

A.I.D. EVALUATION SUMMARY - PART I

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# 89/03)

B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes Slipped Ad Hoc Evaluation Plan Submission Date: FY 89 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) |
|-------------|--|--------------------------------|--------------------------|------------------------|--------------------------------|
| 660-0119 | Agricultural Policy And Planning Project | 1986 | 05/96 | 14,500 | 6,900 |

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 |
|--|--|-----------------------------|
| 1. Project outputs will be adjusted to reflect more accurately the needs of the GOZ and the dual nature of SEP in conducting studies and performing short-term policy analysis. Project documents will be revised to indicate these adjustments. | USAID/SEP/CHEMONICS | 10/01/89 |
| PERSONNEL | | |
| 2. A Human Resource Development (HRD) specialist will be contracted to design a training plan for the project. | CHEMONICS | 07/31/89 |
| 3. A data collection specialist will be contracted to assess the regional data collection component of the project. | CHEMONICS | 07/01/89 |
| MANAGEMENT/COORDINATION/ADMINISTRATION | | |
| 4. A small Policy Unit, composed of one or two World Bank advisors, a Chemonics TA, and a few key SEP staff, will be created in the SEP Director's office. | SEP | 07/31/89 |
| 5. Director/SEP, USAID, and COP will hold formal monthly meetings to improve coordination and management of Project 119. | SEP/USAID/CHEMONICS | 07/31/89 |
| 6. Director/SEP will call quarterly meetings to coordinate SEP-related activities of other GOZ entities, donor organizations, and other interested parties. | SEP | 09/15/89 |

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) April (Day) 12 (Year) 1989

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 |
|--------------|-------------------------|------------------------------------|------------------------|----------------------------------|
| | John McMahon | Mansinsa Mvuala | Edward D. Kiely | Dennis M. Chandler |
| Signature | <i>John McMahon</i> | <i>Mansinsa Mvuala</i> | <i>Edward D. Kiely</i> | <i>Dennis M. Chandler</i> |
| Date | <u>June 12, 1989</u> | | <u>June 12, 1989</u> | <u>6/12/89</u> |

ACTIONS

OFFICERS

DATE

7. A joint working group between SEP and DAGP will be established and will meet regularly to integrate the three project cycle elements (design, implementation, evaluation).

SEP

09/01/89

8. A SEP/Plan working committee will be established to set up task groups to develop files on potential agriculture projects to the level of project identification and pre-feasibility studies.

SEP

07/31/89

9. All personnel and CPF records of Administrative/Financial Services will be computerized.

SEP

10/01/89

OTHER

10. SEP and USAID will decide on the following changes to be effected in the follow-on contract: a) the size and composition of the TA team; b) job responsibilities of the team members; and c) combining responsibility for all project elements under one authorized agent.

SEP/USAID

01/01/90

11. A schedule of technical seminars and workshops to be conducted periodically for SEP staff and other interested parties on key studies/topics will be prepared annually.

SEP

10/01/89

ABSTRACT

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

The purpose of Zaïre's Agricultural Policy and Planning Project (660-0119) is to increase the institutional capacity of the Government of Zaïre (GOZ) to develop and implement coordinated agricultural policies and investment plans. This is USAID's fourth project to support the development of the Office of Studies and Planning (SEP) in the Department of Agriculture (DOA). Technical assistance for the project is provided by a seven-member team from Chemonics International. This start-up evaluation was intended to help USAID and SEP assess project impact and identify areas for improvement. During five weeks in March and April, 1989, a contract team of two specialists interviewed SEP and other GOZ officials, USAID, the TA team, and donors, and reviewed relevant publications and documents. The major findings were as follows:

- * The priorities of the GOZ and SEP since project design have shifted from commodity and regional studies to macroeconomic issues related to the agricultural sector. As a result, the rigidly quantified annual outputs demanded by the Chemonics contract have become less and less relevant in the eyes of the GOZ.
- * The Chemonics team and USAID recognize this impasse between the terms of the contract and the real needs of the GOZ. The team has tried to bridge it through broadening their annual work plans but the results, thus far, have not satisfied the GOZ.
- * Any major influence of Project 119 on GOZ agricultural policies would require that GOZ/SEP perceive the Team as a useful resource for timely advice on GOZ'S priority issues. The GOZ does not appear to have this perception of the Team at the moment.
- * Due to earlier frictions over primes, continuing tensions within the Team over leadership, and changed GOZ priorities, no commodity or regional reports have been completed to date.
- * Some 15 months after the start of the project, no computers have arrived and no students have departed for long-term training in the US.

The evaluation concluded that two primary tasks must be undertaken for the project to achieve its potential:

- 1) A thorough review of the project is required by SEP, USAID and the Team to ensure that it conforms to the real needs of the GOZ.
- 2) Short-term and medium-term changes are required to the TA team in order for it to be more effective.

COSTS

I. Evaluation Costs

| 1. Evaluation Team | | Contract Number OR TDY Person Days | Contract Cost OR TDY Cost (U.S. \$) | Source of Funds |
|--------------------|-------------|---------------------------------------|--|-----------------|
| Name | Affiliation | | | |
| James Bucknall | APAP | 34 | 33,000 | Project |
| Harvey Gutman | APAP | 34 | 33,000 | Project |

2. Mission/Office Professional Staff
Person-Days (Estimate) 40

3. Borrower/Grantee Professional
Staff Person-Days (Estimate) 35

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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:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

| | | |
|--------------------------------------|---|--|
| Mission or Office: USAID/Kinshasa | Date This Summary Prepared: June 9, 1989 | Title And Date Of Full Evaluation Report: Final Report of Evaluation of Ag. Policy and Planning Project April, 1989 |
|--------------------------------------|---|--|

1. PROGRAM GOAL AND PROJECT PURPOSE

The program goal of the Agricultural Policy and Planning Project (660-0119) is to increase the productivity of the agricultural sector in Zaïre. The purpose of the project is to increase the institutional capacity of the government of Zaïre (GOZ) to develop and implement coordinated agricultural policies and investment plans. This is USAID's fourth project to support the development of the Office of Studies and Planning (SEP) in the Department of Agriculture (DOA). Funds provided by the project are used to: 1) train Zaïrian technicians; 2) institutionalize annual conferences on agricultural policy (with private sector, inter-departmental and donor participation); 3) publish sound regional and commodity reports; 4) write subject papers on specific policies and programs; 5) conduct project evaluations; 6) establish a viable system of data collection; 7) improve and expand the Agricultural Statistics Data Bank; and 8) promote regular consultation between SEP and other GOZ agencies concerning plans, policies, and investments affecting agriculture.

2. PURPOSE OF EVALUATION AND METHODOLOGY USED

This start up evaluation of the Agricultural Policy and Planning Project is intended to help USAID and SEP assess project impact and identify areas for improvement.

The methodology used in this evaluation consisted of:

- a) Interviews with SEP, Plan, other GOZ officials, USAID, the TA team and donors; and
- b) A review of relevant publications and documents.

The Project Officer and the evaluation team agreed that there was insufficient time to conduct field trips to the Shaba and Bandundu regions. As a result, the evaluation does not address issues associated with regional data collection. This project component should be the subject of a separate assessment.

3. MAJOR FINDINGS AND PRINCIPAL CONCLUSIONS

1. The priorities of the GOZ and SEP since project design have shifted from commodity and regional studies to macroeconomic issues related to the agricultural sector.
2. As a result, the rigidly quantified annual outputs demanded by the Chemonics contract have become less and less relevant in the eyes of the GOZ.
3. The Chemonics team and USAID recognize this impasse between the terms of the contract and the real needs of the GOZ. The team has tried to bridge it through broadening their annual work plans but the results, thus far, have not satisfied the GOZ.
4. Any major influence of Project 119 on GOZ agricultural policies would require

SUMMARY (Continued)

that GOZ/SEP perceive the Team as a useful resource for timely advice on the GOZ's priority issues. The GOZ does not appear to have this perception of the Team at the moment.

5. Due to earlier frictions over primes, continuing tensions within the Team over leadership, and GOZ priorities, no commodity or regional reports have been completed to date.

6. Some 15 months after the start of the project, no computers have arrived and no students have departed for long-term training in the U.S.

SEP, USAID and the Chemonics team have a wonderful opportunity to assist the GOZ develop agricultural policy during the next two years. However, in order that this opportunity not be missed, it is important that the following two tasks be undertaken:

a) A thorough review of the project is required by SEP, USAID and the team to ensure that it conforms to the real needs of the GOZ.

b) Short-term and medium-term changes are required to the TA team in order for it to be more effective.

4. PRINCIPAL RECOMMENDATIONS

1. Review the PP, the ProAg and the Chemonics contract to ensure that they reflect the real needs of the GOZ. Revisions should be drafted by a SEP/USAID/Chemonics working group to ensure that the modified documents represent a true consensus of all parties. The new documents should reflect the dual nature of SEP in conducting studies and performing short-term policy analysis and should include the following considerations:

a. Reduce the quantitative emphasis on commodity and regional reports;

b. Reduce the emphasis on national policy conferences by replacing them with low-key technical seminars and workshops;

c. Permit the TA Team to serve as more integrated SEP staff resources; and

d. Increase the importance of quarterly and annual work plans to organize and evaluate performance of the TA team.

2. Permit the current COP to focus his professional qualifications full-time on substantive technical and policy issues by replacing him in his COP capacity.

3. Phase down the Administrative Officer's functions over the next 12-24 months by turning over residual tasks to a locally-hired administrative assistant. Utilize the Administrative Officer to respond to the Director/SEP requests for assistance in management areas such as linking primes to performance; improvement of personnel utilization; multi-year staffing projections; and establishment of an incentive award system.

4. Phase out the long-term computer specialist position when the SEP staff are fully-trained in the use of the new computers. In future, any specific computer issues could be resolved by short-term specialists.

5. At the end of the current contract, cut the long-term TA Team to 4 or 5 members who could work in the following areas:

a) The proposed new policy unit in SEP (1);

b) Assistance in the development of new investment projects, liaison with Plan

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S U M M A R Y (Continued)

and donors, and project evaluation and design (1);

c) Assistance in the design of studies and questionnaires and generally improving the quality of data collection, commodity and regional reports, etc. (1 or 2); and

d) A COP who, in addition to COP duties, would assist in all of the above areas(1).

The funds saved by reducing long-term technical support should be made available for specific short-term TA missions.

6. An HRD specialist should be contracted to prepare a training plan based on the following considerations:

a) It should provide specific long-term and short-term training recommendations for a 12-24 month period with only indicative recommendations for subsequent periods;

b) More Zaïrians should be trained to the Ph.D level and fewer to the MS level than projected in the Project Paper;

c) Several candidates for masters and Ph.D degrees should be trained in disciplines such as economics, rural sociology, administration, general management, and project cycle management, in addition to agricultural economics and statistics;

d) Short-term practical training should be offered in computer applications, research methodology, general management and project cycle management;

e) The need for training personnel in other Divisions of the Ministry of Agriculture; and

f) The development of an incentive system in SEP which recognizes the value of an MS degree.

7. A data collection specialist should be contracted to assess the regional data collection component of the project.

8. A small Policy Unit should be created in the SEP Director's Office. This unit should include one or two World Bank advisors, a Chemonics TA and a few key SEP staff.

9. The follow-on contract should combine responsibility for all project elements under one authorized agent.

10. In order to improve coordination and management of Project 119, Director/SEP, USAID and COP should hold formal monthly meetings. An agenda should be prepared prior to the meeting and minutes should be drafted after the meeting.

11. The Director/SEP should call quarterly meetings to coordinate SEP-related activities of other GOZ entities, donor organizations, and other interested parties.

12. As long as project design and evaluation is under SEP and monitoring of project implementation is under DAGP, a joint working group should be established which meets regularly and integrates the three vital project cycle elements.

13. Establish a SEP/Plan working committee that sets up task groups to develop files on potential agricultural projects to the level of project identification and pre-feasibility studies.

14. All personnel and CPF records of Administrative/Financial Services should be computerized as soon as possible.

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.)

Final Report of the Evaluation of the Agricultural Policy and Planning Project
in Zaire April, 1989

COMMENTS

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

Comments on Major Findings and Principal Recommendations contained in the Executive Summary:

Major Findings 6: Some 15 months after the start of the project, no computers have arrived and no students have departed for long-term training in the states.

Computers have now arrived in country. Installation and computer training have begun as of June 1989. The Chemonics subcontract with a U.S. university for management of long-term participant training is now being finalized. The first participants (approximately ten) are scheduled to depart for the U.S. in July 1989.

Recommendations 1: Review the PP, the ProAg and the Chemonics contract to ensure that they reflect the real needs of the GOZ. Revisions should be drafted by a SEP/USAID/Chemonics working group to ensure that the modified documents represent a true consensus of all parties. The new documents should reflect the dual nature of SEP in conducting studies and performing short-term policy analysis.

USAID, SEP, and the Chemonics team are in complete agreement regarding the importance of this recommendation. As ACTION 1 states in Part 1 of this PES, the issue is more one of adjusting outputs rather than revising basic objectives. Discussions among all three parties will determine the nature and timing of these adjustments and project documents will be revised accordingly.

Recommendations 2: Permit the COP to focus his professional qualifications full-time on substantive technical and policy issues by replacing him in his COP capacity.

This recommendation has been enacted. The COP was replaced in April, 1989 and now concentrates on technical and policy issues. The new COP was previously the agricultural policy coordinator at the Department of Plan. SEP and Plan have also agreed that the replacement ag. policy coordinator at Plan will be moved from the division level to the director level.

Recommendations 3: Phase down the Administrative Officer's functions over the next 12-24 months by turning over residual tasks to a locally-hired administrative assistant. Utilize the Administrative Officer to respond to the Director/SEP requests for assistance in management areas such as linking primes to performance; improvement of personnel utilization; multi-year staffing projections; and establishment of an incentive award system. **Recommendation 4:** Phase out the long-term computer specialist position when the SEP staff are fully-trained in the use of the new computers. In future, any specific computer issues could be resolved by short-term specialists.

These two recommendations regarding personnel adjustments are under review by SEP and USAID. Decisions regarding actions to be taken will be made over the next six months.

All other recommendations have been translated into ACTIONS in Part 1 of this PES.