PD-AAN-256

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CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Agriculture Production Program Grant	150-0023	USAID/Lisbon

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY)

☒ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING 1/	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent	B. Final Obligation Expected	C. Final Input Delivery	A. Total $ 14,500,000	From (month/yr.) 1/82
FY 80	FY 85	FY 85	B. U.S. $ 10,000,000	To (month/yr.) 4/83
				Date of Evaluation Review April 11-15, 1983

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIC, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Improvement of Portuguese Government budget and administrative support. Rapid approval and availability of 1983 PIDDAC and use of PL480 budgetary funds	MACP	6/83
2. Initiation of a forages action program - to include an interdisciplinary approach	C.G./USDA	6/83
3. Development of a training program - immediate action required, drawing on reports, field surveys and supplemental consultancies as required	C.G./USDA/AID	7/83
4. Development of an extension and research program focused on PROCALFER needs	C.G./USDA	9/83
5. Improve understanding and support of the program by the political officials, regional directors, and central services of the MACP	C.G./USDA	Continuin
6. Initiate immediate action program of audio visual presentations, publications and extension to farmers.	C.G./USDA	7/83
7. Divide PROCALFER activities into core activities and complementary activities. The core activities being those that require a		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- ☐ Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify)
- ☐ Other (Specify)

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. ☒ Continue Project Without Change
- B. ☐ Change Project Design and/or ☐ Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANT AS APPROPRIATE (Names and Titles)

Charles A. Buchanan, Jr., USAID Project Mgr. CAB
José Luis Pinheiro, USAID Project Specialist JLP
Eng. J. Almeida Alves, PROCALFER Coord. Group
Harry Mattox, OICD/USDA
George Miller, NE/TECH, AID/W (first draft)

12. Mission/AID/W Office Director Approval

Signature

Typed Name Donald Finberg

Date May 6, 1983

13. Summary

This was the second annual Joint Review (hereafter called "evaluation") required under the AID Grant Agreement (Project Number: 150-0023) and under the Participating Agency Services Agreement (Number POR-0023-P-AG-1028-00) between AID and the U.S. Department of Agriculture. This evaluation covered the period February 1, 1982, to April 15, 1983.

The objectives of the evaluation, from Article 5 of the Grant Agreement were as follows:

- Evaluations of progress toward attainment of the objectives of the Project;
- Identification and evaluation of problem areas or constraints which may inhibit such attainment;
- Recommended actions required to overcome such problems; and
- Evaluations of the overall environmental and development impact of the Project.

The main thrust of the evaluation was on inputs, progress in key areas, and impact. This evaluation is a mid-point evaluation and future evaluations should focus even more heavily on progress and impact.

1. Major Conclusions

In accordance with the findings of the last year's evaluation it is agreed that continued heavy emphasis will be given by AID and USDA to activities in the four Northern Regions, with the exception of aspects of the program which are national in scope, such as Policy and Economic Studies. However, since the Portuguese Government regards PROCALFER as a national program, and there is a major role for forages in the Alentejo region, some assistance and coordination must also be provided outside of northern Portugal.

2. There had been previous concern expressed by the Coordinating Group (CG) on the variety of activities of the U.S. Assistance effort. However over the past year these concerns have been largely overcome. It has been tentatively decided that the primary responsibility of the CG and the USDA field staff should be to coordinate the core PROCALFER activities of the program. These are limestone, production and distribution, credit, budget and management, forages and further strengthening of research and extension. Indirect efforts, as resources permit, should be used in the support of complementary activities such as marketing, policy studies, and small ruminants. In these activities a less active role by the CG would be required since the prime responsibility for execution

PART I

8.A.B.C. (cont.)

stronger role of the Coordinating Group (e.g.limestone, soil analysis, etc.) and the complementary activities being those which require limited participation of the Coordinating Group (e.g.Ag.Policy and Economic Studies, Small Ruminants/ Marketing)

MACP/C.G./AID 5/83

1/ In practice the GOP allocated roughly $21 million of PL480 sales proceeds to credit programs and is currently budgeting $2 million yearly

resides with the various MACP offices.

3. The general goals and specific objectives of the project still remain valid as stated in the PIO/T, the Project Paper and the Grant Agreement. Emphasis must be focused on accelerating achievement of these goals within the life of the project. This is a very important factor, considering that the project is now near its mid-point.

4. At this time there is no need to modify the Phase II Work Plan. All project documentation is up to date and in order. Adequate planning has been done to implement a smooth transition in methods of operation during the AID Mission phase down.

Progress and Problems

Progress: In general the progress to date is positive. There have been substantial accomplishments in management, credit, policy and planning, livestock, limestone, production, transportation and distribution, soils analysis and the use of laboratory equipment. There is evidence that technical soils personnel have made a breakthrough focusing on trace elements and their efforts regarding lime and fertilizer recommendations which, if proven valid, will result in lower farm production costs and higher yields. Activity in the area of limestone transportation and distribution has resulted in the location of previously unknown producers and provision of credit to new producers.

There has been a modest increase in the number of successful demonstration plots. These plots have indicated yield increases of 18%-25% in the first years when correct limestone and fertilizing was used.

The USDA team has supplied 80 consultancies in 12 topical areas to date. Generally speaking the quality of the consultants has been high and their reports good. There has been a high incidence of repeat consultancies which provides continuity of work, familiarity between consultants and counterparts and mutual confidence.

Specific areas of significant progress follows:

Management

Over the last two years U.S. consultants and GOP counterparts developed more meaningful budgets (linking objectives, funds and results) which may affect also program budgeting procedures in other GOP programs.

Policy and Economic Studies (PES)

Reports prepared during 1982 by the PES Team were highly regarded by key GOP agencies and constitutes an extremely useful tool to help Portugal's policy makers in defining an effective strategy to negotiate entry into the E.E.C.

Credit

Unlike other agricultural credit lines, PROCALFER lines of credit are moving reasonably well. Out of approximately $6 million made available in early 1982, there are loan proposals for roughly $10 million and $5 million agricultural projects approved. An additional $15 million of PL480 sales proceeds will be available soon. There is an unanticipated trend for credit flow to regions other than the four in which PROCALFER is most interested.

Animal Production

The GOP Director General for Livestock is pleased by the joint work developed by U.S. consultants and his staff in the small ruminants segment.

Soil Analysis

The total number of samples tested (under PROCALFER) increased from 33,511 in 1981 to 36,254 in 1982. In particular the Lisbon laboratory made substantial gains in the number of samples processed (from 16,379 in 1981 to 20,497 in 1982) and the laboratory at the University Institute at Vila Real. The U.S. equipment provided contributed to these achievements.

Limestone

Besides the limestone production/transportation/distribution system which was set up with U.S. cooperation, in 1982 the U.S. team successfully completed a thorough study of the limestone production/distribution situation in the South of Portugal. The team recommended that credit subsidies were not necessary for this Region of the country.

Problems: The proposed new organization of MACP may provide some needed structural improvements; however the organization is incomplete, leaving much confusion within MACP which also affects PROCALFER actions. Specifically, changes combining Research and Extension have not been completely defined. Meetings have been held with senior personnel holding key positions related to PROCALFER and efforts for stregthening linkages will continue.

- There is a need for improvement of Portuguese Government budget and administrative support to the program. Progress in the forages program is slow and an action program must be implemented. A training plan has not been developed and must be developed as soon as possible. Progress in extension support and research is lagging. These programs must be strengthened. Communications and support for the program among all levels of the program are unsatisfactory and must be improved.

14. Evaluation Methodology

The evaluation was held April 11 through 15, 1983. Participants were as follows:

PROCALFER's Coordinating Group

- Eng.J.Almeida Alves
- Eng.A.Rosa.Azevedo
- Eng.C.Santos Gonçalves
- Eng.J.Oliveira

M.A.C.P.

- Dr.J.Carvalho Cardoso
  Secretary of State
- Eng.J.C.Soveral Dias
  Laboratório Químico Agrícola Luis António Rebelo da Silva
  (soil analysis)

- Eng.J.Sequeira Marques
  Laboratório Químico Agrícola Luis António Rebelo da Silva
  (soil analysis)

- Eng.D.Crespo
  Estação Nacional de Melhoramento de Plantas (Elvas)
  (Plant Improvement Research Station)

- Eng.A.Dordio
  Laboratório Químico Agrícola Luis António Rebelo da Silva
  and future responsible officer for forages development
  within Coordinating Group

- Eng.J.Cabral
  Estação de Ensaio de Sementes (Seed Certification
  Department)

- Dr.C.Fontes
  Direcção Geral de Pecuária (Livestock)

- Dr.L.Gama
  Direcção Geral de Pecuária (Livestock)

- Eng.I.Lourenço
  Direcção Geral de Agricultura (Agricultural Production)
  (did not participate at evaluation; sent written
  presentation)

- Prof.J.Pinto Ganhão
  I.N.I.A.E.R. (Extension and Research)

- Eng.M.Carvalho (Coordinating Group)
  M.A.C.P.

- Eng.A.Sevinate Pinto (Planning Office)
  M.A.C.P.

- Eng.A.Varela (Head of the Planning Office)
  M.A.C.P.

- Dr.M.França e Silva
  Secretary of State Deputy Minister

- Eng.J.A.Rocha (Planning Office)
  M.A.C.P.

- M.A.C.P. Regional Services; Regions I, II, III, IV, V,
  VI and VII

Representatives of AID included:

. Donald Finberg, AID Rep., Lisbon

. Charles A.Buchanan, Jr., USAID/Lisbon

. J.L.Pinheiro, Program Specialist, USAID/Lisbon

. George Miller, NE/TECH/AD, AID/W

USDA/OICD was represented by:

. Harry Mattox

. Glen Purnell

. James Black

The agenda of the meeting is attached (Attachment A). The series of meetings with the exception of the opening and closing sessions, which were held at the MACP in Lisbon, were held at PROCALFER Coordinating Group Headquarters at Oeiras.

The meetings were basically conducted in Portuguese including some of the presentations by Americans. Simultaneous translations were provided for non Portuguese speaking participants.

In addition to those actually participating in the evaluation there was a good representation of interested attendees from the various regions and central services. Discussions during and after presentations were active, candid and sometimes spirited.

The evaluation followed standard methodology of (a) reviewing documentation relevant to the project; (b) ascertaining progress by analysing reports, attendance and participation in the formal evaluation meeting; (c) discussions with project personnel; (d) and arriving at conclusions and recommendations by discussions between evaluation team members, GOP and project staff members. These conclusions were read and discussed at a final meeting April 15 with some of the key Ministry officers present and will be transmitted to the new Minister of Agriculture when nominated (elections held April 25 will lead to ~~new~~ naming new GOP cabinet).

Principal material reviewed:

. AID Handbook 3, Chapter 12, Project Evaluation

. Project Paper

. PIO/T

. PASA Agreement

. 1981 PES

. Grant Agreement

. 1982 Plan of Work

. AID staff trip reports

. Various consultant reports

. Conclusions and Recommendations presented at the close of the evaluation meetings (Attachment B)

15. External Factors

The assumptions listed in the Logical Framework continue valid for eventual project success but many have not proved valid (or operative) to date. For example, at the output level:

"MAP institutional structure absorbs TA services"

and

"MAP decentralization proceeds and is effectively carried out"

Neither of these has in fact proved to be fully operative.

With regard to GOP priorities, this project seems to receive as much ~~as~~ official support as any production program and its purpose and concept well respected. However, with the political instabilities, undisciplined bureaucracies, delays in budget processes and uncertainties from successive Ministry of Agriculture reorganizations, no programs are being smoothly implemented today. USAID has on frequent occasions been forced to meet with senior GOP officials to unblock paperwork and seek specific corrective actions.

The basic assumptions under which AID technical and other assistance were originally planned continue to be valid. Entry of Portugal into the European Economic Community, which has an important influence on agriculture and food policies, is expected within two or three years. This action will have a widespread effect upon Portuguese agriculture. Farm produce, such as milk, meat and wool will have to meet EEC grading standards, if exported.

There will be a rather drastic change in agriculture product pricing both at farmgate and wholesale level. In fact a whole new wholesale market level will be established which will cause changes in consumer and producer pricing levels.

Strong emphasis is still on soil correction/improvement programs. Progress is being made in these areas. Governmental reorganization if not concluded will probably have a very severe impact on the program.

16. Inputs

1. A total of eighty US consultant visits in 12 topical areas have been completed to date. Of this total consultancy input, the following represents the 1982 inputs:

   1. Consultants/Training (Fiscal Year 1982)

Sub-Activity	Consultant Person Months	Training Person Months
Marketing Studies	2 1/4	3
Policy and Economic Studies	17	-
Soil Analysis	1	1 1/2
Training	1 1/2	-
Animal Production	2 3/4	4
Credit Policies	7	3
Demonstration Plots	1/2	-
Farms System Research	1	3
Farm Practices	-	8
Extension	1	8
Limestone Transportation and Distribution	8 1/2	1 1/2
Management activities addressed	4 1/2	4
TOTAL	51 1/4	36

As compared with 1981, this reflects an increase in 36 1/4 person months of consultant time. However, this still falls short of eighty-two person months of consultant time programmed in the 1982 Plan of Work. This was partially due to the lack of absorptive capacity within the MACP which was mentioned several times as a bottleneck by the Portuguese officers participating at the evaluation. A total of 37 person months of training time was provided which is about the amount planned. Attachment C is a summary of consultant visits for FY1981, 1982 and 1983.

Workplan compared with Results

1. Consultant Cost as programmed in workplan ... $964,000

   Actual estimated cost based on consultant time provided: 68% x 964,000 ..... $655,520

2. The total amount of commodities programmed for 1982 was $345,000. It is estimated that about 60% of this was met.

3. Regional and national work plans by MACP were developed.

4. Project implementation plans - 2 year and 4 year were completed.

5. Limestone study in the South completed. Progress has been made towards studying bulk distribution in the North; Production/Transportation/Distribution system continues to operate effectively.

6. Trial/demonstration plots (fertilizer/limestone) were carried out during 1982. The overall number increased over 1981; however successful demo plots were few due to poor management in the field and fell short of projections. Efforts have to be made to improve their planning and in showing results to farmers. No films or video tapes were produced as planned on soil correction.

7. Soil testing/seed processing needs were assessed but little forward motion made on seed production program development.

8. Agricultural policy study completed during 1982 and very well received.

9. Three in-service training courses, in Extension were given in north.

10. Little progress has been made in developing a training plan. Training courses held in country fell short of targets set for 1982.

11. Neither survey work nor training activities were carried out as planned during 1982 in farming practices and farming systems.

Although there has been a degree of success in delivering project inputs, many areas need increased emphasis to provide the desired impact. Much remains to be done on extension, research, training and forages activities.

17. Outputs

This evaluation focused on inputs (covered in item 16), progress and impact. Since this is the second evaluation and near the mid-point of the project sufficient time has passed to expect some impact indicators. The project logical framework lists the following outputs:

- Approved regional agricultural development plans

  These plans were prepared for four regions with budgets, but close follow up will be required to see how they are followed and what obstacles prevent their being executed. For one thing, the 1983 investment budget has not been approved.

- Demonstration of lime and fertilizer use and improved forages production practices

  This year showed a reported increase in demonstration plots although the information presented was not sufficiently broken down to differenciate between corn grain and forage plots. As in 1981 demo plots were for the most part poorly managed, thus giving dubious results, and little use to instruct farmers. A total of 776 demonstration plots were reported in five regions. Average production increase ranged from 18% - 25% depending upon rates of limestone application. Actual reporting of demonstration plots was poor with some regions not reporting at all. Poor results were due in some areas due to drought and/or poor plot management.

- Trained extension agents

  Eleven participants attended a six week training program in Colorado and at Purdue. Eight person months of consultant time was devoted to strengthening extension. However there has been some duplication in OICD consultant visits and little to show thus far in the area of documentation, video, slides, etc. for instruction of extension agents and farmers.

There is a shortage of trained and experienced extension agents. Existing agents are loaded with many other non-extension agent responsibilities and in many cases are not supplied sufficient transportation availability or operating funds. In at least one Region no farm visits were reported by extension agents. There is need for greater emphasis on this part of the program during the remainder of the project. Project managers will have to step up efforts to work at regional level; more constructive dialog needed to identify extension support opportunities, also with cooperatives.

- Farm Management/Farming Practices

No progress was made in this area. One consultancy took place but poor planning led to mediocre results.

- On farm applied research being conducted

No activity made in this area.

- Limestone available to all farmers

Limestone distribution jumped from 18,000 tons in 1980 to 52,000 tons in 1981. The target for 1982 was 90,000 tons, 72,000 tons were actually applied by farmers which met 78% of the project goal. The target for 1983 is 150,000 tons which is unrealistic and should be scaled down. Attachment D shows areas of limestone distribution.

- Transportation study completed

The study in the 4 Northern regions was completed in 1981. The study in 3 Southern regions was completed on schedule in mid-1982.

A limestone transportation consultant team is presently working on rail and bulk transportation costs. Nine plants are reported to be producing agricultural limestone and one new plant is scheduled to be in production within six months. These plants will have a total production capacity of 244,000 tons. It is of note that over 37% of the 1982 utilization was purchased directly by farmers from the producing plant. This reflects a significant increase in the induced demand for limestone.

- Increased capacity and capability of soil testing labs

There was an overall average increase of 14% in the number of samples processed during 1982. The total

number of samples processed increased from 33,511 to 38,254. All laboratories except one showed an increase in samples processed. Findings by the soil scientist consultant and his counterparts may be the most significant impact. Further work to validate findings are presently being carried out.

These findings indicate that limestone and phosphate recommendations have been too high. The development of new lime/fertilizer recommendation tables based on an improved formula is expected to correct this problem. At this time either a Spanish or West German Formula is being used. With the new formula, recommendations will be related to Ph and utilization limitations due to soil organic matter content and trace elements. If this new formula and set of recommendation tables prove out, farmer production costs will go down and farm yields will go up.

In addition, efforts are being made to expedite sample test turn around time, train farmers to do their own sampling and to computerize results and standard recommendations. Much more emphasis should be put on this element of the project.

- Seed processing lab established and operational

No work has been accomplished to date although the forage seed production study was done in January and February 1982. Action must be taken to start the development of this program.

- Participants trained in selected subject areas

This part of the program is far behind considering time elapsed and fund availabilities. OICD has had difficulty conceptualizing the training function and several groups of USDA consultants have been unsuccessful in this effort. There has been a tendency for OICD to teach "training" instead of identify institutional slots needing training. Little use has been made of USDA "canned" courses, and very few participants in U.S. training were from regional offices where functional training most useful. Steps must be taken immediately to develop an overall training plan. Evaluation discussions indicate that in-country training is highly recommended since Portugal has an apparent shortage of candidates for participant training who can leave the country for extended periods. Many in-country courses planned for 1982 (such as Range Mngt.,

Forage Production, Small Ruminant Production, Farm Management, Cooperatives) were not carried out due to lack of time and organizational capacity.

18. Purpose

As stated in the PIO/T, the purpose is to "support the MACP Program of Soil Correction, Fertilization and Increased Forage Production, by strengthening the technical and managerial capacibilities of those officers and agencies within MACP responsible for developing and implementing this Program".

Critical Indicators:

1. Farmers participating and tons of limestone applied per year

2. Farmers participating and tons of fertilizer applied per year

3. Farmers participating and tons of forage seeds used per year

4. Farmers participating and numbers of livestock improved per year

5. Farmers participating and tons of corn and forage produced to feed livestock per year

The project purpose and the critical indicators as above remain the same as at the time of the first project evaluation. The second year was a time of the beginning of the implementation of regional and national development plans.

At this time there is the beginning of the appearances of positive critical indicators. USDA must establish baseline against which progress can be measured. Positive results have been shown in indicators and a continued push must be given to determine status in all five indicator areas.

19. Goal

As stated in the PIO/T, the goal is "to increase agricultural production and productivity, leading to improved incomes for Portuguese farmers, especially the smaller producer; greater employment opportunities within the agricultural sector; and, a reduced reliance on the importation of food-stuffs and other agricultural production inputs".

This evaluation pointed out the need to establish baseline data to track progress through verifiable indicators. A review of USDA Consultant reports indicate, but little is actually favorable developments available to measure goal achievement. USDA should establish baseline data against which comparisons can be made and progress charted.

However, achievement is indicated in the transportation and distribution of limestone, demonstration plots, soil analysis, management and allocation of budget resources, extension of lines of credit, the study on policies and the small ruminants program. There are indications of the development of interrelationships within the system, among functions, agencies, the U.S. inputs side and interrelationships of factors influencing farmers. Reports are frequently heard of greater farmer interest in limestone and even reports of increased production from its use. This is apparently resulting mostly from demonstration effects.

These are all favorable indicators; however, standard formats must be developed so that progress from baseline point can be easily pin pointed to indicate degree of goal achievement and any desired interval.

20. Beneficiaries

The most immediate beneficiaries of this project (as spelled out in the PIO/T) include the employees of MACP and other agricultural support institutions who receive training and technical assistance. The more important beneficiaries are the farmers and farm families who improve their incomes and level of living through increased productivity and production, and the consumers of Portugal who will also see some results in food quality, quantity and possibly lower costs. Given the reported weaknesses of the extension services the Program is increasingly working with Unions of Cooperatives and local cooperatives to reach the farmers. These beneficiaries are the same as those listed last year and impact at their level was not measured during this evaluation. However, the impact on the beneficiaries of the project should be measured during the next evaluation.

21. Unplanned effects

Unforseen effects were as follows:

- The induced demand for limestone (outside the program; not subsidized) is playing a major role and was not anticipated. If this trend continues the need for GOP subsidies will decrease.

- The growing interest from GOP budget officers in developing more effective and timely budgeting procedures.

- GOP officers are becoming increasingly interested in the development of program's multi-year budget which avoid dependency upon yearly budget allocations which generally arrive late.

- Strong support and cooperation from cooperative organizations.

22. Lessons Learned

The three factors established as Lessons Learned by the 1982 PES - organization, priorities and absorptive capacity still stand. However, in addition the following Lessons Learned have become obvious during this evaluation:

1. The importance of keeping the project on schedule:

(a) Although OICD/USDA has provided consultants on short notice, OICD/USDA should try to plan consultancies with greater leadtime and around a core group of potential consultants not relying only on specific person or persons and then having to delay or cancel consultancies in the event of individual consultant unavailability. Evaluation discussions indicate that major successes were achieved where there was a good interaction (which includes jointly planning of activities) between the OICD Team and their GOP counterparts. This also means improving scopes of work for consultants, which, in several instances were unclearly drafted so that either the U.S. consultant or the GOP counterpart failed to understand what was expected and consequent failure to achieve desired results.

(b) Commodity inputs should be planned and programmed into procurement/delivery schedules early in the project to minimize the number of waivers required. The status of procurement reports should be kept up to date on a regular basis.

(c) There is a continuous need for USDA to become more familiar with AID administrative procedures and procurement regulations. The fact

that the Embassy's Administrative Section may approve or allow certain actions does not relieve USDA of their responsibility for compliance with AID regulations.

(d) Training needs must be established and availability of trainees planned and programmed so that personnel trained under the project will be able to make a contribution before the completion of the project.

2. The importance of simultaneous development of various elements of the project to allow for a balanced overall program which will permit linkages to develop and allow program development and growth.

3. The importance of communication at all levels among national, regional, zonal levels. Better communications are one of the key elements upon which the success of the program depends. It is also important to keep all consultant teams informed of one another's activities, which to date has occasionally been lacking.

4. The need for baseline data and standardized reporting. Status reports should be kept by USDA which can readily be compared to the Plan of Work Projections without time consuming calculations and interpreting data.

11 - 15 Abril 1983

AGENDA

unda - Feira, 11	Terça - Feira, 12	Quarta - Feira, 13	Quinta - Feira, 14	Sexta - Feira, 15
ura st.Dr.J.C.Cardoso ologia da avaliação ves zação e dificuldades ves; G. Purnell rio:Produção,Distri e Procura iveira; J. Lauth e terras vedo; S. Dias mento Laboratório nke	9.30 A componente de forragens D. Crespo; A. Dordio 10.30 Prod.Sementes forragens J. Cabral 15.00 A produção animal C. Fontes; L. Gama	9.30 O Proj.Extensão:Coord.Reg I. Lourenço. 10.30 Campos demonstração S. Marques 11.00 O Proj.Inv.: Form. Prof. P. Ganhão 12.00 Campos de ensaio M. Carvalho 15.00 A gestão dos Projectos S. Gonçalves 16.00 Linhas de crédito J. Oliveira	9.30 Política e Econ.Agrícola S. Pinto; T. Josling 10.30 Comercialização Prod.Agr. J. A. Rocha 15.00 Apoio institucional Dep. Agric.E.U.;G.Purnell;A. Varela;P.Ganhão;C.Fontes; A.Alves 16.00 Prioridades para 1983 A.Alves 16.30 Orçamento para 1983 S. Gonçalves	9.30 Conclusões e recomendaç 10.00 Discussão 11.30 Reunião final da avalia- ção Sec.Est.Adjunto Dr. M. França e Silva

AVALIAÇÃO DO PROCALFER - 11 A 15 DE ABRIL DE 1983

CONCLUSÕES E RECOMENDAÇÕES

A. GERAL

O resultado final da avaliação do PROCALFER é positivo. Têm sido realizados esforços notáveis pelo Grupo Coordenador para superar obstáculos institucionais e técnicos de forma a assegurar o sucesso de componentes essenciais do programa. Alguns organismos centrais e regionais do MACP têm apoiado a implementação do programa de forma consistente e organizada. A equipe Americana do O.T.C.D. têm procurado responder cabalmente às propostas de cooperação das entidades Portuguesas. Detectaram-se porém alguns problemas e possíveis soluções que adiante se descrevem resumidamente. Destacam-se, porém, a fase de reestruturação do MACP e uma coordenação deficiente no interior dos Serviços Regionais como sendo das que mais têm afectado o sucesso do Programa. Globalmente, as actividades mais bem sucedidas têm sido as seguintes:

- Produção, transporte e distribuição de calcário;
- A gestão, em particular a elaboração de orçamentos para os projectos;
- Análise de solos e a utilização de equipamento;
- A evolução das linhas de crédito PROCALFER;
- A evolução dos estudos de política a economia agrícola;
- A evolução do programa de produção de pequenos ruminantes.

Em compensação, as actividades que têm tido menos sucesso são as seguintes:

- O apoio dos serviços de extensão, quer a nível central quer a nível Regional;
- A concepção e execução de um programa de investigação a nível nacional;

- A expansão da área nacional de forragens e pastagens; aumento da produção nacional de sementes forrageiras;
- O desenvolvimento de um programa de formação profissional (ida de Técnicos Portugueses aos E.U.A. e organização de cursos em Portugal) a nível regional e central;
- Optimização da articulação entre o Grupo Coordenador, os Serviços Centrais do MACP e as Direcções Regionais;
- A criação de mecanismos administrativos e desburocratizados que permitam ao Grupo Coordenador iniciar actividades rápida e eficientemente;
- A integração dos aspectos técnicos e económicos para alcançar os objectivos do Programa a nível do agricultor;

B. DESCRIÇÃO BREVE DOS PROBLEMAS IDENTIFICADOS E POSSÍVEIS SOLUÇÕES, POR ÁREAS DE ACTIVIDADE:

Sendo intenção deste documento contribuir para melhorar as actividades futuras, destacam-se apenas os problemas e respectivas recomendações decorrentes da avaliação. Devem, porém reconhecer-se progressos significativos, que também se constataram ao longo da mesma avaliação.

1. Gestão das actividades PROCALFER

Problema(s)

* Problema geral da indefinição orgânica do MACP, que afecta a responsabilização de dirigentes chave para a implementação do Programa;
* Falta de envolvimento de algumas Direcções Regionais;
* Falta de coordenação e apoio a nível de certas Direcções Regionais;
* Indefinição de linhas responsabilidade e autoridade do Grupo Coordenador em relação a outras instituições;
* Recursos humanos limitados no Grupo Coordenador afectam o o numero de problemas com que aquele pode lidar.

Recomendação(ões)

* Considerarem-se no PROCALFER dois tipos de actividades sendo o primeiro, a actividades que exigem uma coordenação constante (calagem, análise de solos, fertilização, crédito, extensão, investigação, forragens, gestão e plano de formação profissional) e o segundo,

actividades que são necessárias ao PROCALFER mas não requerem uma coordenação activa e podem ser executadas directamente com organismos Centrais e Regionais do MACP (produção animal, estudos de politica e economia agrícola e estudos de comercialização). No segundo caso a coordenação regional das actividades é da responsabilidade da Direcção Geral Central que está a executar a actividade;

* Considerar a nomeação de um representante da Direcção Geral da Pecuária no Grupo Coordenador do PROCALFER.

* Assegurar uma maior coordenação com os Serviços de Extensão, a nível central e regional e coordenadores regionais do PROCALFER.

2. Extensão

Problema(s)

* O deficiente funcionamento dos serviços de extensão nota-se em quase todas as actividades do PROCALFER. Nota-se a falta de cooperação entre os serviços centrais e o Grupo Coordenador. Atrazos na estruturação dos serviços regionais tem afectado a implementação do programa;

* A não implementação das leis orgânicas, constitui um obstaculo sério à evolução desta componente.

Recomendações

* Acelerar o processo da nomeação para o Grupo Coordenador de um responsável (em regime de tempo inteiro) pela extensão;

* Assegurar o apoio ao Grupo Coordenador, da extensão rural a nível central, em acções de promoção do PROCALFER tais

* como a publicação e distribuição de folhetos, organização de cursos para agricultores e/ou cooperativas, utilização de meios audio-visuais de promoção, etc.;

* Dar alta prioridade ao processo de estruturação das zonas agrárias em termos de meios humanos e materiais;

* Facilitar ao Grupo Coordenador a utilização do fundo de apoio PL 480, para a provisão aos Serviços Regionais de extensão, de veículos e agentes de extensão em regime tarefeiro (ambos requerem autorização ministerial)

* Compilação e divulgação rápida dos resultados à calagem obtidos nos campos de demonstração em 1981 e 1982;

* Nomear responsáveis a nível regional pela componente de extensão, no contexto PROCALFER;

* Apesar de estarem em curso esforços no sentido de resolver os problemas estruturais da extensão (por ex. PADAR), considera-se que deveria ser dada alta prioridade à actividade de Extensão no âmbito do PROCALFER, dadas as limitações temporais do Programa.

3. <u>A Expansão da área nacional de forragens e pastagens</u>

<u>Problema(s)</u>

Até à presente data o Grupo Coordenador não pôde iniciar a componente de forragem e pastagens por falta de uma estrutura de apoio. A indigitação recente do Engº André Dordio para ser o responsável por esta componente, no âmbito do Grupo Coordenador constitui uma excelente medida para dinamizar esta actividade.

<u>Recomendação(ões)</u>

* Considerar como de alto interesse e prioridade o desenvolvimento desta componente;

* Dotar o Grupo Coordenador de meios materiais e humanos que permitam ao responsável pela componente de forragens (Engº Dordio) iniciar actividades concretas rápidamente e responder cabalmente às necessidades de organismos centrais e regionais envolvidos nesta componente;

* Facilitar a utilização do fundo de apoio PL 480, para o pagamento de salários a pessoal tarefeiro que seja necessário contratar (Requer autorização Ministerial);

* Conceber e executar um plano nacional de produção de sementes forrageiras;

* Nomear responsáveis a nível regional pela componente de forragens, no âmbito PROCALFER.

4. Investigação

Problema(s)

Embora tenha havido um número considerável de campos de ensaio no contexto PROCALFER, persiste a ausência de um plano nacional de investigação que inclua a iniciação de programas pragmáticos elaborados de acordo com as necessidades das regiões agrícolas e um levantamento das necessidades de formação profissional a nível regional e central;

* A não aprovação das leis orgânicas constitui um obstáculo serio ao desenvolvimento desta componente.

Recomendação(ões)

* INIAER iniciar rápidamente a elaboração de um plano nacional de investigação no contexto PROCALFER;

* Financiar o plano acima mencionado com recurso ao OGE ou ao fundo de apoio da PL 480, se necessário;

* Promover a cooperação mais activa entre o PROCALFER, a Universidade de Évora e o Instituto universitário de Trás-os-Montes e Alto Douro.

5. Administração e Orçamento

Problema(s)

* A disponibilidade dos fundos do PIDDAC tem sido morosa. Em 1982, os subsídios à construção de armazéns e distribuição de calcário não têm sido concedidos a tempo devido apenas a razões de natureza administrativa. A falta de disponibilidade de subsídio à distribuição de calcário em meados de 1982 teve como consequência uma queda significativa na quantidade de calcário distribuida naquele período;

* O Grupo Coordenador tem tido dificuldades sérias em obter um apoio administrativo eficiente. Em alguns casos não tem sido sequer possível efectuar o pagamento a funcionários em regime tarefeiro que só à custa de boa vontade têm executado cabalmente o seu trabalho;

* Tendência da utilização a nível regional dos fundos do PROCALFER para outras finalidades.

Recomendação(ões)

* Aprovação rápida do orçamento do PIDDAC para 1983;

* Dotar o Grupo Coordenador de um apoio administrativo eficiente e rápido, colocando uma pessoa junto do Grupo Coordenador com essa responsabilidade;

* Assegurar rapida resposta aos pedidos do Grupo Coordenador para as transferências de subsídios destinados à construção de armazens ou à distribuição de calcário;

* Necessidade de acompanhar permanentemente a aplicação dos orçamentos nas regiões;

* Utilizar os fundos da PL 480 como recurso ou adiantamento a certas rubricas do PIDDAC quando se verificar atraso na disponibilidade de fundos.

6. Distribuição de Calcário

Problema(s)

* Apenas um grupo restrito de agricultores e cooperativas está actualmente a corrigir os solos;

* A análise de solos em alguns laboratórios parece ser morosa;

* A linha de crédito para aquisição de calcário não está a ser utilizada da forma prevista;

* O equipamento fornecido ao abrigo do Programa não está a ser totalmente utilizado;

* Tendência para o aumento percentual do subsídio para o calcário.

Recomendação(ões)

* Alertar os serviços de extensão (centrais e regionais) para o problema. Assegurar visitas dos Serviços Regionais às cooperativas e/ou agricultores que não estão adquirir calcário;

* Conceber mecânismo rápido para a entrega da amostra de solos pelos agricultores, realização das análises e entrega aos agricultores dos resultados. Manter um sistema de acompanhamento regular das actividades, em cada laboratório e, em particular o do Porto;

* Promover o aumento de incentivos às cooperativas para estimular o consumo de calcário;

* Conceber e executar um sistema de crédito que permita o acesso do agricultor à linha de crédito para a aquisição de calcário;

* Contactar chefes dos laboratórios e procurar desbloquear problemas no sentido de utilizar a 100% o equipamento para análise de solos;

* Iniciar a nível regional o levantamento da área afectada pela aplicação de calcário;

* Atribuir alta prioridade à distribuição de calcário a grane

7. Crédito

Problema(s)

* Progresso reconhecido mas insuficiente no funcionamento das 4 linhas de crédito do PROCALFER;

* Insuficiente divulgação das linhas de crédito do PROCALFER, o que determina pouca procura por parte dos potenciais interessados;

* Lentidão no procedimento da análise/aprovação/libertação das verbas dos projectos por parte do IFADAP (cerca de 8 meses em média para cada projecto). Foi nomeado um coordenador ao nível do IFADAP (Dr^d. Pimentel), o que poderá permitir uma aceleração em todo o processo;

* Brevemente será necessário fazer um aumento dos fundos disponíveis para crédito.

Recomendação(ões)

* Canalizar a linha C atravéz das uniões de Cooperativas, Cooperativas e Caixa de Crédito Agrícola;

* Dar mais possibilidade às linhas de crédito do PROCALFER;

* Delegar competências ao nível dos Serviços Regionais do Ministério;

* Introduzir alterações tendentes a acelerar o processo a nível do IFADAP de análise, aprovação e controlo dos projectos.

8. Produção Animal (Pequenos Ruminantes)

Problema(s)

* O programa do maneio de pequenos ruminantes parece estar a decorrer com sucesso embora não seja conhecido pelos coordenadores regionais do PROCALFER e a sua implementação seja feita directamente entre a equipa da OICD em Lisboa e a Direcção Geral da Pecuária

Recomendação(ões)

* Considerar a nomeação de um representante da Direcção Geral da Pecuária no Grupo Coordenador do Procalfer;

* Assegurar uma maior coordenação com os Serviços de Extensão, a nível central e regional e coordenadores regionais do PROCALFER.

9. Estudos de Política e Economia Agrícola

Problema

* A quantidade considerável de informação económica e conclusões formuladas por técnicos Portugueses e Americanos nos estudos de

Política e Economia Agrícola só podem realmente tornar-se úteis se for possível pôr em prática as recomendações formuladas que se considerarem apropriadas pelas autoridades Portuguesas. De outra forma será apenas mais um relatório sem qualquer valor prático.

Promover reuniões entre todos os responsáveis pela formulação de políticas agrícolas em Portugal com o objectivo de abordar em detalhe as conclusões obtidas pelos estudos e seleccionar aquelas que poderão constituir a base da formulação de políticas de preços e subsídios com um impacto imediato;

Considerar a possibilidade de introdução de futura legislação que permita pôr em prática as políticas agrícolas que as autoridades Portuguesas considerarem adequadas.

10. Estudos de Comercialização de Produtos Agrícolas

Problema

Falta de recursos humanos especializados no âmbito do MACP, cooperativas, organismos de intervenção económica e empresas privadas de comercialização de produtos agrícolas.

Recomendação(ões)

* Definir rápidamente os programas de acção em comercialização relacionados com o PROCALFER;

* Promover a formação técnica dos elementos das instituições acima mencionadas.

11. Relações entre a componente Americana e Instituições Portuguesas

Problema(s)

* Boa, na generalidade-deverá melhorar nos objectivos;

* Reduzida coordenação com o Programa da Universidade de Purdue.

Recomendação(ões)

* Os consultores devem permanecer mais tempo-produzir menos recomendações e mais acções conjuntas;

* Deverá ser dado mais ênfase no futuro a:

  - Formação-realizar imediatamente o plano de formaçao com o Grupo Coordenador, Regiões e Serviços Centrais;

  - Sementes de Forragens-implementar os respectivo plano;

  - Extensão-Enquanto se desenvolve o plano geral (PADAR) deverão ser tomadas medidas de contingência para reforçar as acções de extensão;

  - Investigação-Desenvolver o plano respectivo.

Attachment C

CONSULTANTS TECHNICAL ASSISTANCE 1/

FISCAL YEAR 1981

SUB-ACTIVITY		CONSULTANT	PERIOD	PERSON MONTH
18.9	- Animal Production	W. Foote	Jan. 6 - Jan. 19	1/2
18.1.1	- Demonstration Plots	A. Fuchs	Oct. 18 - Nov. 6	1.1/2
		R. Yeck	Oct. 18 - Nov. 6	
18.5	- Extension	E. Ferringer	April 19 - May 9	
		C. Spies	April 19 - May 9	1.1/2
18.1.2	- Limestone Transp. and Distribution	John Mahan	Oct. 10 - Nov. 17	
		J. Lauth	Oct. 10 - Dec. 18	8.1/2
		R. Tosterud	Oct. 11 - Dec. 18	
		J. Snitzler	Oct. 11 - Nov. 25	
		J. Lauth	Feb. 10 - March 15	1/4
18.7	- Policy and Economic Studies	R. Fox	July 1 - July 17	
		T. Finan	July 1 - July 17	1.1/2
		R. Winzel	July 1 - July 17	
		C. Hanrahan	March 3 - March 7	
18.4	- Management	M. Ingle	April 1 - 10	1
		M. Ingle	July 6 - 24	
18.1.1	- Soil Analysis	W. Dahnke	June 7 - July 9	1/4
18.10	- Training	R. Ayling	April 6 - April 10	

1/ This does not include time spended in the U.S. which whould require review of contracts.

Attachment C

CONSULTANTS TECHNICAL ASSISTANCE 1/

FISCAL YEAR 1981

SUB-ACTIVITY			CONSULTANT	PERIOD	PERSON MONTHS
18.9	-	Animal Production	W. Foote	Jan. 6 - Jan. 19	1/2
18.1.1	-	Demonstration Plots	A. Fuchs	Oct. 18 - Nov. 6	1.1/2
			R. Yeck	Oct. 18 - Nov. 6	
18.5	-	Extension	E. Ferringer	April 19 - May 9	
			C. Spies	April 19 - May 9	1.1/2
18.1.2	-	Limestone Transp. and Distribution	John Mahan	Oct. 10 - Nov. 17	
			J. Lauth	Oct. 10 - Dec. 18	8.1/2
			R. Tosterud	Oct. 11 - Dec. 18	
			J. Snitzler	Oct. 11 - Nov. 25	
			J. Lauth	Feb. 10 - March 15	1/4
18.7	-	Policy and Economic Studies	R. Fox	July 1 - July 17	
			T. Finan	July 1 - July 17	1.1/2
			R. Winzel	July 1 - July 17	
			C. Hanrahan	March 3 - March 7	
18.4	-	Management	M. Ingle	April 1 - 10	1
			M. Ingle	July 6 - 24	
18.1.1	-	Soil Analysis	W. Dahnke	June 7 - July 9	1/4
18.10	-	Training	R. Ayling	April 6 - April 10	

1/ This does not include time spended in the U.S. which whould require review of contracts.

CONSULTANTS TECHNICAL ASSISTANCE 27

FISCAL YEAR 1982

S-ACTIVITY	CONSULTANT	PERIOD	PERSON MONTH
.5 - Marketing Studies	R. Seltzer	March 9 - April 16	2.1/4
	R. Reed	March 9 - April 9	
.7 - Policy and Economic Studies	R. Fox	Oct. 6 - Oct. 30	
	T. Van Truong	Oct. 6 - Oct. 30	
	T. Finan	Oct. 13 - Nov. 6	
	J. Hillman	Oct. 20 - Oct. 30	
	T. Josling	Oct. 24 - Nov. 14	
	S. Pearson	Oct. 24 - Nov. 14	
	Mark Langworthy	Jan. 20 - Feb. 28	
	R. Fox	Jan. 6 - Jan. 15	
	C. Hanrahan	Jan. 12 - Jan. 16	
	T. Josling	Jan. 13 - Jan. 16	
	T. Finan	Jan. 13 - Jan. 15	
	J. Hillman	July 11 - July 18	
	T. Van Truong	June 1 - July 30	
	T. Josling	June 18 - July 22	
	S. Pearson	June 18 - July 23	
	R. Fox	June 1 - July 30	
	T. Finan	June 1 - Aug. 6	
	R. Netting	June 20 - July 11	
	E. Monk	June 20 - July 22	
	Mark Langworthy	June 18 - Aug. 7	
1.1 - Soil Analysis	W. Dahnke	June 1 - June 30	1
10 - Training	R. Ayling	June 19 - July 2	
	R. Werge	Dec. 7 - Dec. 21	1.1/2
	W. Doerr	Dec. 7 - Dec. 21	

This does not include time spended in the U.S. which would require review of contracts.

CONSULTANTS TECHNICAL ASSISTANCE

FISCAL YEAR 1982

ACTIVITY	CONSULTANT	PERIOD	PERSON MONTH
9 - Animal Production	W. C. Foote	July 18 - August 1	
	W. C. Foote	Oct. 12 - Oct. 31	2.3/4
	J. E. Butcher	Oct. 12 - Oct. 31	
	J. W. Call	Oct. 12 - Oct. 31	
2 - Credit Policies	A. Grawunder	Oct. 19 - Nov. 27	
	W. Saupe	Oct. 19 - Nov. 27	
	F. Aigner	June 21 - July 1	
	F. Aigner	Oct. 3 - Oct. 12	7
	D. Raber	Sept. 12 - Oct. 12	
	D. Archer	Sept. 12 - Oct. 12	
	A. Haselbacher	Sept. 12 - Oct. 12	
.1 - Demonstration Plots	A. Fuchs	Nov. 9 - Nov. 20	1/2
- Extension	E. Christmas	March 7 - April 2	1
.3 - Farms System Research	P. Hilderbrand	Oct. 26 - Oct. 31	
	C. Clough	Oct. 26 - Oct. 31	1
	R. Harris	Oct. 26 - Nov. 12	
- Forage	R. Henry	Jan. 7 - March 1	1.1/4
.2 - Limestone Transp. and Distribution	J. Lauth	Oct. 19 - Nov. 24	
	J. Lauth	May 17 - Aug. 8	8.1/2
	E. Reinsel	June 1 - Aug. 1	
	J. Smith	May 15 - June 28	
	K. Casavant	June 25 - July 31	
- Management	M. Ingle	Oct. 20 - Nov. 6	
	E. Rizzo	Jan. 10 - Feb. 8	
	E. Rizzo	Oct. 20 - Nov. 6	7.1/2
	M. Thompson	Jan. 10 - Feb. 5	
	E. Connerley	May 29 - Aug. 1	
	M. Thompson	May 12 - Jul. 25	

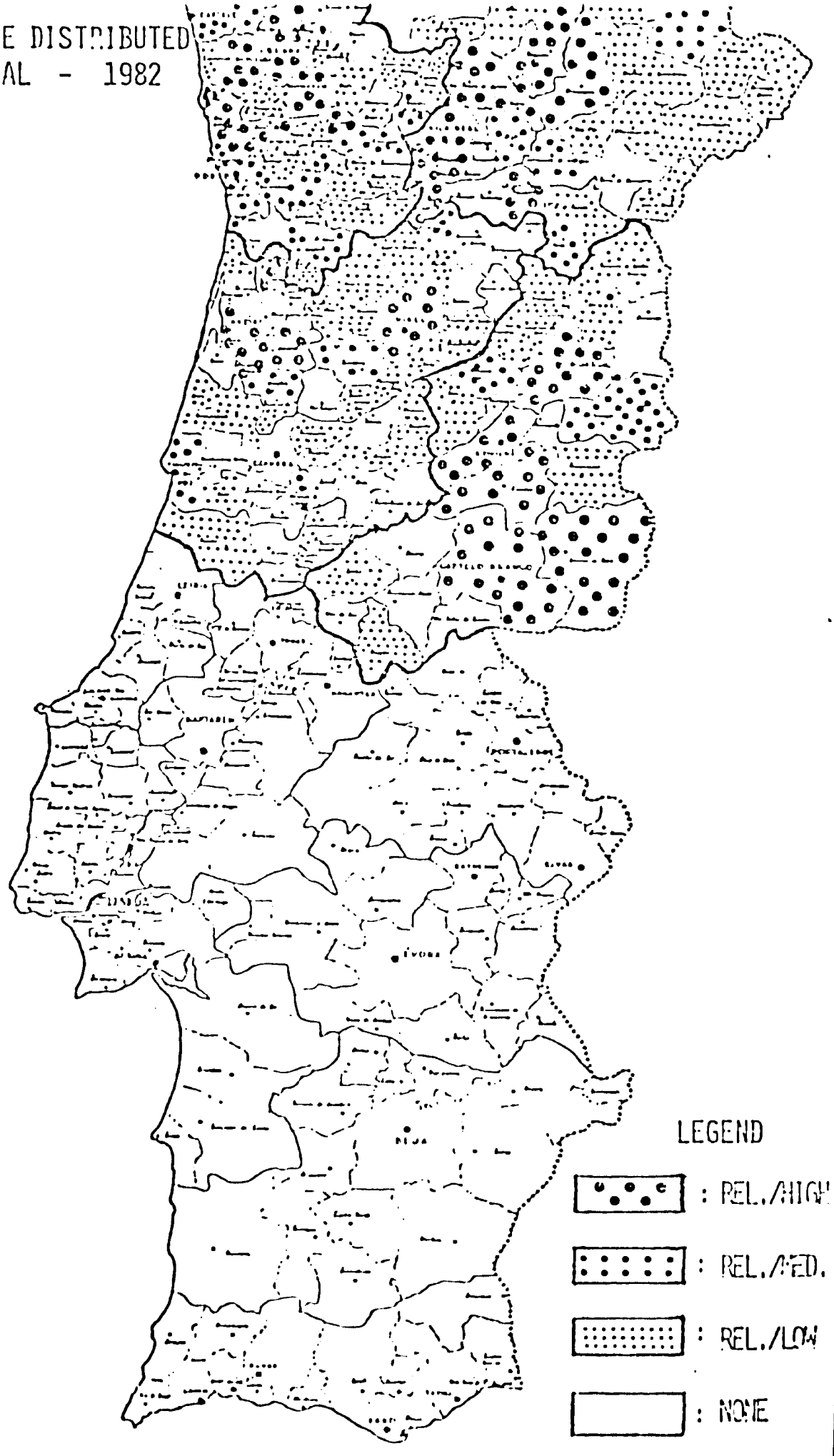
CONSULTANTS TECHNICAL ASSISTANCE

FISCAL YEAR 1983

-ACTIVITY	CONSULTANT	PERIOD	PERSON/MONTH
5 - Strengthening Extension Services	Kathy Alison	March 1 - April 12	1.5
2 - Ag. Credit Policies & Programs	Frank Aigner	Sept. 12 - Octob. 12	
	Haselbacker	" "	
	Archer	" "	
	D. Raber	" "	
	A. Grawunder	Feb. 22 - March 25	
	E. Simm	" "	3
1.- Soil Analysis and Demonstrations	W. Dahnke	March 20 - April 22	1
2.- Production/Distribution of Limestone	J. Lauth	March 22 - April 30	2.5
	K. Casavant	April 1 - April 30	
- Training	P. Radde	Oct. 25 - Nov. 3	
	P. Radde	Nov. 19 - Nov. 30	
	P. Radde	Dec. 7 - Dec. 17	3.7
	H. Raik	Nov. 23 - Dec. 17	
	H. Raik	March 1 - March 25	
	M. Fini	Feb. 27 - March 25	
- Policy Analysis & Economic Studies	T. Truong	March 4 - March 11	
	T. Truong	April 5 - April 22	
	M. Langworhty	March 19 - April 19	29.
	T. Josling	March 18 - April 19	
	S. Tangermann	March 19 - April 19	(45% - training;
	R. Fox	June 1 - July 31	55% - research)
	S. Pearson		
	T. Josling		
	M. Langworthy		
	T. Truong		

CONSULTANTS TECHNICAL ASSISTANCE

FISCAL YEAR 1983

B-ACTIVITY	CONSULTAN	PERIOD	PERSON/MONTH
8 - Marketing Studies	R.Seltzer	April 19 - June 15	2
9 - Animal Production	C.Hausler	Nov. 15 - Dec. 12	
	W.Foote	Nov. 15 - Dec. 20	
	D.Mathews	Nov. 15 - Dec. 12	4
	C.Hausler	March 18 - April 8	
4 -	M.Thompson	Oct. 6 - Dec. 10	
	E.Connerly	Nov. 25 - Dec. 17	
	M.Ingle	Nov. 29 - Dec. 10	6
	L.Cooley	Jan. 28 - Feb.18	
	E.Connerly	March 1- April 1	
	N.Berge	March 15- April 4	
	M.Ingle	April 22 - May 6	
	M.Thompson	May 21 - June 23	
	E.Connerly	June 15 - July 15	
1.3 - Farming Practices	F.Cook	Oct. 10 - Nov. 26	1.6

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