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DRC FOOD PRODUCTION, PROCESSING AND MARKETING ACTIVITY (FPPM)

PROCUREMENT PLAN

JULY 2011

This publication was produced for review by the United States Agency for International Development. It was prepared by DAI.

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PROCUREMENT PLAN

Program Title:	**DRC Food Production, Processing and Marketing Activity (FPPM)**
Sponsoring USAID Office:	**USAID/Democratic Republic of Congo**
Contract Number:	**AID-623-C-11-00008**
Contractor:	**DAI**
Date of Publication:	**July 2011**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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PROCUREMENT PLAN

The procurement plan aims to balance the short terms needs of the project with the long-term value of products and to strategically use the local procurement waiver and the risk involved in hand carrying equipment. This plan aims to have the basic equipment and office set-up for operations complete within 6 months of the signed contract while at the same time meeting short term computer requirements.

BASIC PRINCIPLES OF PROCUREMENT

The Federal Government and USAID require DAI to follow several basic principles when conducting procurement. Key concepts are introduced below and expanded throughout the document.

If a project purchases goods and services and does not follow sound procurement procedures and adequately document the procurement files, those costs may be disallowed during the life of the project or several years later during an audit. It is essential that projects take the time to follow these procedures correctly, no matter the urgency of the procurement.

The following sources will be applicable when conducting project procurement.

a. The Federal Acquisition Regulations (FAR) generally requires the competitive bidding process to be as competitive as possible within the objectives and needs of the contract.
b. The Agency for International Development Acquisition Regulations (AIDAR) defines the special USAID requirements regarding Geographic Code (Source, Origin, Nationality), Restricted Goods, and Local Procurement. Several other AIDAR clauses not identified here outline regulations regarding procurement, waivers and additional governing documents.
c. Code of Federal Regulations (CFR) is the codification of the general and permanent rules published in the Federal Register by the executive departments and agencies of the Federal Government. It is divided into 50 titles that represent broad areas subject to Federal regulation. The most commonly used one for our purposes is 22 CFR 228 (Rules on Source, Origin and Nationality, For Commodities and services financed by USAID) and includes such important references as Description of Geo Codes; Long term leases; Local procurement regulations; Nationality Waivers.
d. USAID-FPPM Project Contract cites relevant FAR, AIDAR and CFR regulations that pertain to procurement under USAID-FPPM. In addition, there may be additional regulations that need to be followed not covered in these regulations but cited within the contract.
e. DAI Corporate Operations Manual identifies procurement principles that must be adhered to within the home office.
f. FPPM Field Operations Manual identifies procurement principles that must be adhered to within the field office.

BASIC PROCUREMENT POLICIES

Projects procuring directly in the field shall follow all applicable federal government regulations, when the project is funded by the United States Government, including United States Agency for International Development (USAID) funded projects. The Federal Acquisitions Regulations (FAR) generally require the competitive bidding process to be as competitive as possible within the objectives and needs of the contract.

a. DAI has zero tolerance for unethical procurement practices, including but not limited to:

   i. Conflict of Interest (or the appearance of) - A conflict of interest is a situation in which a person has a private or personal interest sufficient to appear to influence the objective exercise of his or her official duties.

   ii. Collusion (or the appearance of) - A secret agreement between two or more parties for a fraudulent, illegal, or deceitful purpose.

   iii. Kickbacks or Bribes - A kickback or a bribe, is a payment of money, favors, or some other valuable to another individual to perform a certain desired action or to make an important decision in the kickbacker's favor.

   iv. Fraud - A deception made for personal gain.

   v. Providing Unfair Competitive Advantage - Providing procurement sensitive information to an organization or individual. Procurement Sensitive Information is confidential or proprietary nonpublic information that could be advantageous to a potential bidder in structuring their cost and/or technical proposal. This includes internal price estimates, source selection information and contractor bid or proposal information.

b. Projects shall strive to solicit and review a minimum of three acceptable bids/proposals. This may mean in some cases the project will have to solicit more than three bidders to get three acceptable bids/proposals. If three acceptable bids are not available, the effort to obtain these bids and the subsequent results should be documented.

c. Projects shall ensure that all vendors are screened through required restricted parties lists and that DAI does not do business with organizations/vendors showing up on the restricted parties lists.

d. Projects shall provide justifications for all “other than full and open competition” procurement in TAMIS, providing sufficient information to document competition and justify selection, regardless of value.

   vi. Projects shall ensure that all competition and negotiation information is documented and shall provide said information to the DAI/W Contracts Administrator when consent is required.

   vii. Projects shall ensure, to the maximum extent possible, that all recurring procurements that annually equal $3000 or more are done under a Blanket Purchase Agreement (BPA) or Vendor Ordering Agreement.

e. These agreements shall be recompeted on a regular basis, so the project is purchasing based on current and competitive rates.

   i. Goods with no agreement must be re-competed at a minimum of every six months or when prices substantially increase (in excess of inflation).

   ii. Services with no agreement must be evaluated no less than every 12 months or when prices substantial increase (in excess of inflation).

iii. The total value of a BPA shall not exceed the simplified acquisition threshold ($150,000) or be used to issue reimbursement type task orders against it.

f. Projects shall comply with local procurement regulations. For USAID funded projects, when authorized to use the $5 million local procurement waiver, projects shall track local procurement to ensure that the aggregate amount of commodities and services relying on this waiver per USAID issued award does not exceed $5 million. Local procurement costs which fall under this waiver will be segregated from the procurement of required commodities and services which can only be obtained locally and construction-related procurements.

g. Projects shall not artificially "split" purchases in an attempt to avoid DAI/W and client Contracting Officer approvals. This represents a significant risk and is an unsound business practice. Each procurement as defined as a separate transaction under the following conditions:

   i. The procurement is not part of a larger known requirement, and not artificially limited to a dollar threshold to avoid DAI/W or client approval.

   ii. Each procurement is for a discrete scope of work with independent requirements.

   iii. The procurement does not anticipate additional work in the future.

h. The rationale for the size of the procurement is clearly documented.

   i. Given the above, there is no concern about or need to aggregate dollar amounts for transactions with a single vendor or organization and then seeking client approval (often consent to subcontract) based on the cumulative amount.

i. Projects shall ensure that necessary USAID approval is obtained for the following:

   i. Before purchase of all restricted goods.

   ii. Before purchase of any good or service that does not meet the contracts geographic code requirements.

   iii. Before issuance of any fixed price subcontract/purchase order over $150,000 (or the simplified acquisition threshold), per transaction.

   iv. Before issuance of any cost-reimbursable (includes Time and Materials (T&M), fixed unit price, loaded labor rate) subcontract/purchase order, regardless of value.

j. For USAID funded projects, projects shall ensure that the USAID Office of Information Resources Management (IRM) approval is sought and received when total estimated procurement of IT hardware, software and services is going to exceed $100,000 in value, per solution. This includes all procurement for the project, as well as for individual project beneficiaries.

k. DAI shall always sign subcontracts after the subcontractor, in order to ensure no changes have been made and to officially execute the subcontract. Purchase orders can be signed by DAI first.

l. Projects shall ensure adequate separation of duties in the procurement process:

   i. The project staff approving a requisition shall be separate from the project staff submitting a requisition.

   ii. The project staff approving/signing a purchase order shall be different from the project staff who conducted the procurement process.

iii. The project staff procuring a good shall be different from the project staff who receives the good. A best practice is to have multiple people present for collection or delivery of a good.

m. Projects shall ensure that records are kept in accordance with financial management and record management procedures.

DRC/CONTRACT ISSUES FOR CONSIDERATION IN PROCUREMENT ANALYSIS

a. Customs Delays:

i. The estimated customs wait time is four months.

b. A Large Quantity of Equipment:

i. With a large quantity of each item, extensive sourcing is required.

c. Heavy Equipment:

i. The project has four offices, each requiring heavy equipment such as printers and power back-up.

ii. The limited number of DAI staff travelling from the US to DRC to carry equipment.

d. Geographic Code Requirements:

i. The FPPM contract requires the use of the 000 Code. This code means that the project can only purchase commodities from the United States and any associated sovereignty, including commonwealths, territories, and possessions.

ii. On November 24, 2010, the USAID Administrator approved a blanket waiver permitting the local purchase of commodities and services without a waiver when the total procurement element does not exceed $5 million. This blanket waiver effectively establishes (per USAID award) a single $5 million threshold for local procurement of goods and services. This waiver allows:

- up to $5 million of commodities of U.S. origin from local suppliers; OR
- up to $5 million of commodities of geographic code 935 origin from local suppliers; OR
- up to $5 million of professional services contracts from local suppliers; OR
- any combination of these commodities and professional services not to exceed $5 million.

Essentially, this means that **the first $5 million** of commodities and services procured locally do not require any waivers from USAID provided they are not purchased from or manufactured in the foreign policy restricted companies. **Once the project exceeds a cumulative dollar value of $5 million it must observe the thresholds established in ADS Chapter 311.**

Due to the high dollar value required for technical implementation, the use of local procurement of items used in project assistance must be done strategically.

e. Cost of Local Goods:

i. There is a significant cost increase between goods (IT equipment and vehicles) purchased in the US verses goods purchased in the DRC.

f. Security of Hand-Carried Material:

i. The items hand carried into the DRC by DAI staff are not insured at value. The greater the value of the items checked-in at the airport the greater the risk to the project.

PROCUREMENT SCHEDULE FOR PROGRAM ASSISTANCE PROCUREMENT

1ST AND 2ND MONTHS AFTER CONTRACT SIGNING

The following items were purchased in the Home Office for hand carry with start-up team, with specifics:

- 13 Laptops for COP and key staff members & required software
- 3 GPS units for technical reconnaissance
- 2 Portable Printers
- 2 Camera kits for technical reconnaissance
- Portable server for temporary office

TABLE 1: US PROCUREMENT – 1ST AND 2ND MONTHS AFTER CONTRACT SIGNING

ITEM SPECIFICATIONS	QUANTITY
Laptop Computer	13
Battery	0
Surge Suppressor	15
MemoryStick	13
Case	13
ExternalHDD	5
Security Lock	13
Computer Ready Camera	3
Camera Kit	3
Camera Memory	3
Firewall Appliance	1
2 Year Comprehensive Security suite for NSA240	2
Firewall Monitoring Service	60
Wireless Access Point	1
Cabling Firewall - Server	1
Cabling Firewall - iLO	1

ITEM SPECIFICATIONS	QUANTITY
Cabling Firewall - Access Point	1
Cabling Firewall - ISP	1
Cabling Firewall - VoIP	1
Cabling Firewall - IP Phone	1
Cabling Firewall - Computers/ Printers	4
Transportation Case	1
Integrated IP/PBX Solution	1
Server Operating System	1
AV License	1

3RD AND 4TH MONTHS AFTER CONTRACT SIGNING

Local Procurement: All office equipment is to be purchased in Kinshasa and sent out to the field offices.

Release RFQ for furniture and necessities for all offices.

TABLE 2: PROCUREMENT – 3RD AND 4TH MONTHS AFTER CONTRACT SIGNING

ITEM SPECIFICATIONS	QUANTITY
Desks	40
Desk Chairs	40
Guest Chairs	40
Filing Cabinets	40
Bookshelves	40
Meeting Room Sm Table	5
Meeting Room Chairs	20
Meeting Room Lg Table	4
Meeting Room Chairs	24
Safe	3
AC units (18,000 BTU)	7
Generator 20K	3

ITEM SPECIFICATIONS	QUANTITY
Split Level AC Unit	4

Release RFQ for monitors, keyboards and power back-up for desktops ordered in the US:

ITEM SPECIFICATIONS	QUANTITY
Monitor	29
Keyboards – French	29
UPS	29

Procurement from US: Order remaining desktops and required software, send out with DAI staff

ITEM SPECIFICATIONS	QUANTITY	
Desktop PC – Minitower	29	10
DVD Burner	3	0

Order Servers/ telephony/ Power Support/ Printers from US and begin shipment

ITEM	QTY YR 1-3	YEAR 4-5
HARDWARE		
Office Servers (File/Print/Active Directory/Antivirus/Lotus Notes services)		
Generation 6 Server	3	1
Power	3	1
Cooling	3	1
Controller Battery	3	3
Storage	15	8
Management	3	0
Tape Controller	3	1
Backup	3	3

ITEM	QTY YR 1-3	YEAR 4-5
Backup Media	3	3
Monitor	3	0
Rack Mounting Kit	3	0
Power support		
True Online UPS	3	0
UPS Battery	3	3
UPS Connect Card	3	0
UPS Environmental Monitoring probe	3	0
UPS cables and accessories	15	0
UPS cables and accessories	6	0
Inverter	3	0
Power Distribution	3	0
Remote display	3	0
Remote power control	3	0
Batteries	12	12
Battery Monitor	3	0
Digital Imaging		
Ink Jet Printer	2	0
Network Color Printer	3	1
Multi Function Network Printer	1	0
Standard MF Network Printer	2	1
Printer Cartridge MF Big Printer	2	0
Printer Cartridge MF Standard Printer	4	0
Printer Cartridge Color	6	0
Printer Cartridge Color	6	0

ITEM	QTY YR 1-3	YEAR 4-5
Printer Cartridge Color	6	0
Printer Cartridge Color	6	0
Printer Cartridge Ink Jet	8	0
Printer Cartridge Ink Jet	8	0
Network Camera	3	0
LCD Projector	3	0
Projector screen	3	0
ProjectorBulb	3	0
Security Lock	3	0
Firewall Appliance main office	1	0
Firewall Appliance field office	2	1
Network Cabling Main Office	1	0
Network Cabling Field Office	2	0
Network Sw. main/field off.	1	0
Network Sw. main/field off.	2	1
Network Sw.field off.	1	0
KVM Switch	3	0
KVM Cables	3	0
KVM Cables	3	0
RACK 42U	3	0
Side Panels For 42U	3	0
Rack Light Kit	3	0
Rack grounding kit	3	0
Cable Management "D" Ring (10 pack)	3	0
Hook and Loop Strips	3	0

ITEM	QTY YR 1-3	YEAR 4-5
Rack Drawer	3	0
Fan Kit	3	0
PDU	3	0
PDU	3	0
Patch Panel	1	0
Patch Panel	2	0
Cable management	1	0
Cable Management	2	0
Cabling	30	0
Cabling	15	0
Cabling	18	0
Cabling	30	0
Cabling	15	0
Cabling accessories	3	0
Tools	3	0
IP PBX	3	0
Cable	3	0
Hard drives	3	0
ILO license	3	0
Rack Mounting Kit	3	0
Warranty	3	0
Main Office Asterisk 729 codec license	6	0
First Office Asterisk 729 codec license	3	0
Second Office Asterisk 729 codec license	3	0
Skype Conference	3	0
Phone	38	0

ITEM	QTY YR 1-3	YEAR 4-5
Main Phone	3	0
Manager Phone	3	0
phone console	1	0
Simple Phone	3	0
Phone power supply	20	0
Power adapter kit	20	0
Conferencing phone	3	0
External mic	3	0
GSM Gateway	4	0

Purchase seven vehicles in most compliant and cost effective way. This will be decided once sourcing is complete.

PROCUREMENT SCHEDULE FOR TECHNICAL IMPLEMENTATION PROCUREMENT

In this section, we present cost assumptions for our project activities, which we have bundled into three groups:

1. Highly specific functional activities, which will be supported through the local subcontracting of services (subtotal equals $1.06 million)
2. Broader capacity-building activities, also supported by local subcontracting (subtotal equals $3.58 million), and
3. A range of risk-mitigating, incentivizing grant activities that encourage local investments in appropriate technology and practices for production, processing and marketing (subtotal equals $1 million).

The last two categories comprise the resources for FPPM's **Technology Innovation and Partnership Fund** (totaling $4.58 million).

GROUP 1: FUNCTIONAL ACTIVITIES (SUBCONTRACTING)

Rapid Assessments ([redacted]).

During the first quarter of the project, DAI will conduct a series of rapid assessments, designed to map out specific productivity, processing, marketing, and capacity constraints and appraisals opportunities in the major crops, help recalibrate the project monitoring and evaluation baseline, and provide data for a series of regional value chain workshops. Most of the costs associated with the assessment are labor and field work costs, but [redacted] has been set aside to involve stakeholders in the assessment process to start building local capacities and interests in the supply chain activities.

National and Localized Commodity/Value Chain Workshops [redacted]

DAI proposes to hold a series of workshops around the Kinshasa marketshed, involving key stakeholders from the provinces to validate and/or refine assessment findings. The workshops—designed to promote information exchanges and collaboration around "farm to market" chains of food commodities—will lay the foundation for commodity action plans conceived and implemented at the *territoire* level, also using the workshop format. Both types of workshops will involve on average 20 participants including project staff (15-20 invitees and 2-5 project personnel) and cost between [redacted] depending on duration and location and the degree to which overnight travel is involved.

Village Savings and Loan (VSLA) Program [redacted]

The VSLA methodology, based on small mandatory savings groups (20-25 members) has proven its ability to offer a viable and rapidly scalable financial services mechanism that can mobilize savings and offer short-term credit in isolated rural areas with very poor populations where there are few alternatives. DAI will launch this effort in the third quarter of the project. DAI will focus on building the capacities of our local implementing partners during the first three years of FPPM to allow them to set up a basic core network of VSLAs and garner important experience. DAI will organize three Training of Trainers sessions in VSLA methodology over the first two years, training a core group of 120 VSLA supervisors split between the Bas Congo and Bandundu. Then beginning in year three, DAI will support a master trainer effort to develop a core of 6 to 8 master trainers drawn from experienced supervisors to enable Implementing Partners to scale up their networks. Annual costs run around [redacted] during the first year and [redacted] in the second. Participating organizations will be required to cost-share half of the salary costs of VSLA supervisors. In the third year, the costs consist of a study tour and a master trainer class for the six best VSLA supervisors. Associated costs will run around [redacted] for the tour and training kits.

Baseline Survey [redacted]

DAI proposes to undertake the baseline survey with a sample of about 2000 households in 500 sites throughout the project area. Survey design, supervision, and analysis costs are incorporated in the labor and operating costs of our core staff and consultants. This sub-line item is intended to support the costs of training enumerators, equipping them with forms and materials, and the costs of their execution of the baseline survey. DAI expects to use 25 people over 20 days at an average monthly stipend of [redacted]. Travel and overnight costs will average [redacted], but not all days will require overnight travel. Total baseline survey cost will run around [redacted]. We anticipate doing a baseline survey in the first year of the project and mid-term survey in the third year.

Primary Seed Multiplication [redacted]

DAI will use a cascade approach to seed multiplication, designed to push out quality germplasm (plant material) for seed multiplication to the secondary and community levels. FPPM will purchase the foundation seed from the INERA, the sole authorized seller of such seed, and distribute it select primary and secondary seed multipliers, who in turn will supply Farmer Field Schools (FFSs) for quality seed bulking in FFS group fields. Through demonstrations and trainings, the FFSs will then help support the establishment of seed multiplication at the community levels to lift average yield levels. Primary seed multiplication ensures that there will be annual pulses of disease-free, vigorous seed to sustain the penetration of higher yielding, locally adapted varieties to smallholder farmers. This expenditure primes the pump for the establishment of market-driven seed multiplication from the very first year of the project. Average annual costs—running between [redacted]—cover the seed requirements of 80 Farmer Field Schools serving 2,000 households; but the multiplier effects are such that the seed

multiplication program will have served 320 Farmer Field Schools and 30,000 households by the fifth year.

FPPM Facilitators [redacted]

Facilitators are individual consultants residing already in the implementation sites who will provide supporting training, demonstration, and extension supervision to FFSs, SMEs, and implementing partners in the portions of the FPPM project area where access is very difficult and travel times are too great in the growing season to rely solely on FPPM staff. Thirty facilitators will receive a bicycle and a stipend of [redacted] a month—depending on their skill level—in exchange for their work.

GROUP 2: BROADER CAPACITY BUILDING ACTIVITIES (SUBCONTRACTING)

We will use pay-on delivery subcontracts that will help shift local organizations from a grant-seeking mindset to one of supplying goods and services to clients. We have already done an assessment of local institutional capacities, and have found three that could participate in an IQC arrangement with well defined task orders. DAI anticipates:

Activities Involving the Organization of FFSs, technology demonstration and extension, and production-support [redacted]

In Bas Congo and Kinshasa, likely subcontractors include BDD- Matadi, CRAFOD, and BDD- Kisantu, performing work under task orders ranging in size from [redacted]. In Bandundu the task orders will be smaller in keeping with subcontractor capacity, not expected to exceed [redacted]. Outside of these, a subcontract will be explored with CIAT to provide technology content, demonstration, and scale up services for its integrated crop and soil fertility management throughout the three provinces.

Activities Involving Local Processing, Marketing, and Market Linkage Activities, including PPPs and Cascade Training in Business Skills [redacted]

Subcontractors include those named above, as well as firms engaged in processing and marketing along FPPM-assisted value chains, In addition, a subcontract will be framed for INADES to support continued training in business skills.

GROUP 3: GRANT MAKING ACTIVITIES

Grants ($1 million)

We will use grants in three ways to encourage and promote the steady use of new technologies and ways of conducting business.

Innovation Grants will be used to provide support for new on-farm production, village and town processing, and transport trials and market tests to demonstrate the technical and commercial feasibility of technologies and processes that are not yet well established in the DRC. A portion of these grants will be set aside to address farm to-village transport modes and access road maintenance.

TABLE 3: ILLUSTRATIVE TECHNOLOGY INNOVATION AND PARTNER (TIP) FUND MECHANISMS

PURPOSE	TIP FUND MECHANISM
Value Chain Level: Input Supply	

Supplies of good-quality planting materials from public and private sector sources	Subcontract, fixed obligation grant, or PPP with IP
Supplies of fertilizers through voucher programs	Subcontract, fixed obligation grant, or PPP with IP (designed and piloted with subcontractor IFDC)
Agrodealer network expansion	Incubation Grant with PO
Agrodealer networks scale-up	Institutional Strengthening Grant with SME or PPP
Value Chain Level: Production	
Training in good agricultural practices for smallholders	Subcontract, fixed obligation grant, or PPP with IP
Training in ISFM for smallholders	Subcontract or fixed obligation grant with IP
Testing of micro-dose applications of fertilizer on cassava	Innovation Grant with IPs or cooperating research institutions
Buyer-supplied farm mechanization services	Incubation Grant with SMEs or IPs
Testing of conservation farming practices	Innovation Grant with regional organization or IP
Value Chain Level: On-Farm Post-Harvest	
Testing of narrow crib designs with FFS	Innovation Grant with IPs
Extension/demonstration of harvest maturity index, husking, and improved crib management	Value chain Innovation Grant with IPs
Testing of hermetic bags for seed and crop storage	Innovation Grant with IPs
Testing of metal silos for small lot storage of cereals and grain legumes	Innovation Grant with SME metal fabricators in partnership with POs or IPs
Limited Program of Metal Silo fabrication and test sales	Incubation Grant to selected manufacturers

Incubation Grants will buy down risk and provide market incentives to agricultural partners such as small and medium enterprises, producer organizations, and farmer field schools that need to be induced into supplying new market services, filling new producer/marketer functions, and rehabilitating access roads. These grants will be used to offer limited-time incentives for start-up activities whose full-fledged commercial viability may not yet be established. Voucher programs or premium payments based on defined outputs will be the main mechanisms used.

Institutional Strengthening Grants will build the capacity of IPs not yet ready to operate under subcontracts.

SUBCONTRACTS

As prime contractor, DAI will be responsible for all elements of contract implementation, including programmatic results, financial management, and compliance. DAI has teamed with two U.S. organizations to assist in FPPM's implementation; their technical capacities supplement our own. The proposed U.S. subcontractors and their anticipated contributions are as follows.

Making Cents, a small, women-owned business, has niche expertise in curriculum development and experiential learning for hard-to-reach populations that would benefit from basic business skills development. Through intermittent assistance, Making Cents will customize its skills-oriented, problem-solving curriculum to reflect the needs of smallholders and entrepreneurs in nascent commodity chains in the Kinshasa marketshed. In partnership with INADES or other local training organizations, Making Cents will then launch a cascade training program that produces 200 trainers and two master facilitators over the first 18 months of FPPM. These individuals, in turn, will be able to train groups of 25 at a time.

IFDC, a nonprofit dedicated to increasing food security through improved inputs systems, will focus on precisely this for FPPM's smallholder producers. Through intermittent technical assistance, IFDC will pilot two systems, one for the delivery of micro-doses of fertilizer and one for the delivery of real-time information on food commodities. If successful, these pilots will be adopted for expansion/replication by private actors.

DAI will also tap the expertise, knowledge, and rural networks of Congolese organizations, both to extend FPPM's reach and to reinforce FPPM's capacity-building mandate.