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PROJECT COMPLETION REPORT
AND
PROJECT EVALUATION
FOR
698-416.02 ROAP DEVELOPMENT PLANNING
STUDY SUPPORT TO A.V.V.
(Ex 698-135 Ex 625-912)

MARCH 1980

REDSO/WA, ABIDJAN

I. SUMMARY AND CONCLUSIONS.

At a cost of \$106,237.16, AID funded three host country contracts in Upper Volta in 1977. The AID funded contracts provided 14 man-months of experts as part of a 64 man-months Study Mission financed by other donors, generally known as the Bei-Agrer Mission.

The Bei-Agrer Mission submitted its Report to the Volta Valley Authority in February 1978. The AID funded contractors' reports were attached as a volume of the completed study report.

The contractors' bills have been paid and the undisbursed balance, \$3,762.84, may be deobligated.

The evaluation officer has been faced with several major obstacles which have rendered difficult an effective evaluation of the accomplishments or achievements of the project:

- lack of complete project documentation
- lack of first hand interviews with knowledgeable sources
- passage of nearly three years since the AID contribution was made as part of an ongoing study.

Noting the above caveat, the evaluating officer's opinion is that AID funded contractors made "... a moderately useful contribution to the Bei-Agrer Study Mission which took the contractors' efforts into consideration in the preparation on the Bei-Agrer Report".

II. INTRODUCTION

The information gathered for this Project Completion Report (PCR) and Evaluation comes from a review of the project and controller files in REDSO/Abidjan and from files review and interviews conducted in Ouagadougou during a TDY in February 1980.

AID Circular Airgram 24 "Project Implementation", dated January 26, 1978, requires a Project Completion Report (PCR) to be prepared and to be submitted to the Bureau after the Project Assistance Completion Date has expired. According to the airgram, the PCR will contain sections dealing with the following subjects:

- 1) Summary of services performed and goods furnished by major project component by contributor (AID, host country, and others);
- 2) Status of completion of project elements involving construction, import of materials and supplies and technical assistance;
- 3) Summary of accomplishments of project in light of the purpose stated in the Project Paper;
- 4) Further inputs into project to be provided by others and expected completion of such inputs; and

5) Recommendations on extent and period of further monitoring and reporting and on further project evaluation required, with special attention to any conditions or covenants included in Project Agreement, including their validity for future project operations.

Although a PCR is not normally intended to evaluate project achievements, the PCR shall in this particular sub-project activity also serve as the PES evaluation. Evaluation on this point is provided in the concluding paragraph page 12, "Recommendations on Further Project Evaluation".

III. PROJECT COMPLETION REPORT AND EVALUATION

Returning to the five points raised in the PCR instructions, the following is provided:

1. Summary of Services Performed

The project granted \$110,000 to the Government of Upper Volta to conduct studies to assist the Volta Valley Authority (AVV) in its mission to settle areas freed from onchocerciasis. The AID funds were specifically concerned with:

- 1) Socio-cultural problems inherent in resettlement;
- 2) Environmental concerns of resettlement;
- 3) Agriculture credit and grain marketing aspects of future resettlement;
- 4) Utilization and maintenance of heavy equipment and the organization of repair facilities related to resettlement programs and;
- 5) Training of AVV personnel.

The grant was signed May 19, 1977 between the CDO/Ouagadougou and the GOUV. The GOUV let three host country contracts between June and Sept. 1977 with the Centre d'Etudes et d'Expérimentation du Machinisme Agricole Tropical (CEEMAT), with the Bureau pour le Développement de la

Production Agricole (BDPA), and a personal services contract with Mr. C. DeGrelin. The three AID funded host country contractors provided 14 man-months team of experts as part of a 64 man-months study mission which has become generally known as the "Bei-Agrer Mission", named after the prime contractor.

The Bei-Agrer Mission was a donor funded study mission charged to assess the goals and accomplishments of the Volta Valley Authority from its inception in 1973 and to plan a coherent five year program for studies and investments for 1978-82 which the GOUV can present to the donor community for funding. According to the terms of the contracts, each AID funded contractor (CEEMAT, BDPA, DeGrelin) would submit by the end of October 1977 his final report of findings to the AVV. The AVV in turn would forward these reports to Bei-Agrer who could utilize the three reports in preparing the overall Bei-Agrer Mission Report. Thus, the USAID Mission funded a series of studies and reports which passed-through the host country contracting agency, the AVV, to another AVV contractor, Bei-Agrer. The three AID funded contractors' reports were reportedly attached as Volume 6 of the Bei-Agrer Report. (The evaluation officer has not been able to locate Volume 6. He has reviewed REDSO/WA copies of three reports prepared by BDPA on agricultural credit, training, and marketing and stockage. The two other contractor reports on ecology (DeGrelin) and use of heavy machinery (CEEMAT) have not been located in REDSO/WA or in USAID/Ouagadougou. The comment following text on the end use of the contractors' reports, therefore are based on a review of about 60% of the AID funded reports).

2. Status of the Completion of Project Elements
involving Technical Assistance

In February 1978, the prime contractor Bei-Agrer submitted a final report in six volumes to the AVV entitled "Programme Global d'Etudes et d'Investissements de l'Autorité des Aménagements des Vallées des Volta 1978-82". In Volume I, Synthèse et Recommandations, the following paragraph is found under the Chapter heading "Composition de la Mission et Présentations des Experts".

"La mission comprenait une équipe de huit spécialistes... "Cette équipe fut assistée par de nombreux Consultants étrangers au Bureau d'études, dont deux fournis respectivement par l'AVV et le FAC, la mission des autres étant financée par l'USAID.

"Suite à de nombreux contretemps, les missions de certains Consultants, prévues à partir de début Mars 1977, se sont échelonnées depuis le début du mois de Juin jusqu'à la mi-Novembre 1977, ce qui a causé des difficultés dans la coordination des travaux et dans la préparation du rapport final, certaines options devant être revues au retour de mission des Consultants.

"Les contrats d'etude pour les Consultants furent établis entre l'AVV et le spécialiste pour l'ecologie (Mr. DeGrelin), entre l'AVV et le BDPA pour les problèmes de crédit agricole et de commercialisation des produits agricoles (3 spécialistes furent désignés par le BDPA: Messieurs Richard, Champseix, Lanoye), entre l'AVV et le CEFMAT pour les problèmes d'etude du gros matériel et de gestion des ateliers (MM. Groos et Desfontaines)".

Based on documentation submitted by the AVV and certifications by the Acting Country Development Officer in Ouagadougou, two vouchers totaling \$100,446.86 have been processed by the Regional Controller in Abidjan. The CDO/Ouagadougou issued two AOC's in August and September 1978 for a total of \$5790.30. The total bills paid have been \$106,237.16. In February 1980, the USAID Ouagadougou indicated there are no unpaid bills and the unliquidated balance \$3762,84 may be deobligated. (The old-form project grant agreement used for this project does not contain a PACD nor a Terminal Disbursement Date).

3. Summary of Accomplishments of Project in Light of Purpose Stated in the Project Paper.

There is no project paper for this activity funded under the ROAP Project. The purpose for the study funds is quoted in part from 77 Abidjan 3877 which requested an allotment of \$110,000 to sign a Pro-Ag.

"REDSO has reviewed and recommends AA/AFR approval proposal for funding consulting services... to finance fourteen man-months of a sixty-four man-month study mission... Objective of Mission is to prepare coherent five year program of studies and investments which GOUV can present to various sources financing... TOR for Study Mission and scopes of work for consultants fit criteria for ROAP Project, although requested assistance is for input into ongoing study financed by other donors rather than discrete study financed from start to finish under ROAP Grant.

"Urged rapid AID/W concurrence because of extremely tight deadline for study team. Studies by AID-financed consultants necessary and appropriate elements of complete study mission, most of which already is underway. Field work or other team members to end in May at which time preliminary findings are to be reported. Essential that AID-financed specialists be on board in time complement other members and contribute to study mission report".

The above request for funds was sent in mid-April 1977 while the other contractors, particularly the prime contractor Bei-Agrer, were completing their work in the field during the January to May 1977 period. AID approved three contracts in July and the contractors' work was not delivered for several more months. The Bei-Agrer Report speaks of "Following a number of mishaps, the missions of certain consultants whose work was foreseen to begin at the beginning of March 1977 was extended from June to mid-November 1977 which caused difficulties in the work coordination and in the preparation of the final report, certain elements having to be reviewed by a return mission of the Consultants". (This is a partial translation of the paragraph quoted in "Status of Completion of Project Elements", paragraph 2 above).

In a literal sense , the project accomplished what the cable request for funds and the Pro-Ag said it would do: Supply 14 man-months of consultants and prepare technical reports. If "accomplishments" are more broadly considered , however, we should look at the utilization of the reports duly delivered to the Bei-Agrer Mission, to the USAID/Ouagadougou, and to the AVV.

The body of the Bei-Agrer Mission Report has a few short paragraphs which draw upon the narrative prepared by the AID funded contractors. (Recall that the evaluation officer has reviewed only three of the five volumes of contractors ' reports). However , a number of specific recommendations by the AID funded contractors (for example in agriculture credit) have not been addressed in the important volume "Synthese et Recommandations". The evaluation officer has not consulted with Bei-Agrer , and he is unable to ascertain why the Synthesis and Recommendations volume does not identify or more adequately discuss the work of the AID funded contractors.

According to the terms of the contracts a copy of the BDPA, CEEMAT, and DeGrelin contracts were delivered to USAID/Ouagadougou. During a visit to Ouagadougou in February 1980, the writer reviewed the post's files and could not locate the pro-ag, the TOR's, the contracts, the contractors' reports, or Volume 6 of the Bei-Agrer Report which reportedly contains the contractors' reports. The USAID/Ouagadougou

project officer said that the USAID's copy of the contractors' reports had been sent to REDSO/WA. (Note: REDSO/WA does have a copy of the BDPA reports, but not the CEEMAT report or the DeGrelin Report.)

At the request of a senior USAID officer, the evaluation officer did not call upon AVV. The USAID officer did furnish a copy of the AVV's response to the overall Bei-Agrer Report. He characterized the AVV response as hasty, ill conceived, defensive, and poorly received by the donor community when AVV presented their response at the next AVV-Donors meeting. The evaluation officer has read the translation of the AVV response and has found no comments directly attributable to the AID funded contractors' efforts.

The project accomplishment section should be central to this PCR and evaluation. In the case of a project whose contributions filtered and percolated through another contractor and his report, we are faced with a difficult task to identify or evaluate a project's accomplishments or the lack of them. The task has been rendered difficult through the passage of three years since the reports were submitted and the absence of first hand interviews with the Bei-Agrer Mission staff or with the AVV staff. This evaluation officer's best judgment is that the CEEMAT, EDPA and DeGrelin reports and counsel were a moderately useful contribution to the Bei-Agrer Study Mission which took the contractors' efforts into consideration in the preparation of the Bei-Agrer Report. The Bei-Agrer Report, along with its AID funded contractors' reports as annexes, has been an important planning document for the AVV and donor community.

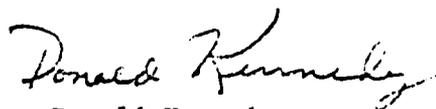
4. Further inputs..... to be provided....

None

5. Recommendations on Extent and Period of Further Monitoring and Reporting and on Further Project Evaluation...

No further monitoring, reporting or evaluation is warranted.

This project was funded at \$106,237. The AID funded contractors' work was an input into an ongoing study financed by other donors nearly three years ago. The PES format with its emphasis on measuring hypotheses, assessing assumptions, improving implementation, redesign, elaborating on input-output linkages, describing unplanned effects, etc, seems unsuited for a collaborative study like this one. An evaluation of the outputs, beneficiaries, accomplishments, achievements, and lessons learned have been covered in substance in the body of the above text, particularly in points 2 and 3. Thus, this PCD format serves a second purpose as the project evaluation. A PES facesheet has been completed to transmit this Project Completion Report and Evaluation.



Donald Kennedy
Evaluation Officer for Project

March 21, 1980