

A.I.D. EVALUATION SUMMARY - PART I

= PD-AAZ-428
61734

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT 'DOT MATRIX' TYPE

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office USAID/Kinshasa
(ES# 89/01)

B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes Slipped Ad Hoc
Evaluation Plan Submission Date: FY88 Q 3

C. Evaluation Timing Interim Final
Ex Post Other

D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
660-0105	Central Shaba Agricultural Development	1986	9/93	33,907	33,907

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director

Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
<u>Agriculture Component</u> 1. Project objectives will be amended to account for the shift of emphasis from corn production to multicropping; additional funding will be considered to reflect these changes.	USAID/ARD	Dec 30, 89
2. A basic economics training plan will be developed for extension agents to improve the quality of advice given to farmers, concerning the mix and rotation of crops.	USAID/ARD	Sept 30, 89
3. Baseline agricultural data will be collected and analyzed; if further delays in staffing Information Office are anticipated, the task should be performed under a short-term contract.	USAID/ARD	Sept 30, 89
4. Simple crop storage facilities will be constructed at railhead centers to avoid losses due to spoilage.	USAID/ARD	April 30, 89
<u>Seed Component</u> 5. TRABEZA will submit to USAID an action plan detailing its strategy for developing a maize seed sales and distribution network in the project area.	USAID/ARD TRABEZA	April 30, 89

(see next page)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) December (Day) 2 (Year) 1988

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	Donald Brown	Mansinsa Mvuala	Stephen D. Vance	Dennis M. Chandler
Signature	<i>Donald Brown</i>	<i>Mansinsa Mvuala</i>	<i>Steve Vance</i>	<i>Dennis Chandler</i>
Date			14 April 1988	

CONTINUED - Action Decision Approved by Mission Director =

Action	Office	Date
6. TRABEZA and the Zimbabwe Seed Coop (ZSC) will submit to USAID a joint technical assistance plan outlining TRABEZA's needs and ZSC's ability to meet those needs. If it is determined that ZSC cannot meet TRABEZA's needs, USAID will consider other sources of technical assistance as well as additional funding to obtain required support.	USAID/ARD TRABEZA	April 30, 89
<u>Roads Component</u>		
7. USAID will discuss with OR the possibility and implications of providing operational funding to the Roads Bureau.	USAID/PDO	Dec 31, 89
8. A thorough inventory of project roads will be developed to identify the extent of actual road closure (defined as the inability to travel from point A to point B). 1989 work plan will emphasize opening key agricultural roads, before resuming systematic road rehabilitation work.	USAID/PDO	July 31, 89
9. The use of private contractors for the rehabilitation of at least 150 kms of Section III road will be explored. Additional private sector participation will be determined.	USAID/PDO	Sept. 30, 89
10. The Project Paper will be amended based on a detailed analysis of available dollar and local currency funding, equipment needs, staffing requirements, and the financial viability of the Roads Bureau.	USAID/PDO/ ARD	Dec. 30 89

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

The purpose of Zaire's Central Shaba Agricultural Development Project (660-0105) is to increase small farmer food crop production in Shaba. Project activities are organized into three separate components: agriculture extension including adaptive research and grain storage, seed production and marketing, and rural road rehabilitation. Project components are being implemented by institutional contractors, private sector, PSCs, and host government entities. A four-person contract team conducted the evaluation between October 31 and December 7, 1988. They met with USAID, project, and GOZ representatives and made a 2.5 week field visit to the project area. This Start-up Evaluation addressed the following: the validity of assumptions made during design, the appropriateness and effectiveness of project management systems, the progress to date in achieving objectives, and the identification of major constraints in implementation with recommendations to eliminate them. Below are the major findings and conclusions.

- * Project extension activities are based on an innovative form of the training and visit system - the extension staff works closely with selected volunteer contact farmers who in turn provide guidance and advice to other farmers. These activities are roughly one year ahead of Project Paper Implementation Schedule.
- * Crop storage activities will need to be initiated sooner than originally planned due to unforeseen rail transport uncertainties.
- * The Information Office, which will be responsible for establishing project-area baseline data and carrying out a variety of monitoring activities, remains to be staffed.
- * Maize seed production and marketing component uses an innovative approach that encourages a private sector firm to conduct part of its seed marketing activities in the project area.
- * The Roads Bureau is having great difficulty covering its operating costs for project activities. At the time of this evaluation, road rehabilitation and maintenance were virtually nonexistent. As a result, the road component is presently over one year behind schedule. Additional funding to complete scheduled road work will be required.
- * Due to the differences between implementation of agriculture and road components, a program of emergency road repair is urgently needed to allow the evacuation of the 1989 crop harvest.

COSTS

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Allegation			
Ms. Christopher	Contractor/Experience, Inc.	38	20,676	Project
Mr. Allan Lubina	Same	34	11,000	Same
Ms. Pierrette Vu thi	Same	34	12,175	Same
Mr. Albert Feitknecht	Same	30	13,350	Same
2. Mission/Office Professional Staff Person-Days (Estimate) <u>65</u>		3. Borrower/Grantee Professional Staff Person-Days (Estimate) <u>50</u>		

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:
USAID/Kinshasa

Date This Summary Prepared:
April, 1989

Title And Date Of Full Evaluation Report: Start-up
Evaluation of Zaire's Central Shaba, Agr.
Development Project (660-0105), Dec. 1988.

1. Project Objectives

The Central Shaba Agricultural Development Project is a seven-year project (1986-93) aimed at assisting the Government of Zaire to achieve self-sufficiency in staple food crops, particularly corn, in one of Zaire's major corn deficit areas, the Shaba region.

The project purpose is to stimulate local private sector involvement in and support for small-farmer production of basic food crops in central Shaba, as well as the marketing and processing of these products. These objectives are to be achieved through three principal actions: (1) the provision of extension support, improved seeds, and crop storage facilities to farmers in Central Shaba, as well as the rehabilitation of feeder roads in the area; (2) the provision of physical and institutional infrastructure to support private sector activities in crop storage, processing and marketing of staple food crops; and (3) the creation of opportunities for private sector entrepreneurs and non-profit organizations to participate in increasing and sustaining basic food crop production.

Project costs were expected to total \$59.1 million. Anticipated funding sources included Government of Zaire (local currency equivalent of \$24.4 million, including \$16.4 million in Counterpart Funds), AID (\$33.9 million), and Peace Corps (\$0.8 million).

2. Evaluation Purpose and Methodology Used

This evaluation addresses the following issues: (1) the continuing validity of assumptions underlying project design and solutions to problems arising from design misassumptions or changed circumstances; (2) the appropriateness and effectiveness of project management systems and personnel; (3) progress in achieving project objectives; and (4) constraints to timely and effective project implementation and recommendations on ways to eliminate these constraints.

A four person team of external contractors conducted the evaluation from 31 October to 7 December 1988. The team met with many USAID, project, GOZ representatives as well as project beneficiaries; roughly half the time in country was spent in Central and South Shaba. In addition, the private sector sub-contractor for the seed component was interviewed at its headquarters in Zimbabwe.

3. Major Findings and Conclusions

The Agriculture Component

Project extension activities are based on an innovative form of the training and visit system -- the small extension staff works closely with carefully selected contact farmers who provide advice and guidance to other farmers. At the time of this evaluation the extension activities were over one year ahead of the Project Paper (PP) implementation schedule. With a staff of only 25 field agents, the extension network now covers 250 villages; a total of 869 contact farmers, including 142 women, have been identified and trained, and 399 demonstration fields have been established throughout the project area. The main constraints to the success of the extension component are weaknesses and delays in the development of support activities, such as adaptive

research, seed multiplication and distribution, and the rehabilitation of the road network.

The Information Office had not yet been established due to delays in staffing.

Although village and farm-level crop storage activities are to be initiated in the near future, the more urgent need is the installation of crop storage facilities at railhead centers where the shortage of rolling stock and lack of storage are causing significant crop spoilage.

The Seed Component

The strategy of using a private sector company (Trabeza Mbeke Shaba) to implement the corn seed production and marketing activities is a novel aspect of project design. However the company's experience in seed production and marketing is limited, and it has no experience in servicing large numbers of widely-dispersed small farmers. Although the technical assistance sub-contractor, Zimbabwe Seed Cooperative (ZSC), can clearly provide excellent seed production support to Trabeza, it is doubtful that ZSC can provide the management and marketing assistance which will be necessary.

Despite the eleven-month delay in the signing of the contracts with Trabeza and ZSC, the first year target for seed sales to the project area has been exceeded. Preliminary financial results indicate a significant loss on project operations, but with the contribution of the project start-up/risk payment, the overall financial results will show a profit.

Trabeza's interest in continuing to serve the project area when start-up/risk payments are terminated will depend partly on its ability to provide a unique/high value product and to increase the size of the project market. This may require the diversification of their product line to include both open-pollinated varieties and hybrids adapted to low fertility conditions.

The Roads Component

Several of the key assumptions in the PP concerning the roads component are no longer valid; most notably, the Roads Bureau is no longer able to cover its operating costs for project activities. As a result, road rehabilitation and maintenance activities have virtually stopped.

The roads component is presently over one year behind schedule. It is estimated that additional dollar funding of approximately \$5 million would be needed to complete projected activities, in addition to local currency funds for the Roads Bureau operations.

An emergency road repair program is urgently needed to allow the evacuation of the 1989 crop harvest. After the completion of these repairs, the projected rehabilitation activities will require 3-4 years; thus these activities could be completed by the Project Completion Date, late 1993.

4. Principal Recommendations

The Agriculture Component

1. The project goals should be amended to account for the shift of emphasis from corn production to multicropping.
2. The national agricultural research institute, RAV, should play a more active role in the location-specific adaptive research of the project.
3. To consolidate the knowledge of contact farmers, the extension unit should slow down the pace of selection of new candidates.

4. Extension agents should receive basic economics training in order to better advise farmers on choices concerning themix and rotation of crops.
5. Baseline agricultural data for the project area should be collected as soon as possible; if there are further delays in the staffing of the Information Office, this data collection should be performed under a short-term contract.
6. Preliminary plans for the design, construction, and management of a system of simple crop storage facilities located at railhead centers should be finalized in the near future, and implementation should be initiated in early 1989.
7. Additional funding for the agricultural activities should be considered in order to compensate for necessary changes in project design and implementation schedules, as well as additional needs which have arisen since the design period.

The Seed Component

8. Trabeza should be requested to submit an action plan detailing its 1989 strategy for developing a sales and distribution network in the project area.
9. Trabeza and ZSC should prepare a joint technical assistance plan outlining Trabeza's exact needs and ZSC's ability and willingness to meet these needs. USAID should advise Trabeza on other sources of technical/management support, if such support is necessary, and consider providing additional funding to obtain for this support.
10. The extension service should continue to offer advisory support to Trabeza. However extension agents and contact farmers should not be obliged to serve as sales agents, as this may jeopardize the execution of their project responsibilities.
11. The start-up/risk payment schedule should be adjusted to cover a sixth year, in order to compensate for start-up delays.
12. Consideration should be given to including hybrid seed sales in the start-up/risk payment plan in later project years.
13. The seed certification policies and requirements of Bunasem, the national seed certification agency, should be reviewed so as to assure that required standards are not inappropriately sophisticated and costly.

The Roads Component

14. USAID should make immediate provisions to provide operational funding for the Roads Bureau's project activities. It is recommended that performance-based salary supplements also be seriously considered.
15. All current road rehabilitation should be stopped and available equipment utilized to implement an emergency road repair program.
16. A labor-intensive road maintenance program for project roads should be designed and implemented immediately.
17. Upon completion of the emergency repair program, equipment should be regrouped and combined with new, anticipated equipment deliveries to permit concurrent utilization of 2-4 rehabilitation brigades.
18. Construction schedules should be developed to determine the extent to which contract rehabilitation of roads should be introduced into the program to complement force account work. The higher costs involved in contract work would be compensated by more expeditious completion of the rehabilitation program.
19. The Roads Bureau should be phased out of road rehabilitation programs and limited to maintenance of existing networks. Labor-intensive procedures should be introduced whenever possible and separated institutionally from equipment-based maintenance.
20. The project design should be reviewed to assess the possibility of utilizing stage construction techniques for the rehabilitation of the link road (progressing from single-lane earth road design to two-lane all-weather roads as traffic volumes increase). The possibility of improving the river transport system in the eastern part of the project area should also be investigated.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Start-up Evaluation of Zaire's Central Shaba
Agricultural Development Project (660-0105),
December 1988

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

Comments on the recommendations contained in the Executive Summary:

Recommendations 1 and 7: The project goals should be amended to account for the shift in emphasis from corn production to multicropping. Additional funding for the agricultural activities should be considered in order to compensate for necessary changes in project design and implementation schedules, as well as additional needs which have arisen since the design period.

USAID accepted both of these and has combined them as one action. See PES facesheet, Recommendation 1.

Recommendation 2: The national agricultural research institute (RAV), project 660-0091, should play a more active role in the location specific adaptive research of the project.

USAID initiated discussions with RAV at the end of December, 1988. Since then, RAV technicians have increased the frequency of visits to the project area to assist in adaptive research trials. A draft protocol agreement has been developed delineating the roles and responsibilities of RAV and Project 105 personnel.

Recommendation 3: To consolidate the knowledge of contact farmers, the extension service unit should slow down the pace of selection of new candidates.

USAID completed this action at the end of December, 1988.

Recommendation 5: Baseline agricultural data for the project area should be collected as soon as possible; if there are further delays in the staffing of the Information Office, this data collection should be performed under a short-term contract.

USAID is currently in the process of preparing an action plan for baseline collection; long-term TA should be in place by June, 1989.

Recommendation 10: The extension service should continue to offer advisory support to TRABEZA. However extension agents and contact farmers should not be obliged to serve as sales agents, as this may jeopardize the execution of their project responsibilities.

During the course of the evaluation it was discovered that the sales agents of TRABEZA were in some cases simply dropping off their sacks of seed with the project's extension agents rather than actually seeking potential clients. This created some confusion among participating farmers; it also consumed a considerable amount of the extension agents' time. USAID considers this an operational recommendation and has taken action to stop this practice.

Recommendation 11: The start-up/risk payment schedule should be adjusted to cover a sixth year, in order to compensate for start-up delays.

(see next page)

USAID has reviewed this and concluded that an extension is not warranted. If, however, a need is demonstrated in the future, the Mission may reconsider.

Recommendation 12: Consideration should be given to including hybrid seed sales in the start-up/risk payment plan in later project years.

USAID will consider this in consultation with RAV (Project 660-0091).

Recommendation 13: The seed certification policies and requirements of BUNASEM, the national seed certification agency, should be reviewed so as to assure that required standards are not inappropriately sophisticated and costly.

USAID recognizes that the present course being followed by BUNASEM is inappropriate for the needs of Zaire; Mission is also aware that it has little influence on this FAO-financed endeavor, but will, where possible, continue an active dialogue.

Recommendation 14: USAID should make immediate provisions to provide operational support for the Roads Bureau's project activities. It is recommended that performance-based salary supplements also be seriously considered.

The present funding situation of Office des Routes, which is not due to any inherent weakness of the institution itself, is a reflection of the general economic climate in Zaire. This situation has caused a steady erosion of OR institutional effectiveness and a decline in the morale of its personnel nation-wide. USAID and OR discussed the operational funding issue for nearly two months immediately following the completion of this evaluation. The decision to shift already tight CPF was indefinitely postponed because it would work contrary to the long-term solution of OR's financial problems.

At the time of this evaluation, the results of the problems described above were quite visible, making it easy for the Evaluation Team to declare that the road component was experiencing difficulties while overlooking significant activities that were carried out during the past fifteen months, including project planning, advance logistics, engineering studies, equipment procurement, stockpiling of materials, and staff training.

Recommendation 15: All current road rehabilitation should be stopped and available equipment utilized to implement an emergency road repair program.

Project personnel have worked with OR and USAID to develop detailed inventories of the extensive 105 project area road network in order to determine the magnitude of the "emergency" and to devise a program for repairing bottlenecks and closures of key agricultural roads. This task was completed in February 1989 and the resulting work plans were reviewed and agreed upon by contractor, USAID and OR engineers. Brigades mobilized on Sections I and II are preparing to make the repairs necessary to open key roads before resuming systematic rehabilitation.

Recommendation 16: A labor intensive road maintenance program for project roads should be designed and implemented immediately.

USAID believes that the Conditions Precedent related to post project maintenance responsibilities remains critical to project success over the long-term. USAID, the GOZ, other donors will continue to search for a workable rural road maintenance funding, management, and operation formula.

Recommendation 17: Upon completion of the emergency repair program, equipment should be regrouped and combined with new, anticipated equipment deliveries to permit concurrent utilization of 2-4 rehabilitation brigades.

USAID engineers concluded that 3 rehabilitation brigades would work simultaneously.

Recommendation 18: Develop construction schedules to determine the extent to which contract rehabilitation should be introduced into the program.

See Action Decision Number 9.

Recommendation 19: The Roads Bureau should be phased out of road rehabilitation programs and limited to maintenance of existing networks. Labor-intensive procedures should be introduced whenever possible and separated institutionally from equipment-based maintenance.

USAID is working closely with OR, other donors, other GOZ entities, and the private sector to develop systems and institutions capable of servicing and expanding the rural road network in Shaba. Following the recent high-level Technical Audit of Office des Routes, which was jointly financed by USAID and the World Bank, the reorientation and streamlining of OR and the means for undertaking such parastatal reform has become more clear. This restructuring will take time. In the meantime, the Central Shaba Agricultural Development Project will continue to undertake the prodigious task of rehabilitating the central Shaba rural road network.

Recommendation 20: The project design should be reviewed to assess the possibility of utilizing stage construction techniques for the rehabilitation of the link road (progressing from single-lane earth road design to two-lane all weather roads as traffic volumes increase). The possibility of improving the river transport system in the eastern part of the project area should also be investigated.

USAID engineers and project personnel agree that the carriageway standard of a narrow two-lane earthen highway presently specified in project documents and adhered to under the national highway standards of Zaire is sound, and that there is nothing to be gained but much time to be lost in halting road opening and rehabilitation efforts at this time to reexamine the agreed-to standard, or to try to persuade the GOZ that its national specifications are incorrect.

Concerning the second half of this recommendation, USAID agrees that improving river transportation, indeed, improved transportation across the board, is essential to the development of the Zaire. While it is unlikely that Project 105 will lead the charge in favor of river transport improvement, especially given the project's already ambitious implementation schedule, this issue will be addressed by USAID staff during the course of CY 1989.

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