in the administration and 14-15 teaching assistants. The team met with each group; i.e., the professors, the administrators, the teaching assistants and student representatives. The teaching assistants were particularly impressive. They seemed an intelligent and enthusiastic group, genuinely dedicated to the institution. Rather than the usual negative complaints, they expressed optimism and a desire to continue to be associated with Yangambi. The student representatives were articulate and expressed their intense hope that the RF would provide a director. Contrary to what one might expect, the students and teaching assistants were unanimous in their expression of interest in Foundation involvement at the school. That opinion was not as strongly expressed by the professors and administrators. There is no doubt that Howard Elliott is well accepted by all groups.

Cooperation between staff at the school and INERA is not as good as it might be.

(3) Students. The student body is about 160 in number, representing the last three years of a 5 year agricultural curriculum. They come from all over the country and they appear not unlike a student body anywhere. Considering their isolation and rather minimum living conditions, it is a wonder there is not wholesale abandonment of study. Rather they appear determined. Some recent unrest was the result of frustrations arising out of neglect and a student feeling of unfair treatment at the hands of the professors. But the situation is now calm and the term is over.

(4) Study Programs. Although the intention is to have programs in most of the agricultural science areas, they have had to narrow their offerings considerably because of the limitation in teaching staff. Currently the study programs include soils, food science, plant breeding, plant pathology and entomology. Their staff development program is an important consideration. There are now 14 scholars studying abroad. Six of them should terminate this year, although no one was optimistic about luring them back to Yangambi. On the other hand, there was general agreement that these and other persons would return if there were an improvement in the amenities and conditions of employment. Yangambi as a location does not seem to be an issue.

English preparation is a problem. There is no opportunity to learn English at Yangambi, although candidates can take English in Kinshasa. The review team suggests that the language requirement be relaxed. Assuming that ways can be found to attract students back after studies abroad, the team suggests:

1. Consideration be given to M.S. training at African institutions.

2. Offering research experience at IITA and other centers.
3. Permitting study posts in Europe.

(5) Research Programs. There is a desire for and recognition of the need for conducting research. However, research funds and programs are minimal. There is a wealth of opportunity for anyone interested in almost any aspect of agricultural research, particularly the problem of sustained agricultural productivity on the tropical soils of the country. Agriculture is primitive, power for farming is limited, and there are not even draft animals. Soils in the area are very ^{acid} ~~arid~~, high in iron and aluminum, low in phosphorous. The contrast between how little is being done and what could and should be done is depressing.

(6) Potential. The Agricultural School at Yangambi could become one of the world's important tropical agriculture schools. The ecological setting is appropriate and it has the nucleus of some of the important facilities. Land area is no problem. The need for such a school in Zaire is unquestionable, and it could serve a large part of central Africa.

The goal for the development of the Yangambi School of Agriculture should be no less than to establish a first rate College of Tropical Agriculture.

To achieve such a goal would require:

- a) a comprehensive development plan for the physical plant,
- b) a complete review of the teaching and education programs, and
- c) considerable external assistance in staff training and funding.

Unless there is a substantial investment over the next few years, not only will there be further deterioration of the physical plant but a complete demoralization of staff.

(7) Constraints. Most of the difficulties could be overcome, but at present Yangambi has a number of unresolved questions which must be addressed by Zairian officials. The most serious constraint is the failure of government support for agricultural research and training. Until decisive steps are taken by government - related not only to the specific issue of Yangambi but to the political-economic situation generally - it will be impossible to obtain the external assistance necessary for Yangambi's improvement. Most other problems stem from that question.

The immediate problems relate to infrastructure, working and living conditions. Communications with Kisangani are particularly disturbing. There is no public transportation system and the roads are poor. If positive steps were taken to improve these conditions, it should not be difficult to attract Zairian staff to Yangambi.

(8) Conclusions. Most analysis and discussions of Zaire by interested external observers seem to come to the same inconclusive result. There are positive reasons for continuing an interest in the country among which are: 1) the natural potential for development in terms of land, water, climate minerals, 2) Zaire's political importance in the context of middle and southern Africa, 3) its present, political bias toward the West.

In addition, there are moral reasons for providing assistance, such as: 1) population growth is leading to unemployment, food shortages and urban problems, 2) as an emerging nation Zaire needs time to train its people to assume the many responsibilities now thrust upon them.

As many persons point out, there are discouraging aspects of Zaire, such as: 1) corruption in government at all levels, 2) an unstable economic system based on a few export commodities, 3) fiscal instability exemplified by high inflation rate, over-valued currency and large

external debt, and 4) the scarcity of capable people with whom one can work.

Although the specific situation at Yangambi is depressing - it is not hopeless. The review team concluded that:

1. the RF should not withdraw abruptly from Yangambi, given the present dependence of the staff and students upon continued support and the school's long-range potential for contributing natural development.
2. the RF should emphasize that it is absolutely essential that the government assume responsibility for overcoming the deficiencies and negative factors operating against the development of the UNAZA program at Yangambi.
3. the RF should attempt to provide a Director General for the coming academic year, approximately October 1979 to September 1980.
4. the RF should limit its expenditures within Zaire, but be prepared for the coming year to make foreign purchases of chemicals and other teaching supplies and a truck, as well as providing fellowships for foreign training and study. The Foundation representative should discuss with Zaire officials a formula by which local currency will be made available for domestic expenditures at Yangambi in proportion to the Foundation's external purchases for the Yangambi program.
5. the RF should be prepared to participate in multilateral discussions to be arranged by UNAZA for the purpose of seeking external support for Yangambi.

Meeting with the Prime Minister of Zaire

Monday morning, July 30, JJM and RKD met for about forty-five minutes with the Prime Minister of Zaire. Also present was the Minister of State for Higher Education, and a Zairois diplomat who served as interpreter.

During the course of the meeting in which they expressed appreciation for the opportunity of meeting with him, the Prime Minister covered a number of points of interest. He indicated that there would be a meeting in August to deal globally with the overall problem of UNAZA. It is anticipated that the government will work out an arrangement which would create UNAZA as an autonomous institution separate and apart from the civil service. This would enable UNAZA to operate its own budget with an approved annual budget separate from the civil service, but subject to Parliament. The Prime Minister also added that the budget would soon be approved by Parliament and that the funds would be paid to UNAZA. In the future, this would require UNAZA to make known its budgetary requirements two to three months in advance of each year.

Moving to some of the problems specifically related to IFA of Yangambi, he said that he understood the problems and the government was determined to deal with them. He indicated that arrangements would be made to insure a payment of the counterpart funds which had been agreed to. He also said he understood the problems of electricity and water and transport, and they would work through a democratic process of Parliament to deal with them. IFA, as part of UNAZA, would have regular budgetary payments, and they would have the means to deal with the infrastructural problems. With respect to diesel and gasoline, the Prime Minister read a letter which indicated that committees were being set up in the interior; the one in the area of Yangambi was specifically ordered to make available to IFA on a regular basis, a particular amount of fuel.

The Prime Minister went on to say that Zaire has been and continues to be in a period of serious crisis with which the government is determined to deal. He pointed out that the crisis was not only economic but moral, but the government is determined to deal with all aspects of the crisis. In the past the government has not had an adequate policy for UNAZA, however, they are now establishing a new policy which will give the University greater autonomy and flexibility.

With respect to the problems of the unrealistic exchange rate, the Prime Minister recognized the problem, said it was a global one, and it would not be possible to make an exception for the Foundation. However, he went on to say that the government is aware of the problem and discussions are continuing.

All of this, was within the context of the opening statement of the Prime Minister in which he said that Zaire was moving in the direction of obtaining a more democratic control of the government of the country and that they were determined to achieve a democratic system. He said that in the past there was no real control over the government. They are now determined to achieve a democratic system with Parliament. He then went on to indicate that he and the Minister of Higher Education had been leaders in the past Parliament and now in government, they are determined to work within the system which they had demanded be created.