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005/78

END OF TOUR REPORT

Name: E. Boyd Wennergren \*

Job Title: Chief of Party

Date of Appointment: July 1, 1975

End of Tour: November 15, 1978

Agricultural Economist, Dept. of Economics,  
Utah State University.

Assigned as Chief of Party and Counterpart to  
the Director General, Ministry of Asuntos  
Campesinos and Agriculture, La Paz, Bolivia.

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END OF TOUR REPORT

E. BOYD WENNERGREN

Position Description

"The Chief of Party will serve as counterpart to the Director General of Agriculture and local project administration and will act as coordinator of the Contract resources. He will: (a) Assist the Director General in his program planning and management as it relates to agricultural research and extension in regions of focus and to sectorial management; (b) Plan and coordinate the related technical assistance and training programs with the Ministry and the University needs; and (c) Monitor and report on the various project activities and supervise the other Contract personnel to ensure that outputs are produced in a professional and timely fashion."

Period of Assignment: July 31, 1975 to November 11, 1978

Administrative Activities

The Consortium for International Development (CID) and the Ministry of Agriculture (MACA) signed Contract Number GOB/AID 511-92 in June 1975 and the Contract became effective July 1 of that year. As of this date, one Contract extension has been approved, GOB/AID 511-101. The Chief of Party arrived in Bolivia July 31, 1975 to assume responsibility for in-country program administration and implementation. Consortium administrative offices were opened in La Paz, Cochabamba and Santa Cruz. Local personnel were hired for these offices and an employment contract developed. The Party Chief supervised development of an accounting system for reporting expenditures of both grant and counterpart funds. Subsequent audits of the accountability and disbursement of funds have been made without reporting major deficiencies. He developed and assisted in the implementation of an inventory system for Contract equipment and supplies. The number of items in inventory will soon reach 1,000. He was also responsible for negotiating and entering into

Contract agreements for local housing of Consortium technicians. A rental agreement was developed. To date this activity has encountered no major legal problems although the activity has been time consuming.

He was responsible for Contract compliance related to GOB regulations local personnel, customs clearances, etc. This proved to be an extremely time consuming activity despite the employment of a competent local administrative assistant.

The Party Chief was responsible for administrative matters related to program reporting and financing. He supervised and assisted in the preparation of all Annual Plans of Work during this 3-year period. All Contract Quarterly Reports were prepared and submitted in a timely fashion. Contract budgets were prepared and negotiated with Ministry and USAID personnel without interruption of Contract activities. Other necessary Contract amendments were processed in an orderly fashion.

Under the design of a host-country Contract, the administrative demands have been considerable. The 3 CID offices have been responsible for all servicing and logistical support needs of the Contract and its technicians. In addition the La Paz office has had responsibility for disbursement and accountability of Contract funds. These demands plus the language translation requirements to publish or otherwise prepare the professional output of about 8 technicians has resulted in a significant administrative effort. To date approximately 100 research and administrative reports have been published by the CID office, most of them in 2 languages.

Comments and Recommendations

Overall, the Contract administration has proceeded in an orderly fashion but has experienced a considerable amount of unnecessary day to day difficulties which have increased the dollar and time costs of the Contract.

(1) As a host-country Contract, this has been a new experience for all contracting parties. The nature of the host-country Contract has placed the Contractor in almost daily contact with the Bolivian Government bureaucracy in resolving official contract matters related to a broad spectrum of problems ranging from local personnel taxes to custom clearances. These problems have been confronted with essentially no assistance from either the Ministry of Agriculture or USAID. Most of the problems have arisen since GOB Ministries and offices have failed to recognize the legitimacy and legality of our signed Contract. For example, we have been challenged on such fundamental rights as our entitlement to import duty free both private and Contract vehicles. The challenge seems never to be resolved as it has been repeated from time to time from one car to another, sometimes within a period of one month. Importation clearance for an official work vehicle was held up in the Ministry of Industry and Commerce for several months. The list of such difficulties is long.

Repeatedly these problems have been called to the attention of MACA and USAID in Quarterly Reports and memoranda. A recommendation has been made to establish a "Host-Country Contract Office" in the Ministry of Finance to service the administrative needs of all host-country contractors. That recommendation is repeated again here.

(2) The Contractor has also faced uncertainties related to Contract administration as a result of a changing attitude of USAID. Originally, the Contractor was to be completely independent of USAID administrative regulations except as they were incorporated into the contracting document. In fact, during the initial Contract negotiations in 1975 USAID representatives asked that all references to USAID regulations be omitted from Contract reference. For example, current USAID levels for per diem were adopted and specified in the Contract without reference to USAID sources. With the passage of these 3 years, there are increasing pressures by USAID to insure Contract conformity with their "Standard Regulations and Practices", even if a given requirement is not contained in the Contract document. These pressures come with both Contract audits and renegotiations.

It is recommended that a policy and philosophy for host-country Contracts be adopted by the USAID Mission which reflects a clear understanding regarding the applicability of general USAID accounting standards to this class of Contract.

#### Program Activities

Under provisions of the Contract, CID is charged with providing technical assistance to the Ministry of Agriculture in the intermountain valleys of Central Bolivia and the lowlands in Eastern Bolivia. Specifically, the Contract objectives are:

- 1) To develop improved agricultural technologies and more modern management practices germane to the small farm sector of the project area (Technology Development).

- 2) To extend to the small farm operators in the regions of interest the improved technologies and more modern production practices (Technology Extension).
- 3) To develop the capability of the Ministry office of Sector Planning to generate basic data, analyze problems and opportunities, formulate and implement coordinated policies and programs for the sector (Sectorial Management).

In addition, the scope of technical assistance activities included part time association with the Faculties of Agronomy and Agricultural Economics at the University of San Simón and Gabriel René Moreno University. Also of special note was the USAID plans to construct "Service Centers" under the 053 Loan which were to be assisted by Contract technical assistance.

The initial Contract called for the assignment of eleven technicians at the following locations: Santa Cruz, 2 Agronomists; Cochabamba, 3 Agronomists and one Ag. Economist; La Paz, a National Research Advisor, a National Extension Advisor, an Ag. Economist in Planning, an Ag. Economist in Marketing and the Chief of Party. During these initial 3 years, several program changes were implemented with Ministry and USAID approval.

- 1) Due to the initial shortage of USAID support funds, the number of technical staff during the first year was limited to seven. During the last 2 years, ten technicians were funded instead of the anticipated eleven.

- 2) The geographic region was deliniated to exclude the Chapare when the Florida State University program was initiated. Also agronomic work at Chinoli was curtailed due to the limited number of CID technical staff in Cochabamba occasioned by the first year fund limitations and the subsequent

failure of the Contractor to recruit sufficient technicians to fill the authorized positions.

3) The crop orientation for CID technical personnel found in the Contract has been altered by filling the agronomic positions with specialized skills, i.e., Entomology, Plant Pathology, etc. The crop emphasis has been maintained through cooperative efforts between CID and Bolivian personnel. In truth, it is doubtful that production generalists for individual crops exist in sufficient numbers to staff a Contract such as this.

4) Several position descriptions have been changed:

- a. The Agricultural Economist in Marketing was changed to a Potato Breeder to give more concentration to the Potato Program. This change was also caused by the realization that Contract requirements to develop a Price Reporting Service could not be adequately accomplished for political reasons.
- b. The Agricultural Economist Position in the Planning office was changed to an Agronomic position responsible for off-station testing, after 3 years of contract life. The Ag. Sector II Program calls for Agricultural Economics assistance in the whole area of Sector Management which would duplicate the one-man CID effort. Also, a review of the agronomic research program in September of 1978 showed a breakdown in the research process once the testing left the experiment station.
- c. The Extension Advisor located in La Paz has been reassigned to Cochabamba to give more direct impact on the project area. The responsibilities of the Research Advisor in La Paz were redefined

to include both research and extension assistance to the Director of IBTA. A later alteration extended his advisory role to the regional Directors of IBTA and CIAT.

5) The "Regional Service Center" concept which was to be implemented by physical constructions and equipment purchases and assisted by technical assistance under this Contract was also altered. There have been significant delays in the proposed 053 construction. (As of this writing, constructions are just getting underway). As a result, Contract responsibilities for inputs to these centers have been nullified to the present.

6) References to providing Contract assistance in reforming the organization and administration of public services within the Ministry were deleted. No technical position was provided for this activity and it is an intended activity of the Ag. Sector II project.

These changes have generally resulted from the day to day management of the Contract by the Chief of Party in consultation with the Ministry Director General. An excellent collaborative situation was developed in this counterpart relationship. In addition to matters related to Contract operation, the Party Chief responded on several occasions to requests for advice and analysis of proposed Ministry programming in other geographic areas of the country.

The issue of Contract technician authority and responsibility in program implementation has occupied an important place in Contract discussions to date. Initially, the Ministry requested that CID personnel serve as co-directors in experiment stations and Ministry offices to which they were assigned. The Ministry also defined the CID program as the same as the Ministry program in

the Contract area. Both concepts were intended to immerse CID in Ministry programming in an effort to accomplish the greatest possible institutionalization of CID's presence. It had the disadvantage (for Contract evaluation purposes) of low visibility for Contract presence. The concept also placed CID technicians in an important position to assist in overall experiment station management and development. This latter role has been diluted a great deal due to delays in O53 constructions and purchases. CID personnel have acted mainly in assisting with agronomic research programs rather than developing overall station ability to conduct research. But even in the restricted area of agronomic research, with respect to working relationships, there persists uncertainties which need to be more clearly enunciated by Ministry leadership for MACA field personnel.

Considerable time was also spent during the initial period of the Contract in defining CID working relationships with IBTA and CIAT. Both agencies were newly created during the first year of the Contract. Both were plagued with organizational, financial and personnel problems as well as problems associated with defining programs and the interrelationship between the two organizations. All of the associated uncertainty had its impact on the CID program which is located in one geographic area occupied by each agencies. The situation has clarified considerably this past year and effective working relationships are evolving among CID technicians and IBTA/CIAT regional leadership. But some issues persist.

As a basis for guiding the development of the Ministry research system, the Chief of Party initiated a review of the 3 experiment stations in the

project area which was published in early 1976. The report was the collective product of the CID technical team. It evaluated the physical facilities, the overall research philosophy, budgeting and financing, and identified in a general way the agronomic constraints considered important to increased crop production. In 1977, an attempt was made by the Party Chief to initiate an in-depth review of the individual crop research program as it became more apparent that the CID advisory role was shifting away from overall station development. The initial attempt was unsuccessful since data were not being expeditiously analyzed and published by station personnel. This year, the data have been secured (mainly due to the efforts of the CID Research Advisor) and are currently in the process of evaluation. A report is underway which will provide a critical analysis of the individual research programs for the past 2 agronomic years as well as for the overall research system. These two reports will provide a base from which program adaptations can be considered.

In support of the general project effort, the Party Chief prepared and negotiated a separate short term consultant contract between CID and the Ministry with 053 Loan support. All short term consultants brought under the Contract were administered through the CID office and a large portion formally fell under the supervisory responsibility of the Party Chief. During this period of assignment 22 short term consultants have been brought with CID initiative and an additional 5 resulting from USAID and MACA requests for assistance in MACA programming outside CID Contract responsibilities.

The delays in 053 loan purchases added pressures to the Contract for providing equipment and supplies of a critical nature to Contract operation

and technician efficiency. These items were administered through the local CID office and purchased by the central office in Utah.

The Party Chief has given emphasis to the development of research information based on sound profession and scientific procedures. This philosophy was adopted in accordance with the general contract emphasis on technology development. CID technicians have been encouraged to publish their research findings in collaboration with their Bolivian colleagues. A "CID Working Paper" Series was initiated in late 1975 to accommodate the publication of initial research results, preliminary position papers and short term consultant reports. In addition to the 22 short term consultant reports, 48 working papers have been prepared. Additionally, six reports were published directly by the Office of Planning in MACA and an estimated 10-12 by CIAT. Many of these reports were co-authored by CID and Bolivian technicians.

To complement the emphasis on research reporting, encouragement was given to publication of extension recommendations for the Campesino sector. During this 3 year period approximately 15 extension type publications have been issued by MACA. Several other manuscripts have been delayed in MACA/IBTA due to budget constraints and a slow review process. In addition, an extension newsletter, encouraged by CID, has just published its 13th edition and is now under competent management of Ministry personnel. A proposed Agricultural Journal has been unsuccessful to date. It is unlikely that it will succeed until the quality of research investigations is improved and Bolivian technicians are given incentives to engage in such professional activities.

Emphasis has also been given to encouraging collaboration with International Research Institutes and other in-country Ministry contractors. During this period, relationships have been established or solidified with CIP, CIAT/Colombia, CIMMYT and INTSOY. Contacts have also been established with IRRI, ICRASAT and the Texas Sorghum Program. In-country, a working relationship was established with the Robert Nathan Contract and their Potato Cooperatives program. We anticipate as a Potato seed program evolves in the next year or two, this relationship will prove important in seed production activities.

During this period the Contract program has been evaluated by two independent USAID advisors, a 3-man team from CID Central Office, plus the annual USAID in-house reviews. One USAID audit was performed. While recommendations were made for improvement, the general progress of the Contract was not challenged. In addition, a 3-man team assessed the CID program direction in respect to compliance with the U.S. Congressional small farm mandate. They judged the Contract to be in compliance but recommended adjustments in a few program aspects (CID Working Paper 006/78). Based on this report and the research program review conducted by CID, a decision was reached with the Ministry to give more supervised assistance to off-station agronomic research and demonstrations. A CID technician has been contracted for this purpose.

#### Individual Professional Activities

In addition to overall management and direction of the Contract, the Party Chief engaged in areas of professional activity related to his

training as an Agricultural Economist. He participated with Dr. Morris Whitaker in the preparation of an analytical study of erosion and natural resource management conditions in Bolivia. A summary statement of this study was presented by Dr. Whitaker this summer at the International Range Management meetings. The study provides a conceptual framework and policy recommendations for dealing with the problem of overgrazing of rangelands. On the basis of this study, encouragement and advisory assistance were given to several extension agents in Cochabamba to initiate local corrective programs. Range research "cages" were provided to several communities to demonstrate the results of controlled grazing. At least two communities have indicated an interest in program implementation. This program will be followed up when the new extension advisor arrives in November.

The Party Chief has taken an important position in the writing and preparation of two CID reviews of Ministry research stations and crop research programs. However, major responsibility has been assigned to the CID Research Advisor.

The Party Chief assumed major writing responsibility for preparing a document setting forth the philosophy and activities of the CID Contract with respect to the Congressional small farm mandate.

The Party Chief is currently assisting in two research studies which will be completed during this next year. One study in collaboration with Dr. Kendall Adams is evaluating the demand potentials for small farm production to be used in agricultural processing in Bolivia. A second study

with CID technician Don Kidman, will investigate the agronomic and economic basis for the popular practice of land abandonment after 4-6 years in the colonization areas of Santa Cruz. Data for the study will be collected this crop year. Assistance in analyzing and preparing final reports of these two studies will be provided by the Chief of Party from his stateside station.

Assistance has been given by the Party Chief in reviewing most CID Working Series manuscripts.

#### University Relationships and Activities

In accordance with both his Contract responsibilities and professional interests, the Party Chief taught three courses at the University of San Simon. Two courses, (Agricultural Economic Development and Agricultural Marketing) were offered for University Credit awarded by Utah State University. The third was a 3-day symposium for students, faculty and local civic and business leaders in Cochabamba entitled "Agricultural Development in Bolivia".

The Party Chief initiated discussions between MACA and the Universities of San Simon and Gabriel René Moreno to seek the basis for closer cooperation in research and training activities. An agreement between each of the Universities and the Ministry was formalized which calls for research collaboration and the participation of CID technicians in assisting University professors in the conduct and preparation of course materials and the supervision of student thesis. A request was also processed through MACA to the Ministry of Finance for use of counterpart funds to be used as becas for Bolivian Agronomic and Agricultural economics students. These becas

are to be used to complete thesis requirements for students at both universities. The request was finally approved (with USAID concurrence) in September, 1978.

The Party Chief has consulted with both Universities regarding the possibility of a Title 12 University to University program to assist in improving agricultural teaching and research plus the initiation of non-degree programs for the rural populace. The leadership of both Universities has expressed considerable interest and willingness to cooperate and on the basis of this interest, the Party Chief has initiated discussions with the USAID Mission. At the moment, these discussions are in the preliminary stage of considering a possible Project Implementation Document (PID).

Overall, Contractor associations with university personnel has been limited to a maximum of 10 percent of each technicians time but the reception by university professors and leadership has been excellent. Repeated requests have been made for more help. It appears that an excellent basis has been established for increasing technical assistance involvement in these institutions.

#### Concluding Comments

(1) The CID project has now passed the initial "settling in" period during which organizational issues with IBTA/CIAT, and working relationships among technicians have been resolved to an improved degree. Some uncertainties still exist. The CID project has had an impact on the agronomic research

program of the stations, but the nature of that contribution has been mostly in initiating new research consistent with the agronomic specialties of the CID technicians i.e. entomology, plant pathology, etc. With the completion of the agronomic research program evaluations, currently underway, the Ministry and CID will be in a position to better engage in alterations and strengthening of the on-going research. The arrival of the CID extension replacement and an agronomist to supervise off-station testing will provide a program dimension needed to improve the effectiveness of testing information in the small farm sector.

The unusual delays in O53 constructions and purchases has retarded the overall effectiveness of the CID Contract technicians and the institutionalization of the CID presence. Hopefully, these deficiencies will be corrected during this next year. The failure of the Contractor to completely fill Contract positions during these first three years has also been a deterrent to program progress. But, it is anticipated that a full complement of technical staff will be in place by December/January of this year and this group will require no changes during the next 2 years. The Contractor will also intensify the recruiting process to insure that quality technicians are in place on schedule in the future.

The Contract has now reached the point of moving forward on a basis likely anticipated for the first year of Contract operation by those who created the project. These next 2-3 years should show appreciable improvement in overall Contract performance. It should be closely monitored by the Ministry and USAID for the purpose of ascertaining if the initial project

objectives will be fulfilled on schedule or if a project extension may be in order to fully complete the intended impact.

(2) During these past 3 years, the Ministry and USAID have initiated a considerable amount of new agricultural programming activity. Several different contracts are now operating in the country and new ones are anticipated. There has been a tendency for contractors to be limited by geographic or other program restrictions which has inhibited total utilization of personnel competence by both MACA and USAID. Considerable technical talent is available on both the CID and other Contract teams which encompasses a wide range of subject matter expertise. Opportunities are being wasted when this talent is not used on a limited basis to assist overall Ministry programming. In addition, collaboration and interchange of personnel between Contracts should also be encouraged. Bolivia cannot afford duplicated and uncoordinated program efforts.

(3) A problem still of major concern is the limited number of Bolivian technicians assigned to work with the CID technical staff. The problem is less serious at Toralapa and San Benito than at Saavedra where only one or two Bolivian Technicians are assigned to a whole line of crop investigations. The approval of student becas for completing thesis projects will spread the influence of the CID staff. But the ultimate objective of the CID Contract should be to institutionalize its presence. A necessary if not sufficient condition for this is that a critical mass of Bolivian technicians be assisted by Contract presence so that the positive influences will persist beyond Contract termination. I fear that unless this issue is given constant attention by both MACA and USAID, the institutionalization of CID presence may be minimal.

(4) The working relationship among IBTA, CIAT, and CID have clarified considerably since the initial formulation of the two organizations about 3 years ago. However, some confusions still exist for the Contract since the internal lines of program authority between IBTA and CIAT are not always clear. The Contract is responsible to MACA/IBTA and tries to respond both to that requirement and the local wishes of CIAT. This becomes difficult if program clarity is absent between IBTA and CIAT.

(5) With the termination of the CID Agricultural Economist in the Planning Office and delivery to that office of an operational linear program, CID Contract requirements were fulfilled. Assistance to the Planning Office was to be assumed by the Ag. Sector II Contractor. However, to assist in providing some continuity in developing the final capability of the programming model, a suggested training of Bolivian personnel during the interim was proposed by Dr. LeBaron in a June 19, 1978 memo to the Director of Planning. Now that the Ag. Sector II Contracting process has been delayed, the proposal by Dr. LeBaron takes an added importance if development of this modeling capability is to avoid a significant delay. There is also the issue of establishing Ministry computer capacity and training local personnel which is still unresolved.

(6) A final comment based on several years of association with Bolivian Agriculture seems appropriate. The fundamental constraints to agricultural development in Bolivia continue to be human capital limitations, absence of a viable and accurately functioning scientific base, and deficient factor and product markets. This was true when I first came to Bolivia in 1967 and it

remains true today. There has been some change but nothing appreciable. It is my honest judgement that until MACA and USAID programming turn strongly toward correcting these deficiencies, agricultural development in Bolivia will move at a very slow rate. The current CID program is no more than the "tip of the iceberg" that is necessary to meet these national needs.

Publications

1. Common Property Rangeland and Induced Neighborhood Effects:  
Resource Misallocation in Bolivian Agriculture. CID Working Paper  
001/76 (with Morris D. Whitaker). A revised version of this report  
was formally reissued as CID Technical Report 001/76.
2. Five-year Work Plan for the Bolivian Center for Potato Research:  
1977-82. CID Working Paper 012/77 (with Kenneth Ellis).
3. The CID/MACA Agronomic Research Program and the USAID Small Farm  
Mandate. CID Working Paper 004/78 (with CID Technical Staff).
4. Edited and Finalized Writing of 12 Quarterly Reports.
5. Edited and Finalized Writing of 3 Plans of Work.