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This transmits the first annual evaluation for the subject project which was completed in November, 1977 and recently reviewed by the GOJ and USAID.

PAGE 1 OF 13 PAGES

DRAFTED BY EugeneJSzepesy:fv	OFFICE PROGRAM	PHONE NO	DATE	APPROVED BY: Philip Schwab, Asst. Dir.
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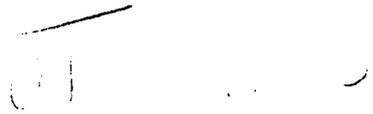
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PROJECT EVALUATION SUMMARY

- | | | |
|---|---------------------------------|---------------------------|
| 1. MISSION | | 2 PROJECT NUMBER |
| USAID/Jamaica | | 532-0039 |
| | | |
| 3. PROJECT TITLE | | |
| National Planning | | |
| | | |
| 4. KEY PROJECT DATES (FY) | | 5. TOTAL US FUNDING: |
| a. Project Agr. Signed | b. Final Oblig. | c. Final Input Delivered |
| 6/29/76 | FY 1978 | FY 1980 |
| | | LIFE OF PROJECT \$635,000 |
| | | |
| 6. EVALUATION NUMBER as listed in Evaluation Schedule | 7. PERIOD COVERED in Evaluation | 8. DATE OF THIS REVIEW: |
| 78-2 | From: 6/76
To: 11/77 | 3/78 |

- | | | |
|--|--|--|
| 9. ACTION DECISIONS REACHED at Evaluation Review:
See pp. 2-5 | 10. OFFICER RESPONSIBLE FOR FOLLOW-UP
See pp. 2-5 | 11. DATE ACTION TO BE COMPLETED
See pp. 2-5 |
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12. SIGNATURES



OWEN JEFFERSON, DIRECTOR
PROJECTS DIVISION
MINISTRY OF FINANCE



DONOR M. LION, MISSION DIRECTOR

National Planning Project
Evaluation

9. ACTION DECISIONS REACHED AT EVALUATION REVIEW

- | | <u>Agent</u> | <u>Date</u> |
|--|--------------|-------------|
| (1) <u>The Logical Framework should be revised to reflect changes in training interventions by PDRT.</u> | USAID/J | 1/78 |
| (2) <u>The various possible mechanisms for institutionalization of PDRT's system for design and planning documentation should be examined. One mechanism might be to require submission of the PDRT designed Profile for all projects to be considered for AID funding.</u> | USAID/J | 3/78 |
| (3) <u>USAID/J and the GOJ should together examine the position of PDRT in the MOP, the appropriateness of its location there, and the possibility of making the PDRT, a permanent division in the Ministry deemed most suitable.</u> | USAID/J | 3/78 |
| (4) Secondment should be modified as a PDRT staffing method. Operating under uncertainty has lowered team morale and hampered the effectiveness of PDRT activities. One option might be the use of a contract for the duration of the project, hiring team members from without or within the Government. If from within, all parties should agree to PDRT membership at least until | | |

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the end of the project, supplying written guarantees that employee time spent on PDRT will enhance promotion possibilities and perhaps be grounds for promotion. In addition, during their stint with the PDRT, staff would not be required to perform any outside duties.

USAID/J 3/78
and GOJ

- (5) Insofar as full use of PDRT's capabilities should be one of the primary concerns, the feasibility of physically placing the PDRT in individual ministries for 2 - 3 month periods should be investigated. PDRT could hold intensive training courses for Ministry Divisions, and be resident experts to assist with all phases of project development as needed. This resource would prove invaluable in the Ministries and would reveal to the PDRT the entire range of problems needing assistance. Such experience might be useful for the team in developing project preparation documents and manuals. Its moving about would also serve to publicize the PDRT, and demonstrate the need for an in-house planning capacity in each Ministry.

USAID/J 4/78
GOJ

13. SUMMARY

The National Planning project is innovative in nature; consequently, many aspects of the project are experimental; as expected, not all elements have proceeded as planned. The project is designed to strengthen the Ministry of Finance (MOF) Investment Programming and Projects Division (IPPD) by establishing a Project Development Resource Team (PDRT). This team, planned to be composed of four Jamaican experts, two American long-term advisors, and short-term advisors as needed, is supposed to train Jamaican personnel in project preparation and implementation planning.

It was only after eleven months that the Government of Jamaica supplied its full commitment of four PDRT members. Nor has AID been forthcoming with its full complement of advisors, partly as a result of contracting difficulties and partly as a reaction to the apparent lack of Jamaican

support for the project. Action is being taken to remedy this situation by extending the short-term advisor and replacing the long-term advisor in 1978.

Although Jamaican commitment to the project has been adequate from some quarters, the team feels it has not received the level of support necessary to its full operation. Staffing of the PDRT has been a problem for a year. It was not until September, 1977 that the fourth member of PDRT joined the team. Because of the use of secondment for six-month periods, PDRT is expected to again lose a team member in February, 1978. The problem of PDRT membership must be resolved if full benefits of this resource are to be realized. Temporary secondment will not be effective in obtaining top quality people for the team.

One way to help resolve the problem might be to formally establish the PDRT positions within the GOJ's personnel staffing structure (to date the PDRT has been an ad hoc rather than an institutionalized effort).

In addition, team members might be assured of some benefit, such as a salary increase, that would enhance the attractiveness of the position and demonstrate the government's recognition of the project's importance. Such recognition of the PDRT as an organizational entity has suffered from the several changes in leadership of the Projects Division since the inception of this activity. ~~and the subsequent~~
~~reorganization of that division and its~~
~~subordinate PDRT elements.~~ If organizational stability and support are not forthcoming in the MOF, it may be that a more suitable institutional home should be sought for the project.

There does not appear to be uniform recognition of the importance of training in project planning and implementation. Many Ministries are so accustomed to using expatriate consultants that they have difficulty in seeing the utility of developing an in-house capacity for mid-level management in this area. An Inter-Ministerial Committee at the Permanent Secretary level should be considered to clarify role of the PDRT and to clarify the PDRT's objectives.

Such a steering committee could strengthen the PDRT's role as a trainer of other trainers.

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The steering committee could monitor the assignment of full time Ministerial Project working groups to PDRT training sessions, including their release from their regular workloa . The committee might also monitor other issues which have arisen such as the use of PDRT team members as project officers rather than trainers, the need to establish project development units in all agencies handling projects, and the relationship of the PDRT to the National Planning Project resources being provided to the Ministry of Agriculture's Production Unit.

As clarified by project experience to date, project planning and intervention strategies should be understood to permit the PDRT team to design and conduct training, and to give technical assistance in all or any combination of the following stages: (a) project profile preparation, (b) project feasibility study, (c) planning for project implementation, (d) project problem-solving, and (e) project evaluation.

14. EVALUATION METHODOLOGY

This is the first annual evaluation of the project. Inputs were acquired through discussions with all PDRT members including the USAID/J advisor, Dr. Merlyn Kettering. Ms. Janice Weber, USAID/Colombia, who served as the Evaluation Officer, observed a training session held by the PDRT, reviewed project bi-monthly and quarterly reports, and held discussions with MOF Projects Division personnel.

15. DOCUMENTS TO BE REVISED

Logical Framework.

16. EVALUATION FINDINGS ABOUT EXTERNAL FACTORS

The depressed economic situation in which Jamaica currently finds itself has caused an increase in emphasis upon domestic production. The need for competent, trained people has not gone unnoticed; ministries are loath to excuse their best people for three to four weeks to attend PDRT training sessions, however.. Consequently, many ministries that need PDRT services are not receiving them. In addition, some ministries that feel understaffed recognize the competence of PDRT individuals and want them actually to develop projects rather than train ministry staff to do so.

17. EVALUATION FINDINGS ABOUT GOAL/SUBGOAL

Goal: To increase the utilization of available development resources.

Due to staffing problems and to the slow acceptance of the PDRT concept by the ministries, projects developed to date have been too few to contribute to the 80% increase in foreign institutional loans envisioned for the period 1977-1978, over the base period 1973-1976. However, the PDRT has been instrumental in getting proposals funded from Jamaica's own resources and thus has concentrated on developing projects which have been approved for domestic, rather than external, funding.

18. EVALUATION FINDINGS ABOUT PURPOSE

Purpose: To establish a Jamaican capability in project design and management that will (a) increase the number of development projects available for financing by foreign and domestic sources, and (b) improve project implementation and reduce project completion time.

Progress toward End-of-Project Status (EOPS):

- (1) During the period 1977-1980, plan 56 or more GOJ projects, including a minimum of 24 in the Ministry of Agriculture, compared to 20 projects in the base period. During the first year, training in project preparation was conducted in the following areas:
 - (a) Seven projects were used to provide formal training in profile development. Profiles provide information on projects so that they may be considered for further study. This training was provided to 27 people in two formal courses. The primary objective was to develop and improve the Government of Jamaica's capability for project conceptualization.
 - (b) Training in project preparation was conducted informally for approximately 40 people using fifteen priority projects selected by the GOJ Preselection Committee, composed of the National Planning Agency, the Town and Country Planning Department, and the Scientific Research Council.

- (c) The PDRT provided assistance to help solve problems in eight projects already in the pipeline. These projects served as a mechanism to train 20 additional people. The projects were reformulated to overcome their specific problems.
 - (d) A series of one-day seminars was held on the project planning system, including the use of profiles for project identification. Over 100 participants were introduced to the planning system; they requested similar seminars on specific aspects of project preparation.
 - (e) Training in project implementation has taken place. A team of nine people from the Ministry of Agriculture (MOA), who will be working on the Integrated Rural Development (IRD) project, were trained in implementation design and scheduling. The value of this training is enhanced by the fact that the same participants who were required to design an implementation plan for AID's Integrated Rural Development program will also be implementing it.
 - (f) In addition, the PDRT helped appraise some 10 projects during the year. These consultations resulted in additional training.
- (2) PDRT/Working Teams will design and develop approximately 14 projects per year including a minimum of 6 per year designed by MOA working groups. During its first year, the PDRT has helped develop 30 projects. The PDRT also has developed a variety of training interventions that meet the short-term needs of the GOJ and still establish an in-house capability in project design and implementation over the long term.

Thusfar, the PDRT has concentrated on small projects, both because the GOJ has identified small projects (less than \$5 million) as having priority for development, and because high-level personnel in Jamaica are not accustomed to utilizing the PDRT's capabilities for project appraisal and design, especially for large projects. The PDRT's efforts on these small but important projects may serve as a proving ground for its work.

- (3) Increase the project expenditure rate by 40% during 1977-1980 and by 60% on MOA projects over the base period.

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- Contd.. (3) 1973-1976. It is too early to judge the progress which has been made towards this EOP indicator. However, some of the small projects with profiles prepared have been funded and the team reports that they are being successfully implemented.

19. EVALUATION FINDINGS ABOUT OUTPUTS AND INPUTS

Outputs:

- (1) Jamaica Project Development Resource Team (PDRT) of 4 officials with two or more years of training and experience. (a) A team of four officials with two or more years of experience in training and consultation was planned. However, due to staff secondment there is little possibility that any team member will serve on the team for two years. There will probably have been more than four team members by project's end, but they will have received training and experience for only six months to a year. (b) One of the first two PDRT members left, however, he is still cooperating with the PDRT in his role as a project officer. (Although this has not been good for the team's morale or performance, the experience gained by these team members has been recycled into the GOJ). (c) Recruitment has been adversely affected by inadequate position guarantees and remuneration prospects. Several interested and competent persons could not be recruited for the PDRT due to these problems. They, however, have assisted with training and maintain an interest in PDRT operations.
- (2) Work groups in Government Ministries trained in project preparation and implementation. Over 180 persons (about 36 work groups) plus an eight-man team in the Production Unit of the MOA were supposed to be trained by projects end.

(a) There have been two formal training sessions of three weeks each, thus far. The first session had 15 participants from three project teams. The second session had four teams (12 people) in project planning and one team (13 people) in project implementation.

(b) The PDRT has begun a series of one-day seminars on various aspects of project planning. There have been four such sessions with a total of 102 participants from various ministries.

Despite the late assembly of the full PDRT, plus the inability of a few ministries to sponsor working groups, select projects, and release employees for training, the PDRT has had direct involvement in the preparation of over 30 project profiles. This plus the technical assistance given to various ministries at one or another stage in project preparation indicates that at least 130 persons will be reached by the project's end.

- (3) A Jamaican training manual for project preparation and execution. To develop a preliminary training manual, the team made a survey of GOJ problems in project planning and implementation. A system of project documents devised by the team includes profiles for project identification, whose usefulness has been recognized by the GOJ and approved for use throughout its agencies. A manual for preparing these profiles has been written; it was revised as recently as October 1977. The PDRT has also recommended formats for other project documents and studies, prepared papers for preparation and management, and developed twenty training modules in project preparation and management. The training modules cover the following areas:

- Introduction to action training strategy
- Concept of a project
- Project planning systems
- Management of the planning process
- Objectives, goals, and targets
- Project area
- Identification of alternatives in projects
- Demand analysis
- Financial analysis
- Economic analysis
- Project technology
- Planning for implementation
- Planning for project divestment
- Project documentation
- Managing the project preparation
- Managing the project environment
- Managing human resources
- Project organization
- Criteria of project worthiness
- Environmental analysis

These training materials are under continuous revision as the PDRT members learn by teaching. After a training cycle, the module on profiles is modified to incorporate new ideas suggested by the training. The standardization of forms for project presentation, especially at the identification stage, has been one of the most important contributions of the PDRT.

- (4) A production unit trained in project preparation and implementation in the MOA. This EOP was not reviewed because it was added so recently.

Inputs:

- (1) AID financing: Technical assistance \$630,000; commodities \$5,000. (a) Although AID financing has been forthcoming, lack of long term technical advisors must be remedied as soon as possible. The long-term contractor left after only one of his two years due to personal problems. Neither his replacement nor an additional person to fill the other long-term slot has been found. Since the Mission has a short-term advisor for a year, it plans to extend that person as long-term, and continue recruiting for the other long-term position through the USDA Development Project Management Center. Contracting complications have left the team without a second US advisor for five months. (b) USDA's Development Project Management Center has provided the team with training material. Lack of USAID/J monitoring has hampered the project: most of the problems have existed for some time without significant action from the GOJ. The short-term advisor has taken upon himself the partial management of the project but feels the need for greater USAID/J monitoring. With Mission staffing-up, this request for increased USAID involvement should not present a problem. (c) Commodities requested by the PDRT have not been procured: since the GOJ did not provide staff as planned, leaving the team in a tenuous position, the Mission was loath to invest money in training materials. Now that the team is fully staffed, the Mission plans to proceed with procurement.
- (2) GOJ financing, staff, logistic support: As described earlier, this input has been limited. The final Jamaican member of the PDRT joined the team a year after the project began. At present he has no office

The logistic support of the MOF has been minimal. The team has used the Ministry of Public Service facilities for training sessions but would like to ally the training more closely with the MOF's Projects Division. The advisor has supplied USAID/J with a list of equipment to facilitate PDRT operations. That list includes such items as bookshelves, filing cabinets, and audiovisual equipment--an indication of the low level of GOJ support. If the team is going to continue to function, these inputs must be obtained.

- (3) IDB technical assistance: The IDB provided two technicians who were to help develop a system for project development. The PDRT team felt that the value of their contribution to the development of a capability in project design and management is in doubt. For example, the IDB proposal for a project planning system largely was a reworking of a UN document.

20. EVALUATION FINDINGS ABOUT UNPLANNED EFFECTS

The first document produced by the PDRT, "A Project Planning System", was critical in the development of the project planning system now being institutionalized throughout the Government of Jamaica. It stimulated the interest of key personnel in the need for a system and was widely distributed as a discussion paper before the present system was initiated in June, 1977. This document, which is more comprehensive than the planning system design in that it also addresses project appraisal and selection, is still being used as a working paper in several Ministries who are creating intra-Ministerial planning systems or training programs.

The Emergency Production Plan, initiated in April, 1977, has placed an even greater emphasis than before upon agriculture project development. As a result, an amendment to the project for \$260,000 was approved in September, 1977 to finance three additional person-years of technical assistance in agriculture plus short-term technical assistance and in-country training. These resources for the MOA's Production Unit show the MOA's recognition of the importance of PDRT training. (This evaluation will not deal with activities planned under the amendment as these consultants have not yet arrived in Jamaica.)

21. CHANGES IN DESIGN OR EXECUTION

The team would benefit from some formal short or long-term training courses, which could be paid for from funds already in the project. It would be useful to expose PDRT members to various approaches to organizational development and planning systems, and might make a position on the PDRT somewhat more attractive.

22. LESSONS LEARNED

It is fair to say that, since the inception of this project, much has been learned about the project planning process in Jamaica. The PDRT has adjusted its training interventions and has designed training activities to fit the needs perceived by the GOJ.

There is no doubt that this project has the potential to fill a gap in the GOJ's planning processes. The next annual evaluation should provide more useful insights into PDRT potential for other countries since, by that time, the Mission and the USDA Development Project Management Center should have had an opportunity to witness a year of fully-staffed PDRT functioning. The PDRT will have greater exposure throughout the GOJ from a presentation in January 1978 at a planning seminar for all Ministries. In the future, presentations of this type should take place immediately upon establishment of the team so that all agencies know about PDRT's existence and can use its services.

23. RECOMMENDATIONS

- (1) All Jamaican USAID employees who will be involved in project planning, preparation, and implementation should participate in a PDRT training course, especially when the training is on AID-related projects.
- (2) In USAID/J's contracts with other donor organizations, it should be useful and important to appraise multilateral and bilateral assistance agencies of the PDRT's existence and capabilities. Participation of PDRT members in planning activities of other agencies and a method of assuring utilization of PDRT resources.

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