AID 1020-24 (10-69)

AGENCY FOR INTERNATIONAL DEVELOPMENT (A.I.D.)

PROJECT AUTHORIZATION

Room

1. PROJECT NUMBER: 649-11-110-038

3. COUNTRY: Somali Republic

4. AUTHORIZATION: 0109

2. PROJECT TITLE: Agricultural Services

5. AUTHORIZATION DATE: July 8, 1970

6. PROP DATED: March 4, 1970

7. LIFE OF PROJECT

a. Number of Years of Funding: 9
Starting FY 19 62 Terminal FY 19 70

b. Estimated Duration of Physical Work After Last Year of Funding (in Months): 6

8.

FUNDING BY FISCAL YEAR (in U.S. $ or $ equivalent)	DOLLARS		P.L. 480	LOCAL CURRENCY Exchange Rate: $1 = 7.1 So. Sh.			
				U.S. OWNED		HOST COUNTRY	
	GRANT	LOAN	CCC + FREIGHT	GRANT	LOAN	JOINTLY PROGRAMMED	OTHER
Prior through Actual FY 1969	2,163						
Operational FY 1970	454						
Budget FY							
B + 1 FY							
B + 2 FY							
B + 3 FY							
All Subsequent FY's							
TOTAL	5,617						

9. DESCRIBE SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF ANY P.L. 480 COMMODITIES

Since this PROP was submitted, the bilateral A.I.D. program in Somalia was terminated effective June 1, 1970 in accordance with Sections 620(n) and 617 of the FAA. Consequently, implementation of the project has ended somewhat abruptly and well before completion.

10. CONDITIONS OF APPROVAL OF PROJECT

(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes and scheduling of any inputs or outputs deviate so significantly from the project as originally authorized as to warrant submission of a new or revised PROP.

A.I.D. APPROVAL	CLEARANCES	DATE
Samuel C. Adams Jr. (SIGNATURE)	AFR/ESA, Jerry Knoll	7/2/70
	AFR/DP, David Shear	
AA/AFR (TITLE) — 7/8/1970 (DATE)	AA/AFR, Philip Birnbaum PB	7/7/70
	A/CONT	

AIRGRAM

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DATE SENT MARCH 7, 1970

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FROM - USAID/MOGADISCIO

SUBJECT - Noncapital Project Paper PROP

REFERENCE -

Country: Somali Democratic Republic

Project No. 649-11-110-038

Submission Date: March 4, 1970 Original X Revision

Project Title: Agricultural Services

U.S. Obligation Span: FY 1962 through FY 1972

Physical Implementation Span: FY 1962 through FY 1973

Gross life-of-project financial requirements:

U.S. Dollars:

a. Development Grants 6,467,000

Cooperating country cash contribution:
(in $ equivalent)

a. Trust Fund 43,099
b. Ministry of Agriculture budget 1,000,000
c. PL 480 197,183

OTHER AGENCY
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STATE
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DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
Stephen F. Wallace:mj	Program	24	3-4-70	Daly C. Lavergne, Director, USAID/SOM

AID AND OTHER CLEARANCES

AD/C:George

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AID 5-39 (9-62) PRINTED 6-64

NONCAPITAL PROJECT PAPER:

AGRICULTURAL SERVICES

I. SUMMARY DESCRIPTION

The historical low production per unit in practically all phases of agriculture has kept most Somalis underfed and living in a nomadic or semi-nomadic state without benefit of education, medical care, or other improved living conditions. Furthermore, approximately 75 percent of the country's economy is dependent upon agriculture, a proportional percentage of the population engaged therein, and large amounts of foreign exchange are used for the import of food and other agricultural products.

This has necessitated an overall country development plan to increase and diversify agriculture production as follows: 1) support country needs, (2) production for export, and (3) release a larger percentage of the population from agricultural occupations. The total effect should make both capital and human resources available for national development in other areas essential to the nation's progress.

The purpose of this project is to assist the Government of the Somali Democratic Republic (GSDR) in increasing and diversifying its agricultural economy, particularly in the southern inter-river area, and by developing effective research and extension services. The specific objectives are to furnish technical assistance in establishing and operating an agricultural research center, to operate a farmers training center, and to assist in the establishment of an agricultural extension service.

Minimum levels of performance requisite for continuing U.S. assistance are sufficient GSDR budgetary support for the operation and staffing of the Research Center at Afgoi, the farmers training center in Baidoa, an adequate national extension service,

and provision of qualified counterpart personnel to the U.S. technicians.

The first project agreement for this project was signed in FY 1962 with 13 direct-hire employees working in various phases of agriculture until 1965. The direct-hire technicians were replaced in 1965 by University of Wyoming technicians under AID contract. The University of Wyoming Team has confined its efforts primarily to the development of the Afgoi Research Station, to the improvement of the Bonka Farmers' Training Center in Baidoa, and to the training of the few suitable available counterparts.

The Research Station is fairly well established and has been primarily concerned with crop adaptation trials with substantial useful information having been gathered on soils and a variety of crops. Continued emphasis will be placed on further crop adaptation including dryland and irrigation trials with counterparts gradually assuming more responsibility in the various research disciplines.

In the area of extension, emphasis will be centered on the formation of a national extension organization capable of offering considerable training to farmers and Ministry employees. However, farmers and in-service training and demonstrations will continue at Bonka until 1971, under the supervision of one adviser.

Concomitant with the Wyoming activities has been the construction of the National Agricultural Center at Afgoi by a local construction firm. The facilities being financed include laboratories, offices, training facilities, and staff housing. Completion of the center is now targeted for mid-1970, but the installation of water and electric facilities and certain equipment may prolong the actual occupancy of the research laboratories.

II. SETTING & ENVIRONMENT

Early in 1961 the Ministry of Agriculture in cooperation with USAID/SOM planned a joint venture in which the Ministry's agricultural research activities would be concentrated at Afgoi near Mogadiscio. Formal negotiation and initial documentation occurred in 1962. Heretofore, agricultural experiments had been conducted in Genale, Baidoa, and Gelib. Though marginal they nevertheless reportedly represented a considerable outlay of GSDR funds and personnel. Reasons for establishing the facilities near Afgoi were:

1) The site represented major soil types found in the inter-river area, thus permitting both irrigation and dryland farming on the same station.
2) Accessibility to the Scebeli River for irrigation water.
3) The availability of sufficient government land for the establishment of a research station and farmers' training center.

The purpose of this station was to engage in various types of agricultural research including experimentation and propagating of improved varieties of seeds and plants. This was to be followed by the dissemination of the results through extension and demonstration to the farmers in simple, easy-to-understand terms. Both of these phases were considered to be interdependent, proceeding on one coordinated program in the country.

On the basis of the above USAID and the Ministry of Agriculture planned the research station at Afgoi and the Farmers' Training Center at Baidoa. However, an in-depth analysis at the time concerning project goals, country development, program strategy etc., does not appear to have been done supposedly because of lack of sufficient reliable data on which to base a meaningful analysis. Rather, records

indicate that this project was based on broad AID objectives of "institution building", "foreign exchange earnings and savings", "self-sufficiency in food production" and the like. The project did and does, in fact, coincide with Somalia's priority sector plans, goals, etc., too, but interested pursuit of these priorities is open to question. Nevertheless, there is little question of the potential benefits that could be derived from this project since approx. 90 percent of Somalia's population is engaged in livestock and crop production and 90 percent of her export earnings are generated from the same. Therefore, rather than provide post facto, sophisticated justifications for an eight year old project in this PROP, emphasis is being placed on progress to date and planning for an acceptable degree of project completion by 1973 to permit AID phaseout.

As stated earlier, the research station is fairly well established, having been the focus of the Wyoming contract team's attention since 1963. It appears to be well planned and operated and a considerable volume of useful information has become available for dissemination by the extension service, related agriculture workers, and the large and small scale farmers.

As noted in the recent Nimon Report,

> "The work with rice, safflower (an edible oil crop), and grapefruit appears quite encouraging. This is particularly significant since it is reported that the GSDR spends about 42 and 20 million Somali Shillings annually on the importation of rice and edible oil respectively, also, that grapefruit has a promising potential of becoming a foreign exchange earner in view of the imminent European Common Market approval of grapefruit production in Somalia. High yielding varieties of sorghum and peanuts have been selected and tried and are now beginning to be grown by farmers, particularly in the Baidoa region.
>
> Soil information concerning response of crops to the use of fertilizer and of animal manure in the improvement of crop production is beginning to become available."

Simms, William H. An Evaluation of Agricultural Services, Somali Republic Project 698-11-110-033 University of Wyoming Contract AID/ufr-412 - August-September 1969.

It is hoped that the applied research findings will eventually result in subsequent improvement to the agricultural economy through import substitution and increased exports.

In addition to the five current advisors engaged in research, two other advisors are assigned to extension work, one at the national level and the other at the Bonka Training Center. Nonetheless, progress in the development of extension activities has been handicapped by the lack of an established organization, lack of sufficient counterparts, and shortfalls in funding by the Somali Government. Extended delay in the completion of construction of the National Agricultural Center has also delayed the training of Ministry of Agriculture personnel and farmers. There has, however, been some encouragement in 1969 with the training of some Agricultural workers and their assignment to villages to assist farmers in the application of improved farming practices.

It should be noted, however, that the contractor has done a satisfactory job of training Somali extension personnel made available for such and has initiated a sound and practical farmer training program at Bonka. However, for the contractor's assistance to be materially productive in developing agriculture extension, the Ministry of Agriculture will have to strengthen its national organization, select and assign the most capable available Somalis to staff positions, provide support to agricultural field workers, and provide an adequate yearly operational budget.

III. STRATEGY

To meet the goals as outlined under Section II, which were also parallel to the objectives of the Wyoming contract, an original team of 12 was employed with three in administration, three in extension, and six in research. Since both research and extension were in their incipient stages in Somalia, it was realized that considerable time would be necessary to establish the necessary plant, organization, and trained personnel within an overall framework capable of self-sustaining growth. Furthermore, it was recognized that the USG would have to finance almost all initial project costs with the host government gradually assuming a greater burden.

The project has now reached adolescence from the standpoint of 5 years of research, advising, and training by Wyoming technicians alone, so strategical emphasis from here on is going to be focussed primarily on conditioning the host government for project takeover of all aspects by June 1973. With the ultimate goal of leaving Somalia with a competent and motivated native staff along with a physical plant to continue, counterparts must be given complete responsibility of research for training purposes and for research program continuity. To date, if a counterpart has been removed or is absent from his position, he realizes that the research will nevertheless continue. This emphasis being placed now is timely by giving up to three years for in-service responsibility and experience and allowing ample time for constructive evaluation and criticism by the Wyoming technicians.

Cooperating Country's Leadership

Strategical emphasis is also being placed on readying the GSDR for project takeover because past and present host country performance on this project has been less than satisfactory. This has been due to lack of funding and staffing support,

lack of consistently competent and continuous leadership, diffusion of agricultural responsibilities among too many ministries and agencies, lack of counterpart provision to Wyoming team members, and inadequate extension organization. This poor performance has resulted largely from generally low financial priority attached to agriculture in spite of words to the contrary, and failure to make good use of trained personnel. Only in 1969 at the behest of the USAID has the government shown a modicum of improvement. This is evidenced by the assignment of a few more counterparts to contract team members, by the assumption of an increased portion of operational costs, and by the assignment of 15 extension workers.

Accordingly, the USAID in cooperation with the Wyoming team will press hard to rectify the above shortcomings in general but specifically in relation to the project. Fundamental emphasis will be placed on securing adequate host country funding in support of the research and extension organization including adequate staffing and project Somalization. Secondly, research efforts will be concentrated on potential foreign exchange earning crops and on those adapted for local consumption as import substitutions. Thirdly, emphasis in extension will be on the creation of a viable extension organization and the placing of more extension workers in villages to assist primarily the small farmer.

The above, notwithstanding, the Mission intends to monitor GSDR support for the project very closely during the first half of CY 1970, and if essential staffing and funding support does not materialize, Wyoming staff will not be replaced as their present respective tours of duty expire.*

*On March 2, the contractor issued notices of termination by the end of March to all 68 local employees. The Ministry of Agriculture has verbally agreed to employ those needed for the effective continuation of the project, and the USAID regards this as a very meaningful and necessary indication of Somali interest and involvement in the project.

IV. PLANNED TARGETS, RESULTS, AND OUTPUTS

A. Research

1. Develop an Agricultural Research Station with the necessary equipment and facilities to test and improve the indigenous crops currently grown such as sorghum, maize, sesame, mung beans, and to introduce new crops such as rice, peanuts, safflower, alfalfa, cereal grains, grapefruit varieties, and cashew nuts that have promise for sustained economical production for local and export markets.

2. Train 13 counterparts as follows:

Soils-Irrigation: (4) - 2 counterparts focusing mainly on soils laboratory techniques, and 2 on field-fertilizers-irrigation-plant relationships by 1973.

Horticulture: (3) - 2 counterparts in citrus fruit production, all techniques in relation to selections, planting, budding, disease and insect control, quality control, water and fertilizer requirements and 1 counterpart for bananas, avocados, cashew nuts, and tropical fruits by 1973.

Station Supt: (2) - 1 counterpart in farm power and equipment operation and maintenance, and 1 counterpart for field planning and care of research plots and general farm operations by 1973.

Entomology: (3) - 3 counterparts in plant protection, weed and insect control, and disease control.

Agronomy: (5) - 2 counterparts in oil seed crops and vegetables, and 3 counterparts in small grains and plant selections by 1973.

Director of Research: (2) - 2 counterparts in personnel management, labor, and training by 1973.

B. Research & Extension

1. Complete the plant of a National Agricultural Research Center by mid-1970 consisting of laboratories, offices, training facilities, and staff housing which will permit the centralization of research and extension administration, provide

adequate laboratory facilities for research, and allow the initiation of farmers training in both irrigated and dry farming areas along the Scebelli River.

2. With the cooperation of the Ministry of Agriculture help select and/or train a total required staff of 32 by 1973 required to run the research center and station.

3. Provide participant training to 30 Somalis during the life of the contract in research fields as follows:

Agronomy 7, Horticulture 5, Soils 5, Entomology 4, Agricultural Engineering 2, Extension 6, Livestock Extension 1, also provide short term training for 30 extension workers and 3 key research station personnel.

4. Provide 15 off-station research demonstrations in cooperation with local farmers.

With the achievement of the above targets, longer term results should be achieved as follows:

1. A more scientific and stabilized type of agriculture should evolve which is better balanced to the needs of the farmers and the country as a whole.
2. Per unit production should increase along with the overall number of production units.
3. With better infrastructure and storing facilities, a more uniform system of agricultural marketing should evolve.
4. Through improvement in the standard of living of the agriculturalist, help transform traditional values which downgrade the agriculturalist on the social scale.

Inasmuch as research understandably does not lend itself to the prediction of results or outputs, the above listing of general targets and outputs is per force quite limited. This is further appreciated by the fact that work schedules, in this case six months, are largely predicated and reformulated on the basis and appraisal of previous research results. Hence further refinement of targets etc. lends itself to the PIP.

C. Extension

Plans of work outlining the objectives and programs for the Extension/Training Section of the Ministry of Agriculture have been prepared in recent years. And although these plans were reviewed and approved by the administrative officials and planning unit of the ministry and funds had been budgeted, these past plans have not been implemented. For CY 1970, the USAID has been assured that these problems will not be faced; and the following program has been recommended so that training activities may commence.

In the past, most of the instructors in the Upper Juba have been trained in crop production methods, animal power, and extension methods. During 1970 additional in-service training activities will include instructors from the Benadir, Lower Juba, and Hiran regions with special emphasis on establishing rice and peanut demonstrations in the Benadir region.

Four district Extension Centers have already been built in the Upper Juba region for use by the local instructors. It is planned to build 40 more centers in the four regions listed above as headquarters for instructors carrying out local demonstrations with individuals and cooperatives. Information now available from the Agricultural Stations at Afgoi, Bonka, and Gichar will be used as a basis for the demonstration programs.

Twelve groups of 25 farmers for 14-day programs will be trained at the Bonka Farmers' Training Center, and eight groups of similar composition will be trained at the Afgoi station.

For in-service training, there will be one group of 15 students at Bonka for 9 weeks during the Gu season and one group of 20 students at Afgoi for the Der season.

Seven short-term extension workers will be sent to the U.S. for 3 months' training.

Owing largely to the past lack of success in the extension component of this project and this ambitious plan for CY 1970, the USAID is not projecting detailed extension targets beyond this date. Rather after one year's time or so necessary MROP and/or PIP revisions will be made.

V. COURSE OF ACTION

A. Research

Targets of the research area will be met by the continuation of four to five advisors between now and 1973 to lead, direct, counsel, and advise the counterparts to take additional responsibility in the various research disciplines. To do this will require close coordination and liason with the counterparts in developing realistic work plans that they are capable of understanding and implementing and that are in keeping with the developmental needs of the agricultural economy. Research technicians will advise and council counterparts on all phases of research activities as required, train counterparts in research and theory beyond that which they would receive in normal on-the-job training, and observe and record the problems and needs on the counterpart program to improve the quality and quantity of the program as time progresses. To ensure the depth for longer term research needs, attention will be focussed on getting

more than one person assigned to the individual activities; but one "core" person will be held in charge and be responsible for the aspects of research within his respective domain. Indeed, it is deemed imperative that continuity and position tenure be maintained, especially for "core" personnel to enable successful project completion. Accordingly, this counterpart responsibility program will give all counterparts the needed training and experience in all phases of research including research planning and design, analysis and scientific report writing, and equipment requirements and maintenance.

Emphasis will be placed on field crops of corn, alfalfa, beans, peanuts, safflower, sunflowers, citrus and tropical fruits, bananas, avocadoes, vegetables, and cereals. Dryland and irrigation trials will be included. Soil, fertilizer, water, insects and pests as interrelated segments of production will be closely observed. Close cooperation will also be made with the banana cooperatives in helping with production problems and disease control. Also cooperation with the EEC with their grapefruit program will be extended since this is part of the government's request for lessening farmer dependency on bananas. This support will consist of supplying research information on varieties, growing habits, quality, disease and insect control, and irrigation and fertilizer benefits.

B. <u>Extension</u>

Two advisors will continue work in extension activities during 1970 with one at Afgoi and the other at Brava with the latter concentrating on farmer training and field-demonstration. The national extension advisor at Afgoi will advise and assist in overall extension efforts as needed but with primary emphasis focused on the timely implementation of the overall extension program.

Planned demonstrations will be carried out by the local instructors and assisted and supervised by the regional agricultural officers or heads of section. Materials for the demonstrations will be furnished by the extension headquarters of the Ministry of Agriculture.

For the implementation of a successful demonstration program the following support from the Ministry of Agriculture is anticipated:

1. All field personnel (district instructors) will be responsible for the extension/training section offices for financial and administrative support to avoid interference from other sources.

2. The extension/training section will be given authority to build or import agricultural machinery, and audio-visual materials to supply local instructors for demonstrations.

3. Provision of two vehicles for the exclusive use of the Extension/Training Section and 30 motorcycles for use at regional offices and by district instructors.

4. Provision of 50 oxen for training and use by district instructors in the demonstration program.

Since field demonstrations are designed to teach lessons to the local farmers, care will be taken to ensure that instructors are properly trained to carry out successful demonstrations. Result demonstrations will be held during the growing season and at harvest time to evaluate results. This is regarded of utmost importance if the extension worker is to gain the confidence of the people so they will adopt the changes the instructors are suggesting.

C. Director of Research

Since 1965 this position has been of prime importance for the total development of the Research Station and the overall direction of research activities; this position is being continued until 1973. Three areas of principal concentration are operational, technical, and counterpart administration through the Ministry of Agriculture's Director of Research. Whereas the development of the physical plant of the research station consumed a major portion of this position's prior attention, current focus will center more on readying the new agricultural center for occupancy, overseeing general research planning, counterpart assignments and administration, and advising on manpower and equipment requirements. The incumbent will also be engaged in public relations with farmers and visitors and assisting with production information suitable for use by extension workers in off-station demonstrations.

D. Soil Scientist

This position holder will be engaged in research extending in-depth to soil-water-plant relationships through 1973. In cooperation with other research staff and counterparts both introduced and indigenous crops will be tested to further evaluate their response to local environmental conditions with responses to amounts of water, timeliness of application, fertilizers, planting dates, and land preparation being an essential part of concentration. The results will be of substantial benefit to both the commercial as well as the subsistence farmer, and cost-benefit analysis of each application of inputs will be maintained for transmittal to extension agents and farmers. Joint experiments concerned with optimum fertilizer applications and disease control for citrus and banana production are also included. During the year an attempt to increase quantity and quality of already planted off-station grapefruit

orchards by proper irrigation and timely fertilizer applications will be conducted in cooperation with the other research technicians. Training will be given to the top counterparts currently assigned and to the laboratory aids and assistants. The facilities of the soils laboratory will be available, on approved basis and within the limits of personnel for FAO and other groups to make needed analysis to facilitate their work.

E. Station Superintendent

This position is scheduled through FY 1971 centering on implementation of the work plans produced by research technicians and counterparts through preparation of lands, seeding, cultivation, irrigation, pest and disease control and harvest. A breakdown of any one item above can render negative results to otherwise good research. The Superintendent will train key personnel and laborers with stress placed on preventive maintenance of machinery. Irrigation equipment, and specialized equipment such as sprayers, drills, cultivators, and harvesters will become focal points in teaching use and maintenance.

The station superintendent and his counterpart must divide the station activities into operational and technical. Both activities have direct application for all the station land and the crops grown thereon. Daily supplies of POL, seeds, water, spare parts, and labor need the constant attention of the superintendent. Some 60 Somali employes are used each day and work assignments and follow-up are constant challenges. Within the framework of the operational sector is the "farm work" and also the "shop and equipment maintenance". The technical part requires an understanding of technical inputs, types, amounts, and plant responses. The inputs have to be coordinated and timed for best results.

F. Horticulturalist

This position is scheduled to continue thru FY 1973. When the research station was started five years ago, there was little data on most of the crops grown in Somalia, and only now are meaningful inroads being made. For example, the horticulturalist is still awaiting the first fruit on some early introductions before recommendations for future trials can be made. About 100 fruit varieties have been tried in the last five years and are now being evaluated from the standpoint of horticulture alone. The main object of these many introductions for both local and export markets is to test, evaluate, adapt, and compare for better quality, higher yields, and disease and insect resistance under Somali conditions. Promising results have been attained in some crops enabling research to move on to the second stage of evaluations and recommendations for extension workers.

The horticulturalist will continue research principally with fruits and vegetables for the duration of the project, conduct two field days for farmers during each season, work with Common Market experts in the grapefruit diversification program, and continue off-station trials. Distribution to Somali farmers of budwood of highly producing citrus varieties, avocados, cashew nuts, and tropical fruit trees will be expanded. More responsibilities will be passed on to the counterparts as quickly as possible with the advisor concentrating heaviest on those areas such as citrus, banana, disease control, etc. which require the highest levels of counterpart competence.

G. Chief of Party

The duties of this position which mainly involve normal liaison functions with USAID and the Ministry of Agriculture will be assumed by a technical member of the Wyoming team to be mutually agreed upon by the University of Wyoming and USAID/MOG.

With the condition that the Ministry of Agriculture assign a permanent counterpart for administration of research and extension functions, and with greater direct USAID backstopping in policy matters requiring more than contract team member attention, it is the Mission opinion that the termination of this position represents optimum efficiency in the direction of project phaseout to completion.

N. Agronomist

The research component of the Wyoming team feels strongly that there is a definite need for an agronomist position for optimum effectiveness to be achieved, particularly in cereals and oil seed crops. Upon receipt of a well justified proposal for the re-establishment of this position, USAID will give it very careful consideration.

With the new Somali Government currently reformulating its country development priorities and reappraising its financial commitments accordingly, the preceding represents a modest attempt at project planning under sub-optimum conditions. Allow a few more months to view overall GSDR development directions and assess its interest in this project, an amended PROP may be in order.