

USAID/Senegal
B.P. 49
Dakar, Senegal

PD-1111-015

SENEGAL AGRICULTURAL RESEARCH PROJECT

(685-0957)

PROJECT PAPER SUPPLEMENT

Date: May 23, 1990

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ACTION MEMORANDUM FOR THE MISSION DIRECTOR, USAID/SENEGAL

WRN
From: Wayne R. Nilsestuen, ADO

Subject: Senegal Agricultural Research II (SAR II) Project (685-0957): Project Authorization Amendment Three and Project Paper Supplement Two

I. ACTION REQUESTED: We are requesting you to approve a Project Authorization Amendment, Amendment Three (Attachment A) and a Project Paper Supplement Face Sheet, Amendment Two, (Attachment B) of the subject project:

- to extend the project assistance completion date (PACD) for two years, from June 30, 1990 to June 30, 1992;
- to increase the authorized life-of-project (LOP) funding by \$1.497 million, to bring the project LOP funding from \$3.596 million to \$5.093 million;
- to refine the project's outputs and end-of-project status (EOPS); and
- to revise the level of effort and budget for the existing project's inputs.

The goal and purpose of the project remain unchanged, i.e. to improve the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basin more effectively and to strengthen ISRA's cereals-based research system in the Senegal River Basin.

II. DISCUSSION

A. Background and Revised Project Description

The Senegal Agricultural Research II (SAR II) Project (685-0957) was the Senegal component of the Regional Organisation pour la Mise en Valeur du Fleuve Sénégal (OMVS) Agricultural Research II (625-0957) project which was authorized on August 11, 1983 and subsequently amended on June 28, 1984, December 9, 1987 and August 18, 1988. The Project Authorization (Amendment Number Two) was intended to establish SAR II as a bilateral project and sever it from the Regional OMVS Agricultural Research II Project. Project Authorization Amendment (Number Three) dated August 18, 1988 intended only to add \$390,000 for the Mauritania component of the OMVS AR II project but inadvertently folded the SAR II Project back into the regional project. The Regional Legal Advisor in consultation with GC/AFR, however, interprets that the SAR II project has remained bilateralized despite the error. The original SAR II Grant Agreement with the Government of Senegal (GOS) was signed on August 31, 1984 with an initial obligation of \$943,000. Amendments to the Grant Agreement in May 1985, June and July of 1988 brought obligations to a total of \$3.593 million.

The project purpose is to strengthen ISRA's cereals-based research system in the Senegal River Basin, focusing on the development of Senegal agricultural research capacities in the Senegal River and on the improvement of the overall national research capacity of ISRA to support cereals-based research in the Senegal River Basin. The project goal is to improve the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basin more effectively. The project will do this through (a) long and short-term training, observational tours and seminars; (b) long and short-term technical assistance; (c) studies and support for research program costs; (d) construction and rehabilitation of research facilities including irrigated perimeters at the Fanaye station; and (e) commodity procurement.

Through a Michigan State University (MSU) contract and a grant to ISNAR, the project has provided long and short term technical assistance to strengthen ISRA's capacity to plan, manage, execute and evaluate cereals-based and agricultural economic research programs. Assistance has also been used to advise ISRA's Director General and Deputy Director as well as heads of Departments on the use and allocation of human, financial, infrastructural resources, priority setting, research management, networking and to formulate realistic policies and operational procedures for staff recruitment, development and retention. The project has financed six long-term participants to the U.S., five of whom will not complete their degrees by the current PACD of June 30, 1990. The construction of the housing, storage and water facilities at the Fanaye research station in the Middle Valley has been completed. The Mission has signed a local contract for the installation of the pump stations and equipment and will soon award a separate contract for the rehabilitation of 26 hectares of irrigated perimeters at Fanaye.

Although the project has made significant progress toward achieving its purpose over the past two years, it will not, however, achieve it within the current PACD and LOP budget amount. The project has fallen behind schedule due to implementation delays: late selection and start of degree programs for long term participants; late arrival at post of the MSU research planner; changes in ISRA's and ISNAR's leadership and delays in preparing and awarding the contract for the rehabilitation of the irrigated perimeters at the Fanaye research station, all of these compounded by the underestimation of the level of effort required to consolidate and strengthen ISRA's capacities. Additional money and time are required to enable the project to achieve its stated purpose.

The attached PP Supplement proposes to increase the project's authorized budget by \$1.497 million, the project's obligations by \$1.5 million, and extends the project's PACD by two years. The revised project will have a budget of \$5.093 million and a total life-of-project of eight years and ten months, from August 11, 1983, to June 30, 1992.

B. Financial Summary

A financial summary of the budget by category as of March 31, 1990 is found in Table 1, page 5 of the attached PP Supplement. The project fiscal data shows:

- total obligations: \$3.593 million;
- total earmarking: \$3.529 million;
- total expenditures: \$2.169 million;
- total pipeline: \$1.424 million.

The Mission's reappraisal of project inputs calls for an additional funding of \$1.497 million. The Mission has obligated \$3.593 million to date. The Project Committee (PC) recommends, upon availability of funds, that the project authorization be increased from \$3.596 million to \$5.093 million and the project obligation be increased from \$3.593 million to \$5.093 million in FY 90, using \$1.5 million from FY 90 OYB funds.

The following table summarizes the Revised Budget for all the activities under this second PP Supplement.

REVISED BUDGET

TABLE 2: REVISED BUDGET

<u>Project elements</u>	<u>Obligations To Date</u>	<u>New Obligations</u>	<u>TOTAL</u>
1. Michigan State Univ.	\$1,933,442	\$1,036,324	\$2,969,766
2. Technical Assistance	116,180	50,000	166,180
3. Farming Systems Survey	101,878	0	101,878
4. Operating Costs	465,733	251,058	716,791
5. Construction (Fanaye)	775,000	(100,000)	675,000
6. Commodities	93,020	(10,020)	83,000
7. Subproject (ISNAR)	100,385	220,000	320,385
8. Audit	0	20,000	20,000
9. Evaluation	0	40,000	40,000
10. Contingency	7,362	(7,362)	0
TOTAL	\$3,593,000	\$1,500,000	\$5,093,000

Note: Amounts in parentheses are negative.

C. Socio-Economic, Technical and Environmental Description

The Project Committee has reviewed this PP Supplement and has concluded that the project remains technically sound. There are no social constraints nor sexual discrimination which would affect beneficiary participation in this project. No human rights implications exist.

The negative Initial Environmental Examination (IEE) determination dated July 21, 1982 for the regional project remains valid. However, an amendment is necessary because of the substantive changes in the project's LOP costs and the PACD extension.

The IEE Amendment was concurred in by the AFR/Bureau Environmental Officer as per State 178/23, subject to submission of regular reports to the Regional Environmental Officer (REO). The text of the approved Amendment cleared by the Regional Legal Advisor (RLA) at post is contained in Dakar 05017 attached as Annex 5 of the PP Supplement.

D. Conditions, Covenants, Implementation Plan and Implementing Agencies

Two conditions precedent to disbursement were deleted by the Project Authorization, Amendment Number Two and all other conditions precedent to disbursement were met. All the covenants in the original Project Authorization and retained in the Project Authorization Amendment Number Two and the PP Supplement of 1987 have been met. This Amendment does not require new conditions or new covenants, nor does it change the project implementation responsibility of ISRA. A revised Implementation Plan is found as Annex 3 of the attached PP Supplement.

E. Procurement and Waivers

Commodity procurement is minimal under this Amendment and will be effected by MSU. MSU's new workplan will reflect new purchases planned. The Mission will have a waiver for other than full and open competition approved by the USAID/Senegal Director to continue the MSU contract, based on the justification that such an arrangement will avoid substantial duplication of cost to the government that cannot be recovered through competition and also will avoid unacceptable delays in implementation. A copy of the waiver will be attached as Annex 4 of this PP Supplement. The Mission will also prepare a justification of noncompetitive award, as per Handbook 13, 2B (3)(b) and (d), for a follow-on assistance award to ISNAR, based on the predominant capability of ISNAR to provide the requested assistance and the intention to continue the existing assistance relationship between ISRA and ISNAR. No additional waivers are anticipated for this extension. However, if new waivers are required, the project staff will ensure that rules pertaining to the Development Fund for Africa (DFA) regarding procurement are followed.

F. Responsible Mission Offices

The Agricultural Development Office (ADO) continues to have overall coordination and monitoring responsibility for the project. In AID/W, AFR/TR/ANR will provide backstopping for the project in coordination with other technical offices as required.

G. Evaluation/Audit

Funds for monitoring and evaluations and audits were not included in the 1987 PP Supplement budget. This Amendment provides additional funds to cover one mid-term evaluation of the project's activities during the third quarter of FY 91. This evaluation will focus on project progress and on the contractor performance. One compliance audit for the ISRA St-Louis local currency expenditures is also planned. Audit of the MSU-managed local currency expenditures (Dakar) is not necessary given the low vulnerability of MSU's accounting system and the Mission Controller's Office' review of their system on a regular basis.

H. 121(d) Certification

The project currently holds a positive 121(d) certification for the management of the local currency for the Fanaye related research operational costs by ISRA St-Louis. The revised project will continue to use ISRA St-Louis to manage this budget line-item as long as it maintains an adequate system of accounts for the control of the funds provided to it.

III. JUSTIFICATION TO THE CONGRESS

Congressional notification (CN) was submitted to Congress and expired on March 17, 1990 without objection.

IV. AUTHORITY TO APPROVE AUTHORIZATION AMENDMENTS

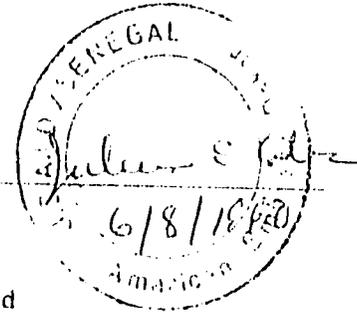
Africa Bureau Delegation of Authority No. 551, Revised, gives you the authority to approve project authorization amendments for up to \$30 million in project costs for a cumulative LOP not to exceed 10 years when the amendments: (a) do not present significant policy issues; or (b) do not include waivers that can only be approved by the AA/AFR or A/AID. This request is within this authority. The USAID/Senegal Project Committee members reviewed the attached PP Supplement and recommended approval.

V. RECOMMENDATION

That you sign the attached Project Authorization Amendment Three (Attachment A) and the PP Supplement Face Sheet, Amendment Two (Attachment B) of the original SAR II project, thereby approving:

- (1) an extension of the PACD, from June 30, 1990, to June 30, 1992;
- (2) an additional \$1.497 million, to bring the total LOP funding from \$3.596 to \$ 5.093 million; and
- (3) refinement of the inputs, outputs and end-of-project status (EOPS) in the existing project.

Approved _____



Disapproved _____

Drafter: PDO:MKane MAK Date 05/22/90

Clear: PDO: TMyers draft Date 05/17/90
ADO: ABurgett AB Date 5/22/90
ADO: JEllis J Date 5/22/90
ADO: MDiop MD Date 5/22/90
RIA: DAAdams in substance Date 05/14/90
PRM: RGilson draft Date 05/17/90
CONF: TJWalsh draft Date 05/18/90
DDIR: GNelson N Date 6/7/90

PROJECT AUTHORIZATION
(Amendment No. 3)

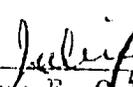
Name of the Project: Senegal Agricultural Research II
Name of Country: Senegal
Number of Project: 685-0957

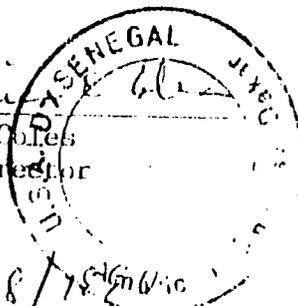
1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended and the Section entitled "Sub-Saharan Africa, Development Assistance" (the "Development Fund for Africa") contained in the Foreign Operations, Export Financing and Related Programs Appropriations Act, FY 1990, the Senegal Agricultural Research II project was authorized as a component of the OMVS Agricultural Research II project (625-0957) on August 11, 1983, and amended on June 28, 1984 and December 9, 1987 (to establish the Senegal component as a bilateral project and revise the project description and outputs) (as so amended, the "Authorization"). The Authorization is hereby further amended as follows:

Paragraph 1 is deleted in its entirety and the following is substituted in lieu thereof:

"1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended and the Section entitled "Sub-Saharan Africa, Development Assistance" (the "Development Fund for Africa") contained in the Foreign Operations, Export Financing and Related Programs Appropriations Act, FY 1990, I hereby authorize the Senegal Agricultural Research II project for Senegal (the "Cooperating Country") involving planned obligations of not to exceed Five Million Ninety-Three Thousand United States Dollars (US \$5,093,000) in grant funds (the "Grant") over a ten-year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D./OYB allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the project is 8 years and 10 months from the date of initial obligation."

2. Except as expressly modified or amended hereby, the Authorization remains in full force and effect.


Julius E. Coles
Mission Director


6/8/78
Date

Drafted: RIA:DAAdams:sh
Clearances: As shown on Action Memorandum.

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
 C = Change
 D = Delete

Amendment Number

TWO

DOCUMENT CODE

3

COUNTRY/ENTITY

SENEGAL

3. PROJECT NUMBER

685-0957

4. BUREAU/OFFICE

AFRICA

06

5. PROJECT TITLE (maximum 40 characters)

SENEGAL AGRICULTURE RESEARCH II

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
06 30 92

7. ESTIMATED DATE OF OBLIGATION
(Under "B" below, enter 1, 2, 3, or 4)

A. Initial FY [88] B. Quarter [3] C. Final FY [92]

8. COSTS (\$000 OR EQUIVALENT \$)

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
ADP Appropriated Total	943		943	5,093		5,093
(Grant)	(943)	()	(943)	(5,093)	()	(5,093)
(Loan)	()	()	()	()	()	()
Other						
U.S.						
How: Country		400	400		2,000	2,000
Other Donors(s)						
TOTALS	943	400	1,343	5,093	2,000	7,093

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SH	ST21	080		2,043				2,043	
(2) SS				1,550		1,500		3,050	
(3)									
(4)									
TOTALS				3,593		1,500		5,093	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

080 960 970

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERN CODES (maximum 4 codes of 4 positions each)

A. Code
B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To strengthen ISRA's cereals-based research system in the Senegal River Basin

14. SCHEDULED EVALUATIONS

Interim MM YY 01 91 Final MM YY

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify) 935

16. AMENDMENT'S NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)

This amendment increases the funding level, extends the PACD, reapportions the budget line-items and the level of effort for the inputs of the Senegal Agricultural Research II project to enable the Mission to attain the objectives as outlined in the 1987 PP Supplement.

Concurrence: CONT: TJWalsh III

TJ Walsh III 5/25/90
Signature
Date Signed

17. APPROVED BY

Julius E. Cohen
Director
USAID/Senegal

MM DD YY
06 03 92

18. DATE DOCUMENT RECEIVED BY AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

I. EXECUTIVE SUMMARY AND RECOMMENDATIONS

Purpose of PP Supplement: To amend the project's completion date and budget and refine the outputs and end-of-project-status to enable attainment of the objectives as outlined in the PP Supplement, Amendment One, of the original project paper.

Problem: Action is requested:

- to extend the Project Assistance Completion Date (PACD) for two (2) years, from June 30, 1990 to June 30, 1992;
- to increase the authorized life-of-project (LOP) funding by \$1.497 million to bring the total level of funding from \$3.596 million, to \$5.093 million;
- to refine the project's outputs and end-of project status (EOPS); and
- to reapportion the level of effort and budget for the existing project's inputs;

Delays in implementation start-up-dates for some project's components compounded by the need for continued assistance to ISRA to strengthen its institutional capacity, complete assessment of its technical capacity and improve its setting of research priorities require that the project's timeframe be extended and the budget be increased to maximize project's impact. Costs of USAID project management personnel for project's monitoring, project audits, and evaluations are also included as part of the additional funds required under this extension.

The goal and purpose of the project remain unchanged.

Project Background: The Senegal Agricultural Research II (SAR II) project (685-0957) is a \$3.596 million, six-year and ten month bilateral project, extending from August 11, 1983 to June 30, 1990. The SAR II project was originally designed as a component of the Regional OMVS Agricultural Research II project (625-0957) which was authorized on August 11, 1983 and amended on June 28, 1984, December 9, 1987 and August 18, 1988. Project Authorization Amendment Number Two dated December 9, 1987 was intended to establish the Senegal component as a bilateral project and separate it from the Regional OMVS project following evidence that the regional approach was impeding implementation and OMVS showed no signs of commitment to research activities in the Senegal River Basin. Project Authorization Amendment Number Three dated August 18, 1988, intended to only increase LOP funding of the Mauritania component, inadvertently folded the SAR II project back into the Regional OMS project. The Regional Legal Advisor's discussions with the GC/AFR concluded, however, that the SAR II project has remained bilateralized despite the error.

The revised project focuses on strengthening ISRA's cereals-based research capacity in the Senegal River Basin.

The project is to achieve this through: (1) long and short-term training, in-country workshops and observational tours; (2) long and short-term technical assistance; (3) construction of research facilities at the Fanaye station and rehabilitation of 26 hectares of irrigated perimeters; (4) commodity procurement; and (5) studies and support for research program costs. The project has provided long and short-term technical assistance to strengthen ISRA's capacity to plan, manage and execute cereals-based and other research programs. Technical assistance has also been used

to advise ISRA's senior management on the use and allocation of human, financial, infrastructure resources, priority setting, research management and networking and to formulate realistic policies and operational procedures for staff recruitment, development, and retention including grade classification and reward structures. The project has completed the construction of the Fanaye--Middle Valley--station facilities, the Mission has signed a contract for the pump equipment installation and is now in the process of awarding the contract for the rehabilitation of the irrigated perimeters.

It has become clear, however, that the project will not attain the planned objectives within the current timeframe and LOP budget, because the project has experienced implementation delays from: (1) late selection and start of degree programs for long-term participants in the U.S.; (2) late fielding by the Michigan State University (MSU) of the senior research planner position and reformulation of the agronomist position into a cereals advisory team; (3) change in ISRA and ISNAR leadership; and (4) protracted delays in preparing and awarding the contract for the rehabilitation of the irrigated perimeters at the Fanaye research station. The Mission also underestimated the level of effort required to strengthen ISRA's institutional capacity to carry out cereals-based research in the Senegal River Basin. Additional time and money are required, reflecting the costs of the delays and requirements for additional technical assistance.

This PP Supplement amends the existing project to increase its LOP funding by \$1.497 million and extend its PACD for two years in order:

- to allow five ISRA staff to complete their long-term training in the U.S;
- to complete the establishment of the demonstration irrigated perimeter at the Fanaye station;
- to strengthen ISRA's personnel system and research planning and management capacity;
- to complete research activities and to clarify future assistance to agricultural research in Senegal;
- to cover increased life-of-project funding costs.

II. PROJECT BACKGROUND AND ACCOMPLISHMENTS

A. Project Background

The Senegal Agricultural Research II (SAR II) project (685-0957) was the Senegal component of the Regional Organisation pour la Mise en Valeur du Fleuve Senegal (OMVS) Agricultural Research II (625-0957) project and was authorized for \$3.596 million on June 28, 1984 through an amendment of the Project Authorization of the OMVS Agricultural Research II Project. The OMVS project was subsequently amended on December 9, 1987 and August 18, 1988. Project Authorization Amendment Two, dated December 9, 1987 was requested by the Mission and was intended to establish the Senegal component as a bilateral project and separate it from the Regional OMVS

project, because the regional approach could not work and OMVS showed no signs of commitment to research in the Senegal River Basin. Project Authorization Amendment Number Three dated August 18, 1988, intended to increase the LOP funding level for the Mauritania component of the OMVS project, inadvertently folded the SAR II project into the regional project. The Regional Legal Advisor discussed this with GC/AFR and concluded, however, that the SAR II project remains a bilateral project despite the error in Project Authorization Amendment Number Three.

The project's original Grant Agreement with the Government of Senegal (GOS) was signed on August 31, 1984, with an initial obligation of U.S. \$943,000. Subsequent amendments to the Grant Agreement in May 1985, June 1988 and July 1988 increased obligations to a total of U.S. \$3.593 million.

The purpose of the revised project is to strengthen ISRA's cereals-based research system in the Senegal River Basin, focusing on the following two elements: (1) development of Senegalese agricultural research capacities in the Senegal River Basin through training, construction and rehabilitation of research station facilities, and participation in the design of adaptive research and farming system research programs; and (2) improvement of the overall national research capacity of ISRA to support cereals-based research in the Senegal River Basin. The project's goal is to improve the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basin more effectively.

The project is to provide: (1) five person-years of long-term and 17.5 person-months of short-term technical assistance; (2) grants to the International Service for National Agricultural Research (ISNAR); (3) long-term and short-term training, workshops and observational tours; (4) research studies and related operational costs; (5) construction and rehabilitation of research facilities; (6) commodities. The level of effort under the project will result in: (1) strengthened capacity of ISRA's Department of Crop Production Research to plan, manage and execute a research program reflecting established priorities, especially with respect to cereals; (2) upgraded technical and professional skills of ISRA's researchers and technicians in the Senegal River Basin and in Dakar relevant to cereals production and consumption; (3) upgraded agricultural research facilities at Fanaye research station; (4) consolidated production systems and agricultural economic programs; and (5) integration of cereals based research into the Senegal River Basin research plan. The project's financial situation through March 31, 1990 shows:

- total obligations: \$3.593 million;
- total earmarking: \$3.529 million;
- total expenditures: \$2.169 million;
- total pipeline: \$1.424 million.

TABLE 1: FINANCIAL STATUS
(as of March 31, 1990)

<u>Elements</u>	<u>Total Obligated</u>	<u>Earmarked</u>	<u>Commitment</u>	<u>Expended</u>	<u>Pipeline</u>
	<u>(\$)</u>	<u>(\$)</u>	<u>(\$)</u>	<u>(\$)</u>	<u>(\$)</u>
Michigan State U.	1,933,442	1,933,442	1,933,442	1,123,520	809,922
Technical Assist.	116,180	116,180	116,180	102,279	13,901
Farming Sys. Survey	101,878	101,878	101,878	101,878	0
Operating Costs	465,733	465,733	465,733	335,243	130,490
Construction	775,000	718,205	652,560	391,359	383,641
Commodities	93,020	93,020	52,880	45,780	47,240
ISNAR Grant	100,385	100,385	100,385	69,283	31,102
Contingency	<u>7,362</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>7,362</u>
	3,593,000	3,528,843	3,423,058	2,169,342	1,423,658

B. Project Accomplishments

The project has produced both real results and real promise of potential. The cereals advisory team (CAT), pairing U.S. scientists with ISRA researchers, has planned, guided and evaluated research programs on millet, sorghum, corn and cowpeas. Millet and sorghum variety trials have tested new germplasm and, if proven successful, may provide new and better cultivars for farmers. The results of the first rainy season (1989) of trials on corn and cowpea are promising, but preliminary. Preliminary data analysis from a project-funded study on the decline, maintenance and replication of the Acacia albida agroforestry system in the north central peanut basin shows that this tree is a cost-effective option for soil fertilization in an area of Senegal where lack of soil nutrients and fertility pose a major constraint to crop production. The Agricultural Economics Program at ISRA has been strengthened under the leadership effort of the MSU long-term agricultural economist and is producing results that are influencing GOS policies on food security, input subsidies, and market dynamics, as well as helping USAID and the donor community understand the status of Senegalese agricultural research and formulate appropriate policy recommendations.

MSU and ISNAR consultancies have produced advice and recommendations on priority setting, resource allocation, formulation of realistic policies and operational procedures in staff recruitment, development, performance appraisal, grade structures and personnel utilization, which are paving the way to a stronger, more streamlined and viable research institution.

The project has upgraded the research station facilities at Fanaye in the Middle Valley of the Senegal River, where more than 60% of the Senegal River Valley's potentially irrigable land lies. The project will maximize the impact of the facilities with the soon-to-be completed rehabilitation of 26 hectares of irrigated perimeters. The project is now training six ISRA researchers in the U.S.: four in Masters and two in Ph.D. in agroforestry, sociology, agronomy, agricultural economics and engineering.

III. JUSTIFICATION FOR PROJECT EXTENSION AND ADDITIONAL FUNDS

A. Justification For Extension of PACD

1. Implementation Delays

The project has fallen behind schedule due to: (1) late submission of candidates for long-term training and late start of degree programs; (2) late arrival at post of the MSU long-term research planner; (3) change of the ISNAR senior consultant and change in the leadership in ISRA; and (4) contracting process for the rehabilitation of the irrigated perimeters at the Fanaye station.

- Delays in The Training Program: ISRA was slow in nominating participants to the U.S.---the agroforesters for example, departed Senegal only in March 1989 to begin their masters' program. Also degree programs experienced delays. As a result, five of the six participants will not complete their degrees within the current PACD. The three participants in the MS programs are slated to complete in summer of 1991, and the two doctoral participants are scheduled to finish in 1992. Extension of the project will allow the planned short-term training, workshops and observational tours to take place.

- The MSU Senior Research Planner Arrived Late at Post: The senior scientist and faculty member from MSU scheduled for a seventeen-month-period of the MSU contract arrived in year two (January 1989) and was therefore available only for one year. Despite the extension of MSU contract until June 1990 and the short-term consultancies anticipated by this planner, more remains to be done to provide assistance anticipated and to ensure the changes in research planning sought by the project.

- Changes in ISNAR and ISRA Leadership: The departures of the ISRA Director General in 1989 and a senior ISNAR official and their replacement process put the activities under the ISNAR grant at least six months behind schedule.

- Protracted Delays in Awarding Contracts for Facilities Development : The Mission has contracted for the pump installation and is at the final stage in the process of awarding the contract for the rehabilitation of irrigated perimeters at Fanaye. Although Mission hopes that the perimeters will be rehabilitated and functional by early July 1990, more time is needed to ensure that work is done and the irrigation system is fully operational.

2. Extension Will Consolidate and Expand ISRA's Applied Agricultural Research Programs

Project's technical assistance support to ISRA's cereals research and applied economics programs has given tangible results but more needs to be done to increase project impact. The Applied Economics Program is still in its infancy, lacking a senior research director, and its young staff continues to need guidance from more experienced researchers. At the same time, ISRA needs to maintain its research program in marketing, policy, food security and the economics of crop/livestock/forestry research.

Promising but preliminary trials on millet, sorghum, corn and cowpeas need to be confirmed over a longer period, and their adaptability to the Senegal River conditions ascertained. During the extension, trials are planned to insure that collaboration between plant breeders, agronomists, plant pathologists, entomologists and economists is effective in order to encourage a more complete treatment of the cereal, which in turn will result in sound recommendations for farmers.

3. Extension Will Allow Further Strengthening of the Institutionalization Reform Process of ISRA

Extension will not only enable the MSU research planner and ISNAR to complete the institutional capacity building process of ISRA planned within the current project's timeframe, but will also begin to address wider and more fundamental institutional reforms required at ISRA. ISRA is currently under considerable pressure from the GOS and donors to undertake institutional reforms to align priorities and programs with available resources. ISRA is aware of its institutional weaknesses, but lacks a strategic plan for dealing with them. The current context at ISRA offers a unique opportunity for the MSU research planner and ISNAR experts to provide particularly relevant advice to a client seized with the need for reform.

A proposed follow-on assistance grant to ISNAR would concentrate on the implementation of the job descriptions, career ladder, and personnel database system developed under the initial grant. The follow-on grant would also expand ISNAR's current mandate with ISRA to include development and implementation of long- and short-term training plans based on recruitment needs; a performance management system that includes strategic planning and priority setting for key managers; and a performance evaluation system for personnel.

4. The Project Will Continue to Serve As a Bridge to Mission's Future Assistance to Senegalese Research

The 1987 SAR II PP Supplement described the SAR II as a means of setting the stage for the Mission's Strengthening Agricultural Research project (685-0285) (SARP) originally planned to begin in 1989. The proposed Supplement would fulfill the same role. The SARP PID was approved by AID/W in August 1988. The PP design began in July 1989 but has been terminated. The PP institutional and financial analyses of ISRA signaled important institutional weaknesses requiring a shift in the focus for the new project. In February 1990, the Mission decided to stop all design work on SARP, as the assumptions on which the approved PID was based were no longer valid. It became clear that in planning a new project, USAID would have to pay particular attention to strengthening ISRA's capacity to manage its program and plan its research according to the limits of its financial and human resources. It is the Mission's intent to design a new project to address these institutional concerns as well to strengthen ISRA's technical research capacity.

Donors are seeking and the GOS agrees that ISRA must reduce its overall spending, realign its programs, institute management reforms, and reorganize its research departments and personnel. As part of the negotiations with the World Bank's second phase of assistance to ISRA, the GOS has agreed to fund ISRA at the 1985 budget levels (in real terms) of approximately U.S. \$5 million per year for two years (1990-1992). The World Bank had requested GOS contribution of this size over the five year project period (1990-1995). The GOS has allowed ISRA this two-year period (1990-1992) to institute reforms that will result in a more efficient and productive research institute. ISRA has approached USAID/Dakar to assist with the institutional reform.

Amendment of the SAR II project provides an initial positive response to ISRA's request, but more importantly lays the groundwork for development and implementation of future project assistance to ISRA to be designed in FY 91. As part of this design, separate but complementary to this extension of SAR II, the Mission will, with concurrence from ISRA and other donors, use Program Development and Support (PD&S) funds to conduct an external scientific program evaluation of ISRA. This evaluation will provide guidelines for ISRA's research planning and priority setting, personnel, management, financial and capital investment requirements. Based on the progress ISRA makes, the Mission will design a Project Identification Document (PID) for a new project.

B. Justification for Additional Funding

Additional money is required as a result of implementation delays and to meet the costs of an additional level of effort during the proposed timeframe. Also, a new budget line-item for evaluation is to be added, an AID requirement for project audits requires an additional element in the project's budget, and USAID continues to need a project management assistant to monitor project's activities.

The reappraisal of project costs during the next two years calls for supplemental funds to bring the total LOP budget to \$5.093 million. Consequently, an additional \$1.497 million will be required to supplement \$443,372 reprogrammed from the existing project budget to finance: (1) technical assistance for research on marketing and policy, food security, economics, farming systems, crop-livestock-forestry; project assistant to coordinate project activities for the USAID/Senegal Mission; (2) extension of training for five long-term participants, organization of workshops, short-term training and observational tours; (3) research program operational support; (4) commodities; and (5) audit and evaluation.

Table 2 below shows the current obligations and the additional obligations required by category in this second Amendment of the project.

TABLE 2: REVISED BUDGET

<u>Project elements</u>	<u>Obligations To Date</u>	<u>New Obligations</u>	<u>TOTAL</u>
1. Michigan State Univ.	\$1,933,442	\$ 1,036,324	\$2,969,766
2. Technical Assistance	\$ 116,180	\$ 50,000	\$ 166,180
3. Farming Systems Survey	\$ 101,878	\$ 0	\$ 101,878
4. Operating Costs	\$465,733	\$251,058	\$716,791
5. Construction (Fanaye)	775,000	(100,000)	675,000
6. Commodities	93,020	(10,020)	83,000
7. Subproject (ISNAR)	100,385	220,000	320,385
8. Audit	0	20,000	20,000
9. Evaluation	0	40,000	40,000
10. Contingency	<u>7,362</u>	<u>(7,362)</u>	<u>0</u>
TOTAL	\$3,593,000	\$1,500,000	\$5,093,000

Note: Amounts in parenthesis are negative.

IV. REVISED PROJECT DESCRIPTION

A. Goal and Purpose

The project's goal and purpose remain the same as in the amended project. The project will continue to focus on the goal of improving the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basin more effectively. The project's purpose is to strengthen ISRA's cereals-based research system in the Senegal River Basin. The two basic elements of the project purpose are: 1) to develop Senegalese agricultural research capabilities in the Senegal River Basin through training, facilities development and participation in design of adaptive research, and 2) to improve the overall national research capacity of ISRA to support cereals-based research in the Senegal River Basin.

The end of project status (EOPS) of the revised project paper has been refined to focus on realizable and measurable objectives, with particular emphasis on institutional strengthening. The revised end of project status will be:

- (a) Annual research programs in USAID-funded areas of applied economics and cereals consistent with available budgetary and human resources;
- (b) Research station at Fanaye in the Senegal Middle Valley fully operational and research program underway;
- (c) Research programs focused on farmers' constraints, research results produced on a timely basis and collaboration with extension services effective.

B. Outputs

The project outputs will also be refined and broadened:

- (a) Strengthened capacity of ISRA to set research priorities and align budgetary and infrastructure resources;
- (b) Increased capacity of ISRA to retain and motivate qualified researchers through human resource management reforms;
- (c) Research facilities at Fanaye research station operational, with an established ISRA cereals research program focused on farmers' constraints;
- (d) Applied economics programs strengthened and linkages to policymakers improved; and
- (e) Technical and professional skills for researchers, mid-level and administrative staff upgraded.

C. Inputs

The PP Supplement adds \$1.497 million to increase the total LOP budget to \$5.093 million as described in Tables 2 and 3. The project extension consists of follow-on funding for activities already started under the project.

1. Technical Assistance

a. Research Management and Planning

- i) A long-term research planner/manager is budgeted for an eighteen-month period, complemented by at least one month per year of short-term technical assistance.

The primary role of the research planner will be to assist ISRA management and research departments in evaluating options for institutional reform. The research planner will organize meetings and workshops within research departments or across research departments focussed on specific topics concerning research program budgeting and management, methods to use limited

resources efficiently and motivation of researchers. The research planner will also assist ISRA in preparing for the scientific program review. Administratively, the research planner will be located at the Direction Generale of ISRA and will report to the Deputy Director General. The research planner will serve as field team leader, representing the contractor and coordinating all field implementation activities.

ii) A grant to ISNAR for follow-on assistance in the area of human resource management and planning will be funded. Grant activities, complementary to assistance already provided by ISNAR to ISRA, could include establishment of a performance management system; policies for management development including training for key managers in priority setting; and the implementation of a training plan based on the long-term needs of the institute.

The current ISNAR grant, awarded in response to an unsolicited proposal, specifies 6.75 person-month short-term technical assistance in human resource management and planning over a 21.5 month period at a cost of \$100,385. The follow-on grant will involve an increased level of effort (estimated at 15 person-months over the 24 month extension period at an approximate cost of \$220,000) to cover the three proposed areas of human resource activities. At present one ISNAR senior research associate is working directly on the ISRA grant activities. Because of their diversity, the follow-on activities will require the expertise of 3 ISNAR staff persons. Thus, this follow-on grant will involve not only an increase in the level of effort (person-months), but also an increase in the number of ISNAR staff dedicated to this grant, and because of this increase, the funds budgeted for the ISNAR grant have increased substantially.

b. Agricultural Economics

A long-term agricultural economist is continued for a 12-month period. The ISRA applied economics program will be supplemented by an estimated two months per year of short-term technical assistance. The agricultural economist will continue to advise the applied economics research program, providing leadership to the ongoing cereals marketing and food security research programs to improve linkages to policymakers.

The agricultural economist will also work with the ISRA economists to define their research programs in a way that improves linkages between the applied economics programs and the other research departments.

c. Cereals Advisory Team

The cereals advisory team (CAT) activities, which targets millet, sorghum, corn, rice and cowpeas, will be continued, building upon the collaborative relationships that have been established between scientists to date. These activities will include short-term technical assistance by US scientists and working visits to the US by ISRA scientists. The cereals advisory team activities will be focussed on varieties or cultural practices that offer the quickest payoff for farmers. Local currency costs for conducting trials will be funded by the project.

d. Project Monitoring and Support

During year one of the project extension, SAR II will continue to fund the PSC assistant project officer working full-time at USAID monitoring this project. The budget also provides for a full-time administrative assistant and secretary who will work for the institutional contractor in Senegal.

2. Training

Long-term training already in progress will be completed during the SAR II extension. Short-term training is proposed illustratively in the areas of financial management and budgeting and in other areas that will aid ISRA in its institutional reform.

3. Operating Costs

Local currency operating costs will be made available to support the activities of the cereals advisory team, the research planner and the agricultural economist. Local currency funds are also budgeted for documentation, repair of equipment (computers and vehicles) purchased under the project, reproduction and translation. These local currency funds will be managed by the institutional contractor MSU in Dakar, and by ISRA in St-Louis.

4. Commodities

Two computers plus peripherals and software are to be purchased under the SAR II project extension. Purchase and delivery of these commodities will be the responsibility of MSU.

5. Evaluation/Audit

One mid-term evaluation is scheduled in the second quarter of FY 91, focusing on project progress and contractor's performance. One financial compliance audit for the ISRA-St. Louis local currency expenditures is also planned. An Audit of the MSU-managed local currency account (Dakar) is not necessary given the low vulnerability of their financial system and the close review of their financial documents by the Mission Controller Office's staff.

V. FINANCIAL ANALYSIS

The total expenditures under the project are \$2.169 million as of March 31, 1990. The LOP amount authorized for the SAR II is \$3.596 million. The Mission has obligated \$3.593 million.

The total LOP budget under this PP Supplement is \$5.093 million. The Mission plans--subject to availability of funds--to fully fund the project with an additional obligation of \$1.5 million using its FY 90 OYB funds.

Table 3 gives an illustrative financial plan summary of the estimated expenditures for the project activities presented in this PP Supplement.

A. 121(d) Certification

Funding for the Fanaye-related research operational costs are currently managed by ISRA St. Louis which holds a 121(d) certification. ISRA St. Louis will continue to manage this budget line item.

B. Methods of Implementation and Financing

Table 4 below sets forth the methods of implementation and financing for the life of project.

TABLE 4: PROJECT IMPLEMENTATION METHODS AND FINANCING

<u>Type of Activity</u>	<u>Implementation Method</u>	<u>Method of Payment</u>	<u>LOP Amount</u>
1. Michigan State Univ.	AID Direct Contract	Letter of Credit	\$2,969,766
- Technical Assistance			
- Training			
- Commodities/Equipment			
- Home Campus Support			
- Other Direct Costs			
- Overhead			
2. Technical Assistance	PSC	Direct Payment	145,794
	AID Direct Contract	Direct Payment	20,386
3. Farming Systems Survey	AID Direct Contract	Letter of Credit	101,878
4. Operating Costs	PTI.	Direct Payment	716,791
- ISRA--St.Louis total: \$250,373			
- Dakar total (MSU): \$466,418			
5. Construction (Fanaye)	FAR	Direct Payment	470,385
- Building construction	AID Direct Contract	Direct Payment	202,110
- Pumping installation	AID Purchase Order	Direct Payment	2,505
- Perimeter rehabilitation			
- Advertisements for bids			
- Topographic maps			
6. Commodities	AID Purchase Order	Direct Payment	83,000
7. Subproject (ISNAR)	AID Grant	Direct Payment	320,385
8. Audit	AID Direct Contract	Direct Payment	20,000
9. Evaluation	AID Direct Contract	Direct Payment	40,000
10. Contingency			0
TOTAL			<u>\$5,093,000</u>

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VI. IMPLEMENTATION

A. Responsibilities

1. USAID: The Agricultural Development Office (ADO) will be the Mission's responsible office for the management and coordination of the project. A U.S.-Direct Hire Project Officer assisted by a U.S. citizen and a Foreign Service National (FSN), both under personal services contracts, will carry out the project monitoring activities, including coordination with ISRA, MSU and ISNAR.

The ADO staff will receive support from the Mission's Project Committee (PC) for implementation policies and matters requiring Mission Director's action and from other Mission staff for technical matters.

2. ISRA: The Office of ISRA Director General will have the overall management responsibility, given the new focus on policy, program and personnel reforms required. The Department of Crop Production Research will continue to be responsible for the integration of cereals-based research into the on-station and on-farm research programs. The Department of Agrarian Systems and Applied Economics Research will continue to coordinate the applied economics activities financed under SAR II.
3. Technical Assistance: MSU and ISNAR will continue to provide all the technical assistance. MSU in particular will administer the required training and purchase some commodities.

B. Implementation Procedures

The Mission will use Project Implementation Orders for Technical Services (PIO/Ts) as internal documents and contracts to earmark and commit respectively funds, and Project Implementation Letters (PILs) to delineate specific implementation roles and responsibilities of various parties. Project Implementation Orders for Commodities (PIO/Cs) and Purchase Orders (POs) will be issued for the acquisition of equipment and materials. Non-funded Project Implementation Orders for Participant Training (PIO/Ps) will be prepared by the MSU contractor in charge and approved by the Mission in accordance with Handbook 10 to procure participant training services.

C. Contracting Arrangements

The Mission will continue to use MSU as the institutional contractor under an amendment to its existing USAID-direct contract. A waiver for other-than-full-and-open competition approved by the USAID/Senegal Mission Director allowing procurement of technical assistance, commodities and training by MSU is found in Annex 4 of this PP Supplement. Mission intends to make a follow-on assistance award to ISNAR based on predominant capability and the intention to continue the existing assistance relationship (ISRA-ISNAR) per HB 13,2B (3)(b) and (d). The Mission will also use personal and non-personal services contracts as appropriate for implementation purposes, in accordance with AID contracting procedures.

D. Implementation Plan

A revised Implementation Plan is attached as Annex 3 of this PP Supplement. This revised plan covers only the activities planned under this extension.

E. Procurement Plan for Commodities

MSU and USAID Supply Management Office (SMO) have procured most of the planned commodities under the project. Commodity procurement under this PP Supplement will be minimal - two computers and accessories for ISRA --- and will be done by MSU. MSU's revised workplan will reflect this.

F. Socio-Economic, Technical and Environmental Considerations

The socio-economic and technical analyses and conclusions contained in the project documentation remain valid. Only the original negative Initial Environmental Examination (IEE) determination dated July 21, 1982 for the regional project and extended to the revised project will require an amendment because of the substantive changes in the existing project's LOP costs and PACD extension. The IEE Amendment was concurred in by the AFR Bureau Environmental Officer as per State 178/23, subject to submission of regular reports to the Regional Environmental Officer (REO). The text of the approved Amendment cleared by the Regional Legal Advisor (RLA) at post is contained in Dakar 05017 attached as Annex 5 of the PP Supplement.

G. Evaluation Plan

There will be one project mid-term evaluation during the second quarter of 1991 which will be conducted by consultants and appropriate GOS personnel. The cost of this evaluation will be covered by the project and evaluation will focus on: a) project's progress in strengthening ISRA's institutional capacity to set priorities and align its resources accordingly; b) outputs of the cereals advisory team activities; c) impact of the applied economics program on policymakers; and d) the performance of MSU, the institutional contractor.

H. Audit Plan

The project will fund a non-federal financial compliance audit at the end of the first year of the project extension to audit the local currency expenditures made by the ISRA-St. Louis in the Senegal River Valley. No audit is necessary for the MSU's local currency expenditures (Dakar) since MSU's financial and accounting system is found adequate and their expenditures are closely monitored by the Controller Office's staff.

Annex 1

LOGFRAME

<u>Goal</u>	<u>Objectively Verifiable Indicators</u>	<u>Means of Verification</u>	<u>Assumptions</u>
To improve the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basingal River Basin more effectively.	:1. Increased linkages among ISRA, OMVS, SAED, and donor projects in the Senegal River Basin. :2. Improved design of agricultural research activities in the Senegal River Basin. Improved collaboration between ISRA & WARDA research programs :3. Farmers utilizing results of agricultural research through dissemination programs	:- Economic Indicators :- Donor reports :- ISRA reports and publications :- ISRA workshops/conferences :- Extension reports	:- SAED operational & functional :- ISRA restructuring is proceeding successfully :- Adequate policy direction concerning après-barrage donor collaboration :- Extension functions effectively performed :- Production incentives adequate :- Markets functional making inputs available and marketing outputs feasible
<u>Purpose</u>	<u>EOPS</u>		
To strengthen ISRA's cereals-based research system in the Fleuve	:1. Annual research programs in USAID-funded areas of applied economics and cereals consistent with available budgetary and human resources; :2. Research station at Fanaye in the Senegal Middle Valley fully operational and research underway; :3. Research programs focused on Farmers constraints, research results produced on a timely basis and collaboration with extension services effective.	:- Research reports :- Implementation plans :- ISRA's institutional reform program 1990 - 1992. :- Use of facilities and perimeters	:- Policy direction, coordination and support for ISRA from GOS, including Ministries of Rural Development, Plan and Finance are effective. :- Donor coordination & collaboration on ISRA institutional reform & research agenda exist.

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<u>Inputs</u>	<u>Objectively Verifiable Indicators</u>	<u>Means of Verification</u>	<u>Assumptions</u>
<u>Project Elements</u>	<u>Budget</u>	Project records and disbursement accounts.	
1. Michigan State Univ.	\$2,969,766		
2. Technical Assistance	166,180		
3. Farming Systems Survey	101,878		
4. Operating Costs	716,791		
5. Construction (Fanaye)	675,000		
6. Commodities	83,000		
7. Subproject (ISNAR)	320,385		
8. Audit	20,000		
9. Evaluation	<u>40,000</u>		
TOTAL	\$5,093,000		

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Annex 2

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N° DG-ISRA

REPUBLIQUE DU SENEGAL
UN PEUPLE - UN BUT - UNE FOI

MINISTÈRE
DU DEVELOPPEMENT RURAL
INSTITUT SENEGALAIS
DE RECHERCHES AGRICOLES

DAKAR, LE

03 MAI 1990

A. Dargelt

Rue de Thiong x Valmy
Boite Postale 3120 — DAKAR
Tél. : 22.15.29 - 21.24.25 - 21.19.13

Date Rec'd	03 MAI 1990
MRN	No 0685
Action Taken
Date
Signature

Objet : Prolongation du Projet AR II.

Monsieur le Directeur,

Comme suite à vos propositions de programme concernant la prolongation du projet de recherche agricole, je vous notifie par la présente la position officielle de l'ISRA :

1/ - je donne mon accord pour la prolongation pour deux ans du projet en cours avec l'Université de Michigan (MSU) ;

2/ - l'appui attendu durant cette phase, portera sur les domaines suivants et conformément aux conclusions de la réunion tenue le 25 Avril 1990 à la Direction générale à la demande de l'ISRA entre le Directeur Général de l'ISRA, le Chef du Bureau de l'Agriculture de l'USAID et le représentant du MSU (un compte-rendu de la réunion doit être fait par l'USAID) :

1. Appui au programme de recherches sur les céréales ;
2. Gestion et planification de la recherches
3. Economie Agricole
4. Formation
5. Evaluation et audit du projet.

3/ - Je voudrais en outre porter à votre attention les points suivants :

1. L'ISRA accepte le financement du poste de Conseiller pour la recherche ouvert au sein de votre service agricole mais souligne le caractère exceptionnel que doit revêtir une telle procédure.

2. L'ISRA en pleine restructuration et déjà évalué plusieurs fois par des personnalités extérieures, estime qu'une évaluation dans la situation présente n'apportera pas d'information pertinente. Aussi, l'ISRA se propose de réunir en fin 1990 son Conseil Scientifique et Technique afin d'informer ses membres de la situation qui résultera de la restructuration en cours.

.../...

/-) Monsieur le Directeur
de l'USAID
D A K A R /

12

DUE	
ACTION	05/10
INFO	ABD
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DDII	
EXO	
PRM	
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MP	
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EMB	
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HF	

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A la lumière des recommandations du Conseil Scientifique et Technique et en accord avec ses bailleurs de fonds, l'ISRA pourra envisager une évaluation.

Je vous demande de bien vouloir accepter de supporter le coût de la tenue de ce Conseil.

3/ - Dans l'avenir, pour apporter un appui encore plus efficace à l'ISRA, je vous demanderais de bien vouloir étudier la possibilité de dégager un pourcentage du montant des projets, pour couvrir des frais généraux.

Je vous exprime mes remerciements, pour l'intérêt personnel que vous avez toujours manifesté à l'égard de l'ISRA. Je souhaite et j'espère tout comme vous, que notre grand projet de renforcement de l'ISRA verra bientôt le jour.

Veillez agréer, Monsieur le Directeur, l'assurance de ma considération distinguée,

Le Directeur Général
de l'ISRA
Mohamadou El Habib LY

Annex 3

Implementation Plan for Major Activities/Actions

- PP Supplement and Authorization Amendment approved	5/90
- Project Agreement Amendment Approved	6/90
- Contract signed with USU for two years	6/90
- Fanaye Pumping equipment installed; perimeters rehabilitated	6/90
- ISNAR grant signed	
- IOP workplan completed and approved by AID and ISRA	7/90
- Agroforestry study complete	8/90
- Research planner arrives in Senegal	1/91
- Project evaluation	1/91
- Audit	6/91
- Agricultural economist departs Senegal	6/91
- All MS students have completed degrees and returned to Senegal	6/91
- Ph.D Students return to Senegal	6/92
- PACD	6/92

5292-0

Action Memorandum for the Mission Director, USAID/Senegal

Date: May 18, 1990

WRN
From: Wayne Nilsestuen, Chief ADO

Subject: Senegal Agricultural Research II Project (SAR II) (685-0957)

Problem: Your approval is requested for other than full and open competition in the procurement of the following:

A. Cooperating Country:	Senegal
B. Project:	Senegal Agricultural Research II (685-0957)
C. Contracting Entity:	REDSO/WCA
D. Type of Procurement:	Technical Services
E. Approximate value:	\$1.3 million
F. Probable Source:	Michigan State University
G. Statutory and Other Authorities:	FAR 6.302-1 ii (B)

Discussion: The goal of the six-year Senegal Agricultural Research II Project (SAR II) (685-0957) is to increase the capacity of Senegal to plan and implement agricultural development activities in the Senegal River Basin more effectively. The purpose is to strengthen the Senegal Agricultural Research Institute (ISRA)'s cereals-based research system in the Senegal River Basin through training, improvement of facilities, and participation in the design of adaptive and farming systems research system and through increasing ISRA's national research capacity to support cereals-based research in the Senegal River Basin.

Despite considerable progress, the project has encountered serious implementation delays due to late selection and start-up of participant training activity, difficulties in locating appropriate technical assistance, changes in ISRA's administration and underestimation of the level of effort required to consolidate and strengthen ISRA's capacities. A project committee has recently prepared a project paper supplement extending the project activities completion date (PACD) until June 30, 1992 and an authorization amendment increasing the life-of-project funding from \$3.596 million to \$5.093 million.

The extension will consolidate and expand ISRA's applied research program. The technical assistance in cereals research and applied economics has given tangible results, but there is more to be done. The economics program lacks a senior research advisor and needs additional help from experienced researchers. Promising preliminary trials on millet, sorghum, corn and cowpeas need to be confirmed over a longer period, and their adaptability to the Senegal River Valley confirmed.

The extension will also allow further strengthening of the institutional reform process at ISRA. ISRA is currently considering

Annex 4

major reforms to align priorities and programs with available resources. The current context offers an important opportunity for technical assistance to provide relevant advice on research planning and management.

Finally, the extension will permit the project to serve as a bridge to the mission's future assistance to Senegalese research. A PID for a new project has been approved in Washington, but in light of new information raised during the project paper design, the mission has decided to make a major revision in its approach. It is planning an external scientific program evaluation of ISRA which will help provide the basis of a new project design in FY 1991.

Given the need to extend the project, MSU's experience and ongoing technical assistance activities under the project, the cost advantages of using an experienced contract team already in place, and the unacceptable delay that would be incurred through a competitive process, the mission believes that an extension of MSU's contract on an other than full and open competition basis is warranted. This memo seeks your approval to extend the technical services contract with Michigan State University to:

1. complete long-term training of ISRA staff in the U.S. and short-term, in-country training.
2. manage all activities of the two-year extension of SAR II to June 30, 1992, including home campus support for the contract.
3. provide long and short-term technical assistance in the areas of cereals production, agricultural economics and research planning and management.
4. guide support for selected research programs.
5. procure commodities.

Michigan State has a long-standing relationship with ISRA. They have been working in Senegal on agricultural research, specifically farming systems research, applied economics and policy reform for eight years. Their involvement began with the Agricultural Research and Planning Project (685-0223) under which they were awarded, on a full and open competition basis, a contract using collaborative method procurement precepts for design and implementation services. The Agricultural Research and Planning Project ended in December 1987. MSU's services, however, were continued through the amendment of a different project, the Senegal Agricultural Research II Project. A November 11, 1987 memo signed by the Assistant Administrator for Africa authorized contracting for Michigan State's services on an other than full and open competition basis on the grounds that full and open competition would require an unacceptable delay and that such a delay would impair foreign assistance objectives and be inconsistent with the fulfillment of the foreign assistance program. Under the amended project, MSU consultants have been counselling ISRA on research planning and

Annex 4

institutional reform. MSU has developed a sound base of knowledge and experience in the areas for which continued technical assistance is required under the extension. MSU's strong working relationship with ISRA leadership is important to effective counsel on internal changes to be planned during the remaining period of the project. They have a team in place.

Continued collaboration with MSU is consistent with the objectives of both research projects and the mission's longer-term agricultural research strategy. Amending MSU's contract on an other than full and open competition basis would allow a well-established, productive and successful relationship to continue with a Title XII institution. This is in accordance with the language and intent of Title XII legislation and with the AID Administrator's memorandum for assistant administrators and mission directors.

Justification: An award of a contract extension through other than full and open competition is justified on the basis of FAR 6.302-1, (a) (2) (ii) (A) which permits using "an original source in the case of a follow-on contract for continued development or production of a major system ...when it is likely that award to any other source would result in ... substantial duplication of cost to the government that is not expected to be recovered through competition or (B) unacceptable delays in fulfilling the agency's requirements."

Analysis of the costs shows initiation of a new contract would cause a duplication of \$92,300 in costs. (See budget attachment A).

An award of a new contract through full and open competition would result in an unacceptable delay of at least one year (six to nine months to advertise the procurement and select the contractor and six months to get the contractor up to speed in Senegal) in implementing the Agricultural Research II Project. The use of unacceptable delay as a justification for other than full and open competition is not permitted when proper planning could have permitted the delay to be avoided. In this case, however, the need to amend MSU's contract could not have been anticipated. We had originally planned to complete design of a new agricultural research project in February 1990 and begin implementation of the project in June under a collaborative assistance mode contract with the University of Arizona. When the project paper design identified key institutional problems to be resolved before proceeding with a new project, the Mission was forced to reexamine its design plans. We decided that a redesign was necessary, starting with a new PID. As a result, support for ISRA was jeopardized by the impending end of the existing project. It was at this point that we decided to amend the existing project and to seek extension of MSU's contract. To pursue a new contractor through full and open competition would involve a delay of nearly a year in a project activity we are anticipating to have a two-year life. It would leave ISRA without technical support for a period of almost a year.

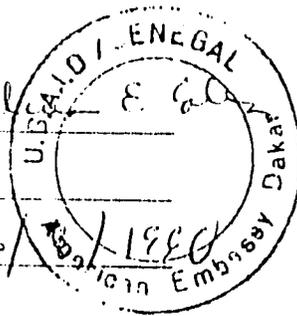
We believe the reasons stated in the memorandum are sufficient to justify other than full and open competition on the grounds that to

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do so would subject the project to substantial duplication of costs not expected to be recovered through competition and to unacceptable delays in fulfilling the agency's requirements.

Certifications: The technical requirements personnel requesting this action, Ans Burgett, Project Officer, certifies to the accuracy of the facts and rationale in support of the justification. The contracting officer hereby determines that the anticipated cost to the government is fair and reasonable. The contracting officer certifies by his clearance below that the justification is accurate and complete to the best of his knowledge and belief.

Recommendation: It is recommended that you approve in accordance with the provisions of FAR 6.302-1, (a) (2) (ii) (A) and (B) other than full and open competitive procedures for a two year extension of the MSU contract from June 30, 1990 until June 30, 1992.

Approved Jul 11/90 

Disapproved _____

Date 6/15/1990

Drafter: PDO: TMyers TM Date 6/11/90

Clear: ADO: ABurgett draft Date 7/11/90

PRM: RGilson draft Date _____

CONT: TWalsh draft Date 5/25/90

RCO: SWisecarver _____ Cleared as per Cable Bamako 003962 dated May 25, 1990.

DDIR: GHelson GH Date 6/7/90

DUPLICATED COSTS *

Return of contract employees to MSU

a. Airfare from Dakar to US and return (1 LT7A + dep.) (6 x \$1800 current TA)	10,800
b. Household effects (Shipment/storage/UAB/PDV x 1 household)	17,500
c. Purchase of household furniture (2 households) **	52,000
d. Contract close-out costs (Housing repairs, indemnities of local employees, etc)	12,000

	92,300

* Duplicated costs based on USAID/Senegal/EXO memo dated 10/30/89 on Average U.S. Contractor Costs in Dakar

** Household furniture. MSU TA (with ISRA permission) continues to use furniture purchased under Ag. Research and Planning Project (685-0223). Furniture is old, but MSU TA can and will continue to use the existing furniture with a minimum of additional purchases necessary.

New TA would require the purchase of two new households of furniture estimated at \$26,000 per household (furniture purchase plus shipping from US).

Estimated cost (\$26,000) is an average of actual costs of household furniture under the Ag. Production Support Project (685-0269) and the Reforestation Project (685-0283).

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CLASS: UNCLASSIFIED
CHGE: AID 5/03/90
APPRV: DIR:JECOLAS
DRFTD: PDO:MKANE:AMAT
CLEAR: TWM:GYAYCOCK
ADO:JBONNER
RLA:AADAMS
DCIR:GNELSON
DISTR: AIC AMB DCM

AIDAC

FOR AFR/BUREAU ENVIRONMENTAL OFFICER AND GC/AFR

E.O. 12958: N/A
SUBJECT: SENEGAL AGRICULTURAL RESEARCH II (SAR II)
PROJECT (685-0957): IEE AMENDMENT; NEGATIVE DETERMINATION
REQUESTED

REF: (A) IEE AMENDMENT, ANNEX E OF THE OMVS AGRICULTURAL
RESEARCH II PROJECT (625-0957) AND NEGATIVE IEE
DETERMINATION APPROVED ON JULY 21, 1982; (B) DAKAR 4488;
(C) J. GAUDET/JBONNER TELECON APRIL 30, 1990

1. THIS CABLE CHANGES THE TEXT OF THE REQUESTED IEE
AMENDMENT PARA. 3 IN REF. (B) TO REFLECT RECOMMENDATIONS
MADE BY GAUDET AS PER REF. (C).
2. MISSION APPRECIATES YOUR EXPEDITING CONCURRENCE
PROCESS TO ENABLE IT TO PROCEED WITH THE APPROVAL OF THE
PP SUPPLEMENT AND PROJECT AUTHORIZATION AMENDMENT ON MAY
10, 1990 AS PLANNED.
3. BEGINNING OF THE TEXT OF THE AMENDMENT.

INITIAL ENVIRONMENTAL EXAMINATION OR CATEGORICAL
EXCLUSION, AMENDMENT NO. 1.

PROJECT COUNTRY: SENEGAL

PROJECT TITLE: SENEGAL AGRICULTURAL RESEARCH II
(685-0957)

FUNDING: FY (S) 84-90: EOLS. 5.093 MILLION

IEE AMENDMENT PREPARED BY: GIL HAYCOCK, USAID/SENEGAL
ENVIRONMENTAL OFFICER

ACTION REQUESTED: NEGATIVE DETERMINATION
PROJECT DESCRIPTION: THE SENEGAL AGRICULTURAL RESEARCH
II PROJECT WAS THE SENEGAL BILATERAL COMPONENT OF THE
REGIONAL ORGANIZATION POUR LA MISE EN VALEUR DU FLEUVE
SENEGAL (OMVS) AGRICULTURAL RESEARCH II PROJECT
(625-0957). IN DECEMBER 1987, WITH AIB/W APPROVAL, THE
MISSION AMENDED THE PROJECT WHILE MAINTAINING THE
ORIGINAL PROJECT PURPOSE IN THE BILATERAL COMPONENT OF
THE REGIONAL PROJECT. THIS REVISED PROJECT IN TURN
CONSTITUTES A FOLLOW-ON OF THE EXISTING ACTIVITIES. THE

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REVISED PROJECT WILL CONTINUE TO FOCUS ON STRENGTHENING THE RESEARCH CAPACITIES OF THE SENEGALESE AGRICULTURAL RESEARCH INSTITUTE (ISRA) TO CONDUCT CEREALS-BASED RESEARCH PROGRAMS IN THE SENEGAL RIVER BASIN.

THE GOAL OF THE PROJECT IS TO IMPROVE THE CAPACITY OF SENEGAL TO PLAN AND IMPLEMENT AGRICULTURAL DEVELOPMENT ACTIVITIES IN THE SENEGAL RIVER BASIN MORE EFFECTIVELY.

THE PROJECT PURPOSE IS TO STRENGTHEN ISRA'S CEREALS-BASED RESEARCH IN THE SENEGAL RIVER BASIN. FOCUSING ON THE DEVELOPMENT OF SENEGALESE AGRICULTURAL RESEARCH CAPACITIES, AND ON THE IMPROVEMENT OF THE OVERALL RESEARCH CAPACITY OF ISRA TO SUPPORT CEREALS-BASED RESEARCH IN THE SENEGAL RIVER BASIN.

THE PROJECT'S ACTIVITIES FALL INTO TWO GENERAL ENVIRONMENTAL CATEGORIES: CATEGORY ONE - INCLUDING TECHNICAL ASSISTANCE, PARTICIPANT TRAINING (BOTH LONG AND SHORT-TERM) AND SUPPORTING WORKSHOPS AND SEMINARS, AND CATEGORY TWO - THE REHABILITATION OF THE RESEARCH FACILITIES AT FANAYE STATION AND THE LAND DEVELOPMENT OF 26 HECTARES OF RESEARCH FIELD TRIAL TEST PLOTS.

THE FIRST CATEGORY OF ACTIVITIES MEETS THE GENERAL CRITERIA FOR A CATEGORICAL EXCLUSION IN ACCORDANCE WITH SECTION 216.2(C)(2)(I) AND (II) OF AFR REGULATION 16. AS SUCH, THE MISSION RECOMMENDS THESE ACTIVITIES BE GRANTED THE CATEGORICAL EXCLUSION.

THE SECOND CATEGORY, THE REHABILITATION WORKS OF RESEARCH FACILITIES AND LAND DEVELOPMENT, WAS PREVIOUSLY DOCUMENTED BY AN INITIAL ENVIRONMENTAL EXAMINATION (IEE) OF THE REGIONAL PROJECT AS NEGATIVE. AS THE PROJECT IS UNDERGOING A SUBSTANTIVE INCREASE IN THE LOP BUDGET (EOLS. 1.5 MILLION) AND AN EXTENSION OF THE PACT BY TWO YEARS, THE IEE AMENDMENT NO. 1 WILL BE REQUIRED FOR THE PP SUPPLEMENT. THE REHABILITATION WORKS ARE CURRENTLY UNDERWAY AND ARE EXPECTED TO BE COMPLETED BY THE CURRENT PACE, HOWEVER, HISTORICAL PERFORMANCE SUGGESTS THAT DELAYS MAY BE ENCOUNTERED AND THE WORKS MIGHT BE

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COMPLETED IN THE EXTENSION PERIOD.

THE REQUEST FOR THE NEGATIVE DETERMINATION IS BASED ON THE FACT THAT THE IMPROVED LAND DEVELOPMENT WILL BE A RENOVATION OF EXISTING STRUCTURES. THE LAND DEVELOPMENT WORK IS LOCATED ON A GOVERNMENT RESEARCH FARM, UNDER THE DAILY SUPERVISION OF TRAINED RESEARCH PERSONNEL, ALL OF WHOM ARE ACUTELY AWARE OF ENVIRONMENTAL ISSUES IN SENEGAL. IN FACT, THIS PARTICULAR RESEARCH FARM IS PRESENTLY UNDERTAKING CROPPING RESEARCH TO INCREASE FARMERS' RETURNS BY DECREASING INPUTS SUCH AS FERTILIZER AND PESTICIDES. IN ADDITION, THE RESEARCH STAFF AT THE STATION HAVE AGREED TO PROVIDE REGULAR PROGRESS REPORTS WHICH ASSESS WORK PROGRESS AND IDENTIFY ANY ENVIRONMENTAL ISSUES. THESE REPORTS WILL BE SHARED WITH THE REGIONAL ENVIRONMENTAL OFFICER IN ABIDJAN.

IN VIEW OF THE ABOVE, IT IS RECOMMENDED THAT A NEGATIVE (IFE) FOR THE REHABILITATION WORKS AND A CATEGORICAL EXCLUSION FOR THE TECHNICAL ASSISTANCE AND TRAINING ACTIVITIES BE AUTHORIZED.

CONCURRENCE

DATE

AFRICA BUREAU ENVIRONMENTAL OFFICER

CLEARANCE: GC/AFR

DATE

4. WE APPRECIATE YOUR ASSISTANCE AND PLEASE ADVISE THE MISSION OF YOUR DECISION VIA IMMEDIATE CABLE. MOOSE
BT
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