

A.I.D. EVALUATION SUMMARY - PART I

PL-111-291

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USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office USAID/Islamabad (ESA \_\_\_\_\_)

B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes  Skipped  Addition   
Evaluation Plan Submission Date, FY 0

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)
391-0467	Irrigation Systems Management (Command Water Management Component)	June 4, 1983	June 4, 1993	\$205 million (\$33.536 million for the component)	\$96.3 million (\$25.000 million for the component)

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
The following actions refer to recommendations in sections 7.2, 7.3 and 7.5 of the CWM Project Mid-term Evaluation Report. These actions summarize and integrate all of the Evaluation Report's recommendations for implementing modifications during the remainder of the project.		
1. Key project, TA Contractor, and donor personnel will meet to review project objectives and progress, discuss evaluation report and develop plans for addressing recommendations.  Dialogue Between GOP and USAID.	Mr. J.H. Foster AID Dr. Masood Ali GOP	June, 90
2. Impact evaluations will be conducted in three Provinces using a series of key irrigation and non-irrigation output performance indicators.	TA Contractor	March, 90
3. TA master workplan will be revised to ensure close cooperation and interaction between TA Team and Provincial offices. The revision will be compatible	TA Contractor	March, 90

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) Sep (Day) 19 (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
	Alvin Newman, ARD	Dr. S. Masood Ali	Lynne D. Lewis	James A. Norris
Signature	<i>Alvin Newman</i>	<i>Dr. S. Masood Ali</i>	<i>Lynne D. Lewis</i>	<i>James A. Norris</i>
Date	<u>26 SEP 89</u>	<u>24.12.88</u>	<u>3/18/90</u>	<u>3/22/90</u>

Continued...

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

with Provincial annual workplans. Workplan will focus on developing replicable models for implementing institution component in Phase-II.

- |    |  |                                  |                    |
|----|--|----------------------------------|--------------------|
| 4. | Project monitoring and evaluation reports will focus on increasing or decreasing availability and utilization of credit, extension, production inputs, and irrigation scheduling.  | TA Contractor                    | Aug. 90            |
| 5. | Critical lining program has been designed and is in process of implementation. This program will allow lining percentage to be increased, based on identifiable criteria of critical areas along the watercourse. It may also permit greater farmer input to control extent of lining. | Provincial<br>Project<br>Offices | Life of<br>Project |
| 6. | To improve liaison and cooperation between TA Team and Provincial Office, TA Team office locations will be expanded to Peshawar and Islamabad. TA professional staff will be increased by hiring four Pakistani Professionals(three engineers, one sociologist).                       | TA Contractor                    | June, 90           |

**ABSTRACT**

**1. Evaluation Abstract: How and how well the project performed:**

The Command Water Management Project's (CWM) objective is to increase Pakistan's irrigated agricultural production by effecting certain interventions and improvements which primarily focus on institutional development. This midterm evaluation was to assess CWM progress towards these improvements, provide project guidance and inform the Government of Pakistan, USAID, World Bank etc. about the value of implementing similar interventions elsewhere. The evaluation team reviewed project documents, interviewed project personnel and visited project sites. Their major findings are:

- Despite a design focus on institutional development, funds were mostly budgeted for civil works and most project output indicators concerned civil works targets.
- Success was limited in institutionalizing improved government procedures and capabilities, generating broad-based farmer participation and improving the appropriateness or availability of non-water inputs.
- Sustained productivity increases through improved management of water and non-water inputs was not demonstrated.
- CWM short comings resulted from organizational and financial constraints to effective project management and farmer participation; inadequate understanding of long-term objectives; and the high demand of civil works on project resources. Sustainable non-civil works activities are constrained by low organizational, technical, and managerial skill levels; and a lack of incentives for cooperative endeavors after watercourse rehabilitation.
- The attention and staff time committed to civil works cost critical lead time in identifying interventions that address CWM's long-term goals.
- Limited efforts in farmer organization, water management techniques, technology transfer, credit, etc have yet to produce replicable, improved management models for irrigated agriculture.

The evaluation recommendations focused on the following areas:

- Donors and implementors must reach a consensus on both the project objectives and the means to achieve them.
- Establish mechanisms which better focus on non-civil works institutional development. These mechanisms include the improved use of resources available through the Technical Assistance Team.
- New initiatives are needed to redirect project implementation towards exploring new solutions to old problems.
- M&E inadequacies need to be readdressed and rectified so that MN&E better contributes to planning and can better learn from experience.
- CWM requires an operational vision of what it should achieve and what procedures to leave in place on completion. It currently is too consumed with civil works to focus on the institutional and procedural adjustments required.

**COBIS**

**1. Evaluation Costs**

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Fu
Name	Assignment			
Russell Betts, Team Leader	Irrigation Support Project for Asia and Near East (ISPAN)	ANE-0289-C-00- 7044-00	\$116,000	Project Funds
Peter Reiss, Management, Institutional Specialist				
Gene White, Civil Engineer				
Tariq Husain, Mgmt./Institutional Spclst./Social M.I. Chisti, Civil/Agric./Irrig. Engineer		Scientist		
2. Mission/Office Professional Staff Person-Days (Estimate) _____ 22		3. Borrower/Client Professional Staff Person Days (Estimate) _____ 10		

# A.I.D. EVALUATION SUMMARY - PART II

## SUMMARY

- 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/Islamabad

Date This Summary Prepared:

September, 1989

Title And Date Of Full Evaluation Report:

Mid-Term Evaluation of the Command Water Management Project (Vol.1 and 2)

The Command Water Management Project's (CWM) goal is to increase agricultural productivity and farmer incomes by an enhanced management of irrigation water resources which includes institutional and physical improvements within the irrigation command areas. This mid-term evaluation of USAID's CWM component, conducted during August-September, 1988, was to assess project progress towards this goal, provide guidance for the remainder of the project, and inform the GOP, USAID, World Bank, etc. about the value of similar irrigation interventions elsewhere. The evaluation was undertaken by a six-person team that reviewed project documentation, visited subproject sites, and interviewed all available concerned persons in Pakistan. To achieve its goals, CWM was implemented around the below linked program objectives:

- (1) Government capabilities to build, through new organizational elements, a provincial capability for planning, implementing, operating, and maintaining integrated irrigated agricultural programs. These elements are:
  - Subproject management offices (SMOs) to coordinate the delivery of water and non-water inputs and services, and to develop, test, and implement improved water management practices and monitoring/evaluation methodologies;
  - mechanisms for coordinating institutional, physical, and operation improvements including Provincial Policy Committees (PPCs) and Subproject Coordinating Committees (SCCs).
- (2) Farmer participation -- enhanced farmer participation in water user association (WUAs) to improve their water and non-water input management, and provide an opportunity for a stronger voice in public decisions.
- (3) Water management -- to develop improved water management techniques and programs replicable over a wide range of agrclimatic zones.
- (4) Productivity -- to increase agricultural production through improved water management and efficient provision of agricultural services and non-water inputs.

Despite a design focus on institutional development, most project funds were budgeted for civil works. Although completion of civil works is not a specific project objective, the CWM design is based on assumptions that civil works would be the foundation upon which the project's non-civil-works objectives would build. Accordingly, project output indicators mostly concern civil works targets, and little concerning non-civil-works targets. This significantly contributed to a project focus on civil works activities at the expense of institutional development.

Increase in agricultural production through CWM-type activities requires a two-stage process, each with distinguishable institutional development challenges, for both government-agencies and for farmer participation:

- The first stage's challenge is to undertake civil works, establish coordinating mechanisms for line departments, and organize farmer WUAs. These activities represent a catalytic investment in institutional development and stimulate line agencies and farmers to work toward the long-term objective of effectively managing irrigated agriculture. While pursuing quantifiable civil works targets through familiar approaches, the project's challenge is to focus government and farmer capacities on the development of new approaches to water and non-water management.
- The second stage's challenge is to identify and operationalize non-civil-works incentives for institutional development; promote broader public and private-sector involvement in the project; and support continued farmer involvement through WUAs. This requires government agencies and farmers to move in unfamiliar directions. A process of experimentation has to begin; new approaches to non-civil-works interventions must be tested, refined, and replicated. New ways of combining government resources with the ingenuity and resources of farmers and private-sector participants must be found, and structures and processes must give way to new and improved systems and procedures. Stage Two institutional development requires a long-term commitment of personnel and resources.

CWM has had considerable success with Stage One activities, but less success with Stage Two. The project's investment in civil works has evoked enthusiasm among line departments and farmers. Although quantitative impact data is lacking, government officials and farmers report that these works improve water availability and generally increase agricultural production. However, CWM has had only limited success in institutionalizing improved government procedures and capabilities, generating broad-based farmer participation, and improving the appropriateness and availability of non-water inputs to farmers in project areas. It has not yet demonstrated it can promote sustained increases in agricultural productivity through improved and timely management of water and non-water inputs.

CWM's shortcomings are largely due to design deficiencies concerning institution development elements; organizational and financial constraints to effective project management and meaningful farmer participation; inadequate understanding of the project's long-term development objectives; and the high commitment of project resources to civil works. Similarly, strengthening of WUAs for sustainable post-civil-works activities is constrained by low levels of organizational, technical, and managerial skills and a lack of incentives for continued cooperation after completion of watercourse renovation.

Given these constraints, the considerable attention and staff time committed to civil works has cost critical lead time in identifying and developing interventions to address CWM's long-term goals. The limited efforts in farmer organization, water management techniques, technology transfer, input supply, etc. have yet to produce replicable models for improved management of irrigated agriculture. Consequently, farmers and project staff view civil works as the one continuing activity. This approach is unsustainable, since subsidized civil works cannot be a continuing activity. This report makes various conclusions and recommendations to address related problems. The more important center on the following areas:

- **Definition:** Donors and implementors need to examine and resolve differences in their understanding of essential project objectives. Arrangements must be reached on the means to achieve them. Mechanisms must be established to better focus project resources on Stage Two-type activities. Such mechanisms must include a greater use of the resources available through the Technical Assistance Team.
- **Experimentation:** The experimental nature of the project needs to be accepted and an emphasis placed on redirecting project implementation towards development of new solutions to old problems.
- **Monitoring and Evaluation:** M and E inadequacies need to be addressed and rectified, so that M&E better contributes to planning and can better learn from experience.
- **Sustainability:** CWM requires a clearer concept of what it should achieve and what procedures to leave in place on completion. It currently is too consumed with civil works to focus on the institutional and procedural adjustments required.
- **Technical Assistance:** The Technical Assistance Teams's (TAT) efforts in project implementation must have focus and coherence. The GOP's guidance, support, and responsiveness to team efforts must be sustained and directed so that TAT technical assistance and implementation support is commensurate with project needs. The TAT is poorly integrated into the project; it must work more collaboratively with CWM implementation units.

## ATTACHMENTS

Attachments (List attachments submitted with this Evaluation Summary. Always attach copy of full evaluation report, even if one was submitted earlier. Attach original reports only if they are relevant to the evaluation report.)

Copy of Mid-Term Evaluation of the Command Water Management Project (Volume One) Finding and Recommendations and (Volume Two) Appendices dated May, 1989 attached.

12

## COMMENTS

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

The Command Water Management midterm evaluation was conducted in August/September, 1988. The initial draft report was reviewed and discussed with the Federal and Provincial Government of Pakistan, World Bank, and USAID prior to the team leaving Pakistan. The report was controversial and many key players from the GOP side and from USAID believed that there was some misunderstanding of local conditions and a lack of appreciation of actual project progress.

This draft was rewritten but still did not accurately assess the status of the project. It was decided the report would be completely redrafted in Washington. The final draft was received in late June, 1989. This draft is factual and objective and accurately summarizes the findings, conclusions, and recommendations of the midterm evaluation. While the evaluation points out major weaknesses in project implementation, it also endorses the project concept. It indicates that a solid foundation has been established for continuing institutional improvement. The recommendations are constructive and directed at improving the institutional component.

Specific findings and recommendations drawn from the evaluation are being used or will be incorporated into the appropriate project components.

COMMENTS BY FEDERAL COORDINATOR COMMAND WATER  
MANAGEMENT PROJECT, MINISTRY OF WATER AND POWER,  
GOVERNMENT OF PAKISTAN.

Command Water Management Project is one of the successful projects and whatever impact data is available now, objectives of the project are being achieved. However, there is plenty of room for improvements.

Civil works activities, back bone of the project, are progressing at fairly good speed except in some areas. This progress should be kept up as assured water supply is a precursor of other non-civil work operations.

In addition to recommendations made in the report and comments by Mission, other activities now needing focus are:

- Water Management: Extensive efforts are required to educate farmers in this field. Technical Assistance Team (TAT) may come up with ideas as to how to make farmers conscious of saving water by managing its use;
- Demonstration Plots and Precision Land Levelling: Efforts are required by TAT to make these activities more productive.
- Field days and Sub-Project Programme Coordinating Committee Meetings. (SCC): Field days and SCC meetings have been found to be very useful forums where views are exchanged and controversies are settled. TAT may inject some ideas to make these meetings more fruitful;
- Water Users Associations (WUAs): Since WUA is the basic working unit, considerable effort is required to educate members about its usefulness.

WUA remains the focal point of the project and the success of WUA is the success of the project. New ideas in this area, as to how to make WUAs more effective, would be most welcome.

  
( Dr. S. Masood Ali )  
Joint Secretary (Water)/  
Federal Coordinator  
(Command Water Management Project)