

A.I.D. EVALUATION SUMMARY - PART I

PD-ABG-400  
83328

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

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/BOLIVIA</u> (ES# <u>DP-013/93</u> )		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>93</u> Q <u>4</u>		C. Evaluation Timing Interim <input type="checkbox"/> Final <input checked="" type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>	
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)
511-0589	Private Agricultural Organizations	1986	12/1992	\$ 6,240	\$ 6,240

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required		
1. Extend the P.A.C.D. through March 31, 1993, for the V.O.C.A. activities only.	J. Calvo	3/31/93
2. Continue the support of some activities that were funded by the PL-480 Executive Secretariat.	J. Calvo	6/30/93
3. The wheat Program initiated by the P.A.O. project will keep receiving support from the E.S PL-480 Title III for the next two planting periods.	J. Calvo	12/31/95

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation:			(Month)	(Day)	(Year)
			June	21	1993
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	
	Jorge Calvo	Gastón Martinic	Hector Diez de Medina	Carl H. Leonard	
Signature					
Date	07/09/93	7/12/93	7/15/93	7/15/93	

A B S T R A C T

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

The purpose of the project is to strengthen the capacity of Private Agricultural Organizations (PAOs) to provide services and increase incomes to members. This final evaluation was carried out to draw lessons learned from the technology transfer experience of the USAID/Bolivia's Private Agricultural Organizations (PAO) Project, which has been working with eight Bolivian farmer organizations.

The evaluation was conducted by two Bolivian professionals, on the basis of a review of project documentation, interviews with project personnel, (USAID and implementors) and visits to project sites:

Three out of ten Private Farmer Organizations have been selected, to be used as case studies as follows:

ANAPO in Santa Cruz (Soya Bean & Wheat Producers Association); ASOBOFLOR in Cochabamba (Bolivian Flower Growers Association) and FEDEAGRO (Farmers Federation) of Chuquisaca.

- ◇ ANAPO was able to increase the area planted with soja beans, increase wheat production by 1000% and increase its membership by 50%.
- ◇ ASOBOFLOR was a failure because in six years of work, it was not able to develop a self sufficient system. Eventhough the area planted increased 25% and quality of flowers was improved, the flower growers are still facing problems in paying back their loans to the banks.
- ◇ FEDEAGRO. This small farmers federation in Chuquisaca received project assistance only during two years. The assistance consisted of institutional support and marketing.

The most important lesson is that if in the future, and if the Mission desires to start a similar project, the initial institutional analysis should be made in a different way as it was done. Factors as the region, number of active members, economical status of the association, crops being grown, fees being paid to the association and others must be considered.

Other important lesson is that the amount of money invested is not so important, as is the time required for efficient institutional development work.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
René Urquidi	Independent	511-0000-0-00-3019	8,660	Project Funds
Alfonso Kreidler	Independent	511-0000-0-00-3019	12,164	

2. Mission/Office Professional Staff  
Person-Days (Estimate) 3 w/d

3. Borrower/Grantee Professional  
Staff Person-Days (Estimate) 20 w/d

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings; Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

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

Mission or Office: USAID/Bolivia	Date This Summary Prepared: June 1993	Title And Date Of Full Evaluation Report: Private Agricultural Producers Organizations Project Final Evaluation
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**PURPOSE OF EVALUATION**

The purpose of the evaluation is to draw lessons learned from the technology transfer experience of the USAID/Bolivia's Private Agricultural Organizations Project (P.A.O.) which has been working with eight Bolivian farmer organizations. The experience emerging from working with one of these organizations ANAPO, has been characterized as a success, while that of working with another organization, FEDEAGRO, has been characterized as potential success, and finally ASOBOFLOR, characterized as a failure. The evaluation determined what role different technology transfer and communications support systems as well other organizational components of the PAOs, have played in their relative success.

**METHODOLOGY**

For the final evaluation work, USAID/Bolivia defined the "Case Study" methodology. Three institutions were selected as a representative sample from the eight PAOs with which the project worked during the last project phase.

- ANAPO (Asociación Nacional de Productores de Oleaginosas y Trigo), - ASOBOFLOR (Asociación Boliviana de Floricultores) and - FEDEAGRO (Federación de Asociaciones de Agricultores).

- ◇ ANAPO, created in 1974, is a trade union which groups the oil and wheat producers in the Department of Santa Cruz.

Its main objectives are to defend the rights and interests of the producers, to promote and strengthen the development of oil seed and wheat crops; and, to strengthen the institution in order to provide efficient services to the producer.

Undoubtedly, ANAPO in its eighteen years of work in favor its members, has been able to reach, at the end of 1992, the objectives for which it was created. It is today a leading institution at regional, departmental and national level.

Much of the success that ANAPO has had is due to the professionalism and dedication of its directors and executives who have proven their capacity and responsibility.

The PAO Project recognized the Institution's efforts and, after an analysis and an evaluation, selected it as one of the participating beneficiaries of the Project. The most important feature is that within the Project ANAPO was able to reach its goals and objectives, of strengthening and developing the organization.

- ◇ ASOBOFLOR started its activities in 1983 with twenty five members, eighteen of which were considered producers and seven were planning to produce in the near future.

The ASOBOFLOR statutes contemplate rendering the following services: lobbying, marketing, technical assistance and training. The statutes recognize the mixing of not for profit trade activities, with company activities of more specifically legitimate commercial activities to absorb some of the expenses to support the entity and make possible the provision of services to its associates.

In early 1988, RCNCO prepared a document entitled "Diagnosis and Organizational Development Strategy of the Bolivian Association of Flower Growers, ASOBOFLOR", which contemplated the implementation of trade programs as well as managerial activities. It incorporates in its strategy a Marketing Department, in charge of gathering, transporting, processing, finishing and shipping of products.

In March 1991, the "1991-1992 Work Program of the Bolivian Association of Flower Growers, ASOBOFLOR" was prepared. The activities which the Association must have realized as a trade organization, were identified and reviewed. The work program served to identify the need to create a new organization to provide the marketing services needed if a successful operation was sought. As a result, SERVIFLOR was created.

At this time, SERVIFLOR is working as an independent organization, but absorbing a great number of activities which ASOBOFLOR would have. This Association is limited to try to solve the financial problems of six of its associates.

In February 1992, as a result of transferring the ASOBOFLOR activities package to the PAO Project, a document was created "Restructuring of SERVIFLOR Work Program" which contains many statements and suggestions for the future activities of the enterprise.

- ◇ FEDEAGRO, has as its main objective, the real and effective solidarity among its associations, allowing for the optimum benefit from training, production, commercialization and other activities, and improving the living conditions for the associated agricultural producer.

The PAO Project's assistance to this Federation began in 1990. Prior to that, the producers had tried to group the activities of the associations, creating two Association Centers, one in the Hernando Siles Province and one in the Luis Calvo Province.

The Project's first activity was to combine the efforts of a series of associations and organized groups of producers from different areas into a Federation, to obtain common objectives resulting in the creation of FEDEAGRO on August of 1990. The first step was taken towards the fulfillment of one of the main objectives of the Project, the strengthening of Private Agricultural Organizations.

Starting in August 1990, the Project began to assist the Federation in an effort to strengthen it in order to provide more efficient services, to reach project goals and objectives and to raise the income level of its associated producers.

Although the Federation is a relatively new organization and given the short period of assistance provided by the Project, we believe that the results obtained, greatly contributed to the PAO Project.

The contracted evaluation team delivered the three requested case studies, one for each of the three selected farmer organizations, under attachments to the main body of the evaluation report. The final evaluation report provides a comparative analysis of the three case studies, assessing the project's experience in working with these organizations.

## CONCLUSIONS

- ◇ The evaluation report concludes that the project did not reach uniform results in attaining goals and objectives.
- ◇ The leadership capacity of the personnel from the Board of Directors and Executive Staff, and the institutional representativity of an organization, are very important elements in the implementation of a Project.
- ◇ In addition to the above two statements, the disposition, the will, and the common interest of all the associate members of the organization should be present, in order to work on behalf of the institution and to benefit its members.

## RECOMMENDATIONS

- ◇ The qualitative analysis of the potential beneficiary institution should be emphasized at the selection criteria stage.
- ◇ The diagnosis stage is fundamental for the efficient planning of the activities the projects will develop, including a cost-benefit analysis.
- ◇ A permanent communication channel should be established, that will allow a better coordination and provide more flexibility in project implementation.
- ◇ Project implementation agencies should be given enough decision making authority, in order to expedite implementation actions.
- ◇ Monitoring and evaluation activities must be carried out independently from USAID/Bolivia and implementing agencies.

ATTACHMENTS

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

Private Agricultural Organizations Project Evaluation

COMMENTS

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

The Mission Project Manager consider the evaluation fulfilled the expectations; and, that the findings, conclusions and recommendations, represent the reality of the project.

**PRIVATE AGRICULTURAL PRODUCERS ORGANIZATIONS PROJECT**  
**( Project Number 511-0589)**

**FINAL EVALUATION**  
**USAID/Bolivia**

**By:**

**Lic. Alfonso Kreidler G.**

**Ing. René Urquidi M.**

**December 1992**

**PAO PROJECT FINAL EVALUATION**

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## EXECUTIVE SUMMARY

This document, is the final external evaluation prepared for USAID/Bolivia for the Private Agricultural Organizations Project.

This evaluation, rather than being critical about past actions, tries to contribute with new enlightenments, based in the experience acquired and the lessons learned during the execution of the Project. Its purpose is to optimize the development of future projects of similar nature.

The PAO Project, Private Agricultural Organizations Project, was authorized to start activities by mid year 1986, for a four year period. This period may be considered as the first stage of the Project.

In August, 1990, the original Agreement was amended when Amendment 6 was approved. This amendment, among other aspects, changes the termination date of Assistance of the Project to December 31, 1992, extending the project activities for an additional two year period. This period may be considered as the second stage of the Project. During this last phase, the Project worked with eight organizations:

- . ANAPO, Asociación de Productores de Oleaginosas y Trigo
- . ASOBOFLOR, Asociación Boliviana de Floricultores
- . FEGABENI, Federación de Ganaderos del Beni
- . CIS-CBBA, Cooperativa Integral de Servicios "Cochabamba" Ltda.
- . FEDEAGRO, Federación de Asociaciones Agropecuarias, Chuquisaca
- . FEGASACRUZ, Federación de Ganaderos de Santa Cruz.
- . AIPPA, Asociación Integral Provincial de Productores Agropecuarios, La Paz.
- . UNABANA, Unión de Asociaciones Bananeras, Chapare, Cochabamba.

Five basic components were developed to attain the project implementation:

- . Technical Assistance
- . Capacitation
- . Donations
- . Credit
- . Institutional Support

The criticism and comparisons done in this analysis, cover only three Project beneficiary institutions: ANAPO, ASOBOFLOR and FEDEAGRO, which have been selected as case studies. The main purpose of this selection is to answer a very concrete question:

**Did the Private Agricultural Organizations Project reach the goals and objectives for which it was created?**

This interrogation will be answered using the sequence of the facts analyzed, as they happened in time, as a methodology.

- 1.- Selection of the Project beneficiary organizations
- 2.- Diagnosis and strategy of development for the selected organizations
- 3.- Introduction of the Project in the organizations
- 4.- Implementation of the Development Strategy in the beneficiary institutions
  - A.- Institutional Strengthening
  - B.- Development of the producers sector
  - C.- Commercialization of Agricultural Products
- 5.- Results obtained with the Project

The expected results at the end of the Project, are given in Annex I of the Agreement's Amendment 6 of the Donation Agreement:

*"Status at Project's Termination:*

- *Increased number of members in the participating organization;*
- *increased number of non-traditional products cultivated by the associates of the PAO;*
- *members' support of most of the services, by means of payment of dues to their corresponding association;*
- *improvement of the self sufficiency levels of the first rank organizations;*
- *creation of new agricultural companies,*
- *and, increased volume and value of the internal sales and export sales of the beneficiary organizations."*

The three producer organizations selected as a sample to prepare the evaluation, come to be a representative sample, which permits the identification of three very different types of situations at the end of the Project. These situations can be described in a simple way, as follows:

- a) success;
- b) failure, and
- c) positive experience.

The experience with **ANAPO**, would be a case of **success**, **ASOBOFLOR**, represents **failure**, and **FEDEAGRO** represents the **positive experience** of the Project.

**What are the reasons for the occurrence of such different situations, at the end of the Project?**

As a final conclusion it may be said that the leadership capacity of the directive personnel, the professional capacity of the executives and the institutional representativity of an organization, are very important elements in the development phases of a Project. However, above all, the commitment, the disposition and the common interest to work for the Institution to benefit all the member producers are most important.

The work model applied by the Project and ANAPO, comes to be an experience which should be taken into account, to repeat it in futures projects of similar characteristics.

According to the objectives of this evaluation, stated in the Work Scope prepared by USAID/Bolivia:

*"The objective of the evaluation is to provide the lessons learned during the experience of the transference of technology of USAID/Bolivia's Private Agricultural Producers Organizations Project, which has been working with eight producers organizations."*

To reach the goal of optimizing future projects of similar nature and in order to positively contribute with the opinions presented here, the following recommendations are put forward:

**A.- FOR THE DEVELOPMENT OF FUTURE PROJECTS**

- 1.- Within the selection criteria for beneficiary organizations, the qualitative analysis of the institutions should be emphasized.**

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# PAO PROJECT FINAL EVALUATION

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- 2.- The diagnosis stage is fundamental to obtain an efficient planification of the activities the projects should develop.
- 3.- The Development Strategy should contemplate cost-benefit analysis of the components to be applied in the Project development.
- 4.- The Strategy of Development for each organization and the changes it undergoes, should be analyzed by the people who run it, with an active participation of the beneficiary members, within the Global Strategy context of the Project.
- 5.- The simple and direct communication channels between the people who run the project and the beneficiary members, will sponsor a better coordination and will give more flexibility to the actual development of the projects.
- 6.- The projects should delegate sufficient authority on its coordination and executive branches, in order to attain greater flexibility in the development stage.
- 7.- The monitoring model which is to be applied during the development stage, should measure independently: the impact on the objectives, the attainment of goals and purposes, and the fulfillment of the established basic channels of action and the global strategy which has been developed. The monitoring and evaluation activities should be independent and free of any internal or external influence or pressure.

**B.- OF SUPPLEMENTARY NATURE TO THE PAO PROJECT**

The PAO project has been an important experience for USAID/Bolivia and the Government of Bolivia; even though its objectives have been reached within the Projects' terms, these objectives have a permanent validity.

Consequently, a mechanism should be developed which in our opinion should help to improve the following aspects:

- 1.- Technical Assistance
- 2.- Support in the creation of Service Companies
- 3.- Financial support for the Commercialization of Production
- 4.- Specific recommendations in the case of SERVIFLOR
- 5.- Reformulation of the objectives for UCP

**C.- FOR APPLICATION IN THE BENEFICIARY ORGANIZATIONS**

The producer organizations should take different types of action on their own, in order to strengthen themselves institutionally; they should assume the specific roles for which they were created. In such case they not only should undertake global actions, but also service actions for the members; among these we may mention the following:

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# PAO PROJECT FINAL EVALUATION

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- 1.- To strengthen its presence among the producers.
- 2.- Establish financing mechanisms which would permit its independent organization, consolidation and sustained growth.
- 3.- Inter-relation with other organizations.
- 4.- Organization of the producers.
- 5.- To adequately define its field of action.

**ACRONYMS**

<b>AIPPA</b>	Asociación Integral Provincial de Productores Agropecuarios, La Paz.
<b>ANAPO</b>	Asociación de Productores de Oleaginosas y Trigo, Santa Cruz.
<b>ASOBOFLOR</b>	Asociación Boliviana de Floricultores, Cochabamba.
<b>CAO</b>	Cámara Agropecuaria del Oriente, Santa Cruz.
<b>CARE</b>	Cooperación Americana de Remesas al Exterior
<b>CIS-CBBA</b>	Cooperativa Integral de Servicios "Cochabamba" Ltda. Punata, Cochabamba.
<b>COMEX ANAPO</b>	Complejo Exportador ANAPO S.R.L., Santa Cruz.
<b>COMEX S.A.</b>	Complejo Exportador Sociedad Anónima, Santa Cruz.
<b>CORDECH</b>	Corporacion Regional de Desarrollo de Chuquisaca.
<b>FEDEAGRO</b>	Federación de Asociaciones Agropecuarias. Provincias Hernando Siles, Luis Calvo y Tomina, Chuquisaca.
<b>FEGABENI</b>	Federación de Ganaderos del Beni y Pando, Beni.
<b>FE GASACRUZ</b>	Federación de Ganaderos de Santa Cruz, Santa Cruz.
<b>MACA</b>	Ministerio de Asuntos Campesinos y Agropecuarios
<b>Proyecto OAP</b>	Proyecto Organizaciones Agrícolas Privadas
<b>OIT</b>	Organización Internacional del Trabajo
<b>ONGs</b>	Organizaciones No Gubernamentales
<b>OAPs</b>	Organizaciones de Productores Agrícolas Privados
<b>RONCO</b>	Ronco Consulting Corporation
<b>SERVIFLOR</b>	Empresa de Servicios a la Floricultura, Cochabamba.

**UCP** Unidad de Coordinación de Proyectos

**UNABANA** Unión de Asociaciones Eananeras, Chapare,  
Cochabamba.

**USAID/Bolivia** Agencia de los Estados Unidos para el Desarrollo  
Internacional / Bolivia.

## I INTRODUCTION

This document, is the final external evaluation prepared for USAID/Bolivia on the Private Agricultural Organizations Project; its purpose is to show an analysis and make some criticisms about the successes and failures the Project had, in its intention to attain the objectives it was created for; at the same time, to focus on the causes, situations, actions and environment which determined the level reached in the fulfillment of the goals and objectives of the Project.

This evaluation rather than being a criticism to past actions, tries to make new contributions, based on the experience acquired and the lessons learned in the execution of this Project, with the objective of optimizing the development of similar nature future projects.

In many cases, very positive aspects are identified, aspects which could be considered as an example to follow with future actions; in other cases negative situations are recognized, which should be avoided in new work experiences. Between these two extreme positions, a series of experiences exist, which although not determining, are a contribution to improve the efficiency level during the design and execution stages of assistance programs in the future.

In summary, this document will use analysis and criticism as a tool and not as a means on itself, the detected failures will be translated into recommendations which could be taken into account for future actions. The successes will be analyzed in their cause-effect relationship, so the experience which permitted to reach these results will be taken into account for future projects.

## II EVALUATION METHODOLOGY

For the final Project evaluation work, USAID/Bolivia defined the study cases, using criteria we share, choosing a representative sample from the eight Private Agricultural Organizations which worked with the Project during its last stage.

Three organizations were selected:

- . Asociación de Productores de Oleaginosas y Trigo, ANAPO, in the Department of Santa Cruz.
- . Asociación Boliviana de Floricultores, ASOBOFLOR, in the Department of Cochabamba.
- . Federación de Productores Agropecuarios, FEDEAGRO, in the Department of Chuquisaca.

In base of the results reached with the individual evaluation of each one of these PAOs, -which are presented in this document as Annexes I, II and III, an evaluation using criticism and making comparisons is done on the work experience of the Project with these organizations. Finally, using the inductive method, the conclusions and general recommendations of the evaluation performed are established.

Annexes IV y V, show a list of reviewed documents and interviews and visits which took place to perform the evaluation.

Before presenting the evaluation results, it was deemed convenient to dedicate a special paragraph to include in this document a brief summary of the Project.

### III BRIEF SUMMARY OF THE PROJECT

The PAO Project, Private Agricultural Organizations, was authorized to start about mid year 1986, for a four year period, by means of a Donation Grant Agreement, signed up by the Republic of Bolivia and the United States of America, represented by USAID/Bolivia. This period may be considered as the projects' first stage.

The Project activities started in June, 1987, after the signature of a contract for the execution of the Project retained with Ronco Consulting Corporation.

During the second half of 1987, the PAO's which would receive assistance from the Project were identified and selected. At the beginning of 1988, the diagnosis phase had been finished and the development strategy was defined for each one of the selected organizations, which were ten in number for the first phase.

Up to the preparation date of the first external evaluation of the Project in April, 1990, the Project worked with beneficiary institutions which represented four well differentiated organization types: Agricultural Chambers, Federations, Cooperatives and Associations.

In August, 1990 the Original Agreement was modified by Amendment 6, which among other things changed the Assistance Termination date of the Project to December 31, 1992, extending the activities for an additional two year period. This period could be considered as the second stage of the Project.

During the development of the Project, its objectives and purposes remained unchanged:

"C. Reviewed Objectives and Purposes of the Project

*The objective of the Project remains the same: to increase income on farms and ranches through increased yields, expanded production and increased marketable surplus, including exports.*

*The purpose of the Project is to strengthen and expand the capacity of private agricultural producer organizations to provide services and increased incomes to members. The Project will strengthen the administrative, financial, technical and marketing capacities of the producers associations."*

Out of the ten original beneficiary organizations, only four kept on receiving assistance from the Project until the termination date of the Project:

- . ANAPO, Asociación de Productores de Oleaginosas y Trigo
- . ASOBOFLOR, Asociación Boliviana de Floricultores
- . FEGABENI, Federación de Ganaderos del Beni
- . CIS-CBBA, Cooperativa Integral de Servicios "Cochabamba" Ltda.

Other four beneficiary organizations were selected for the second stage of the Project, these were maintained up to the end of the Project:

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<sup>1</sup> Annex I Reviewed Description of the Project, of Amendment Nº 6 GRANT AGREEMENT BETWEEN THE REPUBLIC OF BOLIVIA AND THE UNITED STATES OF AMERICA, PRIVATE AGRICULTURAL ORGANIZATIONS PROJECT.

- . FEDEAGRO, Federación de Asociaciones Agropecuarias, Chuquisaca
- . FEGASACRUZ, Federación de Ganaderos de Santa Cruz.
- . AIPPA, Asociación Integral Provincial de Productores Agropecuarios, La Paz.
- . UNABANA, Unión de Asociaciones Bananeras, Chapare, Cochabamba.

It can be seen that the Project didn't work during the last stage with the Agricultural Chambers; Clause B, Article I of Annex I of Amendment 6, states explicitly: *"...The Regional Agricultural Chambers, will no longer receive direct Project assistance."*

The selection criteria for the four beneficiary organizations, was based mainly in the following sentence, which is found in the same clause mentioned in the previous paragraph: *"...The Project will limit its technical assistance to working with producer associations in strategic regions of Bolivia and with products which have a strong commercial potential and represent an alternative to coca production."*

In order to coordinate the efforts of the main institutions which participated in the project development, a Technical Council was created; it was made up by representatives from USAID/B, UCP, PL-480 and RONCO.

During an eighteen month period, the Project operated only from its central office in La Paz. After that, two regional offices were opened, first located in Santa Cruz and Tarija and later in Cochabamba and Sucre.

Five basic components were developed for the Projects' implementation:

- . Technical Assistance
- . Capacitation
- . Donations
- . Credits
- . Institutional Support

All these components were applied to all the beneficiary organizations, according to the formulated strategy. The results obtained by the Project in each one of them were different, and the extent in which the Project attained its own goals and objectives is also different.

The consulting work retained by USAID/Bolivia to prepare this final evaluation, precisely pretends to determine by means of a comparative analysis of the three beneficiary organizations chosen for the study, which were the causes that made such a lack of uniformity in the results obtained.

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**IV ANALYSIS AND COMPARATIVE JUDGMENTS**

This analysis compares and criticizes only the three beneficiary organizations of the Project which have been selected as study cases; its fundamental purpose is to answer a very concrete question:

**Did the Private Agricultural Organizations Project reach the objectives and goals for which it was created?**

This very same question was analyzed in each one of the studied cases and it was answered by means of the responses given to a series of interrogations which had been specified in the work scope of this evaluation. In this chapter, we pretend to answer the questions using another analysis methodology: the sequence of occurrence of the analyzed facts.

**A.- Selection of the beneficiary organizations of the Project**

The large number of PAO's existing in Bolivia, their geographical dispersion, the different types and degrees of institutional organizations, the productivity variability and the pioneering nature of the Project, were the elements which determined the need to establish a selection process of beneficiary organizations, which would permit the fulfillment of the features and eligibility criteria which were established in the Project Document and to concentrate efforts in a relatively limited number of organizations.

The selection model developed for this effect, includes the following stages:

a) **Pre-selection**, the model foresees a phase which is previous to the selection; in this stage exclusion criteria are applied, or more precisely indispensable requirements with which the organizations under evaluation should comply are established, prior to passing to the evaluation phase.

b) **Evaluation**, preselected organizations are evaluated through the identified factors or indicators for each selection criterion, at the same time the model separates criteria in two categories; the first one establishes relationships between the aspects of experience and organizational viability and the second refers to the productive and socioeconomic aspects.

c) **Ranking**, the model assigns points to the indicators or factors of each evaluated criterion and assigns the same ponderation to each category.

d) **Selection**, the model does not specify the methodology used to select the beneficiary organizations, based in the ranking they obtain.

**ANAPO**, in the particular case of this Association, with the application of the model previously described, an organization was selected, one which adjusted itself with precision to the features and criteria of the Project Document. It had the capacity to become an effective service institution in the short term, financed by its own members, with the possibility to become a model for other PAO's; it was representative of a region, it represented a specific productive sector and represented a level and associative type.

**ASOBOFLOR**, contrary to what happened with ANAPO and because the selection model does not clearly specify what are the mechanisms to use for the selection of the beneficiary organizations according to the ranking obtained in the selective process, it becomes hard to understand how come under the conceptual frame of this Project, this organization was selected. The answer is clear when the Final Report prepared by RONCO is consulted, which established that: "*...its inclusion as a PFO Project beneficiary was due to outside pressures to assist a number of producers that were part of a previous ill conceived and poorly managed project.*" However we believe that the election of ASOBOFLOR, obeyed to a strategic program both of the Government of Bolivia and USAID.

**FEDEAGRO**, in the evaluation process of this organization the fulfillment of the indispensable requirements established in the pre-selection stage of the Model were set aside, in order to satisfy the guidelines and selection criteria contained in the Project Document. This showed the use of good criterion, In effect, it was necessary to create, efficiently centering the efforts of the Project, a Federation to group together the large number of producers associations, which lay disperse in the Chaco zone of Chuquisaca. This action would benefit a representative organization of a region, representative of a productive sector and representative of a level and associative type.

**B.- Diagnosis and strategy of development for the beneficiary organizations**

Once the beneficiary organizations were selected, the diagnosis phase started, to detect which areas could the Project support,

and later elaborate a development strategy to permit the strengthening of the institutions and simultaneously reach the goals and objectives of the project.

**ANAPO**, in the diagnosis prepared for this entity, its weak points were perfectly detected, both at sectorial and regional level, and at institutional level. The development strategy clearly defined how to make an efficient assignation of resources both in benefit of the Association and the Project.

**ASOBOFLOR**. The diagnosis elaborated for ASOBOFLOR, shows that the problems the entity faced were detected in their true dimension, especially the lack of representativity of the sector. The potential the region offered for the floriculture development in Bolivia, was also detected and the commercialization problems which limited production. Consequently, in the strategy of development, the PAO Projects' support was focused on efforts to solve the two aforementioned aspects, institutional position and commercialization; in a parallel way, technical assistance and capacitation would be given for the production area.

**FEDEAGRO**, as mentioned previously, this Federation was created to have the Project give assistance to a group of small producer associations which were geographically dispersed, although united by the same objective. The first great accomplishment of the diagnosis performed, was to identify with precision this situation, which was a limiting problem for production and commercialization, affecting all producers. The proposed development strategy, including the granting of assistance from the Federation's formation and organization phases, its institutional and financial strengthening, up to the development of the sector and the producers, both in the productive aspect and the commercialization aspect, probably was a somewhat ambitious

program, if we consider the Project only would have two more years of work; however the urgent needs of the producers in a zone which had a significative production and an even larger productive potential, were taken into account to make the decision.

**C.- Introduction of the Project in the beneficiary organizations**

This phase worked simultaneously with the previous phase, the development strategy preparation was done jointly with the beneficiary organizations; this work methodology allowed for the organizations to interchange and contribute ideas to define the type of help they required, and at the same time to become conscious of the responsibility they assumed and the required capacity to actively participate in the implementation phase of the Project.

We were able to observe in the three analyzed institutions from the beginning of the Project, that they had a clear understanding of what they would be able to get and what they should give, besides it became evident that they assumed their responsibility for implementing the strategy in a joint manner with the Project.

**D.- Implementation of the Strategy of Development in the beneficiary organizations**

The five basic components used for the Project implementation, were applied to the three analyzed institutions:

COMPONENTS	I N S T I T U T I O N S		
	ANAPO	ASOBOFLOR	FEDRAGRO
Technical			
Assistance C/P (persons/days)	1.271	279	151
Capacitation (persons)	492	229	92
Donations (\$US equivalent)	54.324,76	137.457,24	49.578,26
Credit (\$US equivalent)	100.000	503.144,65	108.316,98
Institutional			
Support (persons/month)	16,08	66,40	13,20

Table prepared using information contained in the PAO Project Final Report, RONCO, November, 1992

The Project supported the beneficiary institutions, according to the Development Strategies that had been prepared, in three main areas:

- . Institutional Strengthening
- . Development of the sector and the producers
- . Commercialization of agricultural production

**1.- Institutional Strengthening**

One of the purposes established in the Projects' Document is to provide administrative, financial and technical strengthening to the Private Agricultural Organizations, to let them increase and enhance the services they provide to their associates.

During the execution phase of the Project this purpose was taken as the main goal of the Project. Chapter I of the Final Report by RONCO, under Subtitle Background states:

*"... In general terms, the Project aim is to strengthen private agricultural organizations so that they can provide more and better services to their members."*

The institutional strengthening, has always been a means, a way which would permit the Project to reach its objective, which is clearly established in the Project Document and in the other reviewed documents. The strengthening of the private agricultural producer organizations, would permit them to provide more and better services to the producers, enabling the increase of the agricultural production, and at the same time increasing the income of the farmers by means of increases of productivity, the expansion of production and the increase of commercial volumes, including exports.

The support given by the Project in this area had a large extent and worked through several components.

SUMMARY OF SUPPORT GIVEN BY PAO PROJECT  
AS INSTITUTIONAL STRENGTHENING

INSTITUTIONS	C O M P O N E N T S				
	TECHNICAL ASSISTANCE	CAPACITATION	DONATIONS	CREDITS	INSTITUT. SUPPORT.
ANAPO	Affiliation System	Technical Capacitation of professionals	Vehicles Office Equipment	Seed Plant Expansion	Technical Managerial
	Development, implementation and use of computerized information systems	Use of Computers	Design of the Institution's Headquarters		
ASOBOFLOR	Bylaws Reform	Technical Capacitation of Professionals	Office Equipment		Managerial Secretarial
	By-laws and Operative Regime	Use of Computers	Legal Services		
	Development, implementation and use of computerized systems				
FEDEAGRO	Legal Counseling	Courses on Leadership	Vehicles		Managerial
	Development, implementation and use of computerized systems		Office Equipment		Technician Secretarial

Table prepared using information contained in the PAO Project Final Report, RONCO, November, 1992

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2.- Development of the sector and the producers

The application of the strengthening components of the productive sector and the producers, was another mean or way used by the Project to reach its objectives.

It may seem somewhat difficult to establish the difference between institutional strengthening and the sectorial or producers strengthening. In this paragraph we will define that the sectorial and producers development involves the application of Project resources, where the direct beneficiary is the sector and/or the producer, although the producers organizations are indirectly strengthened.

SUMMARY OF THE SUPPORT GIVEN BY PAO PROJECT FOR THE SECTORIAL AND PRODUCERS DEVELOPMENT

INSTITUTION	TECHNICAL ASSISTANCE	C O M P O N E N T S			INSTITUT. SUPPORT
		CAPACITATION	DONATIONS	CREDITS	
ANAPO	Five-year Plan for Wheat	Wheat Production			
	Five-year Plan for Sunflower	Seed Production			
	Wheat Production Plan	Rational use of pests and pesticides			
	Soils Conservation	Use of Harvesters			
	Seed Production	Post-harvest Technologies			
		Study Trips			
		International Symposium on Soya Bean and Wheat			

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INSTITUTION	TECHNICAL ASSISTANCE	C O M P O N E N T S			INSTITUT. SUPPORT
		CAPACITATION	DONATIONS	CREDITS	
ASOBOFLOR	Production Costs	Production and post-harvest handling of cut flowers	Young rose plants	Reactivation of Floriculture	
	Flower Production	Soils use, nutrition and fertilization of rose plants			
	Rose plant Production	Handling of rose plants and greenhouse			
		Rational handling of pests and Pesticides			
		Computer processing of flower production costs			
FEDEAGRO		Flower production			
	Pests Identification	Rational handling of pests and pesticides			
	Post-harvest handling of grain	Pest Identification and control			
		Bean Production Technologies			
		Post-harvest Course			

Table prepared using information contained in the PAO Project Final Report, RONCO, November, 1992

**3.- Commercialization of agricultural products**

The Project foresaw within the Development Strategies prepared for the beneficiary organizations, the implementation of efficient commercialization services for agricultural products. The strengthening of the marketing services, did not intended to strengthen the agricultural producers organizations; the intention was rather to establish a marketing system which would benefit the producers, allowing them to develop their agricultural production and therefore increase their income.

In some cases the strategy involved the creation of marketing companies or units, in other cases the creation of a marketing system within the producers organization. It depended on the development degree the sector had reached in the marketing of its products.

The implemented strategy was different for the three analyzed organizations:

**ANAPO:** During the development of the Project, ANAPO was a majority share owner in a grain marketing company, which bought soya bean from the producers and exported it directly to overseas markets.

ANAPO's objective in this operation, was mainly the opening of the export market for soya bean, because the internal market was already saturated. Through the soya bean exports by means of COMEX ANAPO, the Association acted as a price regulator for the soya bean market. As other grain marketing and exporter companies started operations, ANAPO proceeded to decrease its participation in COMEX ANAPO.

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# PAO PROJECT FINAL EVALUATION

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By the Project termination date, the Association has already transferred the whole company to private producers and merchants; the degree of competence reached in grain marketing operations, allows for the supply and demand act as price regulators.

By 1985, ANAPO had also bought a Seed Processing Plant. While seed production was not sufficient to cover the producers requirements, ANAPO produced and sold seed. By now, new seed companies have started operations and they satisfy the demand, ANAPO acts as a service company in charge of processing and storage of grain for producers and merchants, the institution doesn't participate directly in marketing operations.

The support received from the Project in the area was focused on the physical and technological strengthening of the Seed Processing Plant.

**ASOBOFLOR:** As mentioned previously, one of the most difficult problems the floriculturists were facing in the Cochabamba Valleys, not only ASOBOFLOR, was the commercialization of flowers.

In a first try, the Project strengthened the Association, to let it provide services to the producer associates.

Within the same Association, two groups of producers coexisted: the traditional producers, who had developed relatively integral marketing systems and the small producers financed by the Corporations Project; its financial situation did not permit them to establish independent commercialization mechanisms.

The latter were in control of ASOBOFLOR, and instead of trying to provide a better service to their fellow associates, they were worried with the solution of their personal financial situation.

After the failure of this first attempt, which was caused of the lack of experience and knowledge in the flower marketing business, the Project analyzed the feasibility of establishing a commercialization company, which would not only act in marketing but also sell inputs and provide technical assistance to floriculturists. This company, under the name of SERVIFLOR, was created with the Project's support and financing; it had the objective of providing services not only to ASOBOFLOR members, but also to CIS Cochabamba producers and private floriculturists.

Several factors also took this new scheme to failure, in view of such a situation the company was reorganized; presently it is owned by PL-480 and private producers; it is run by UCP, PL-480 and the private sector. The Project granted it a PAO status.

**FEDEAGRO:** In the special case of this recently created Federation, the Development Strategy prepared involved the strengthening of the organization's commercialization area. A price and market information system was developed for this purpose, with the assistance of the Project, which markedly improved the commercialization conditions of the corn produced in the region. Improving the services FEDEAGRO offers its associates in the commercialization of products, by means of improving the prices and identifying markets, a financial strengthening of the Federation in its first stage of work is also expected.

SUMMARY OF SUPPORT GIVEN BY PAO PROJECT  
 IN THE COMMERCIALIZATION OF AGRICULTURAL PRODUCTS

INSTITUTIONS	C O M P O N E N T S				
	TECHNICAL ASSISTANCE	CAPACITATION	DONATIONS	CREDITS	INSTITUT. SUPPORT
ANAPO	Handling of Seeds	Handling of Silos		Seed Plant	
	Grain Processing	Design and new Design of Seed Plants		Expansion	
	Evaluation of Seed Plants and Grain Storage Centers	Training trip on seeds			
ASOBOFLOR	Flower marketing	Training on markets	Truck		
	Marketing and Financial Analysis	Management of Flower Production companies	Refrigerating box for Truck		
		Trips abroad			
FEDEAGRO	Prices and market information		Radio-transmitter equipment	Corn Marketing	

Table prepared using information contained in the PAO Project Final Report, RONCO, November, 1992

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With the change in status of SERVIFLOR, to a Project beneficiary organization and to illustrate separately the support this company received from the Project, we show the following table:

SUMMARY OF SUPPORT GIVEN BY PAO PROJECT  
TO THE SERVIFLOR COMPANY

AREAS	C O M P O N E N T S				
	TECHNICAL ASSISTANCE (persons/days)	CAPACITATION (persons)	DONATIONS (\$US equiv.)	CREDITS (\$US equiv.)	INSTITUT. SUPPORT (persons/month)
QUANTITY	113	3	319,454,60	---	101,17
<b>INSTITUTIONAL STRENGTHENING</b>	Development, implementation and handling of computerized information systems		Offices Rental  Services  Materials and supplies  Fixed Assets  Operations Fund		General Manager  General Manager Assistant
<b>SECTORIAL DEVELOPMENT OF PRODUCERS</b>	Flower Production	Flower Production			Floriculturist Technicians
<b>AGRICULTURAL PRODUCTS COMMERCIALIZATION</b>		Opening of regional markets  In-service training			Commercialization Manager

Table prepared using information contained in the PAO Project Final Report, RONCO, November, 1992

The preceding table, intends to show a classification of the support received by SERVIFLOR, according with the three main areas in which the Project provided assistance; however bearing in mind that SERVIFLOR is a commercialization company and not a producers organization, the application of all the implementation components should be globally considered as a support to the commercialization area of agricultural products.

### **E.- Project Results**

The expected results at the end of the Project, are established in Annex I of Amendment No. 6 of the Donation Grant Agreement, Chapter 1, Clause D, "*End-of-Project Status*".

These results will be comparatively analyzed for each of the three organizations studied:

- *Membership of participating organizations increased;*

By means of the Affiliation Program organized with the support of the Project, ANAPO was able to increase its member affiliates by two hundred per cent. This increase proportion, shows by itself the level of success reached, however it should be said that with the execution of this program ANAPO also was able to identify and classify by zones almost all the soya bean and wheat producers of Santa Cruz. This will in the future simplify the affiliation of producers process.

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The case of ASOBOFLOR was different, no new members were attracted, on the contrary, the number of associate members decreased.

Although FEDEAGRO is a relatively new organization, it was able to increase the number of its registered member associates by thirty per cent in a very short time, institutionally strengthening itself in this way. Nevertheless some of the associations show decreases in the number of their affiliated members.

- *the number of non-traditional crops farmed by members increased;*

ANAPO, has obtained very good results with the Five-year Plans for Wheat and Sunflower; it not only reached a degree of diversification from non-traditional crops but it also was able to exceed its goals in terms of cultivated area and yields, as established in the original plan.

With ASOBOFLOR, the Project is unable to increase the number of non-traditional products, however in an indirect way it attains the diversification of flower cultivation, with producers not belonging to the Association. Some of the experts assigned to ASOBOFLOR by the Project, have stayed in the region, working with private floriculturists who are producing new flower species. The Project has also promoted the interest of the producers on the cultivation of new flower-related products.

In the case of FEDEAGRO, it can't be said they reached a sustained increase of the non traditional products, however, with the Project's support, beans and chili peppers were cultivated and sold in external markets,

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# PAO PROJECT FINAL EVALUATION

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- *membership largely supporting the provision of services through fee payments;*

The income that ANAPO obtains from the payment of dues from its member associates and the services it provides, permits the Association to cover all its costs and normal operation expenses. The Seed Processing Plant finances itself, and even produces surpluses for ANAPO.

It was not possible to establish a mechanism to finance the the provided services in ASOBOFLOR. Presently, ASOBOFLOR has a General Manager and a Secretary and only assists its associates with their transactions and negotiations.

Even considering that SERVIFLOR is the organization that has taken the responsibility of providing services through the supply of inputs, technical assistance and providing commercialization services, this organization can't cover the operation costs imposed by the services it provides.

FEDEAGRO has not been able either to cover the costs to maintain the adequate structure to provide services to its associates, however the situation is completely different to that found in ASOBOFLOR. In FEDEAGRO, the directive and executive personnel are interested in increasing the quantity and quality of the services the organization offers, not less important is the disposition of the affiliated associations to contribute with a portion of the additional income they obtain from the services the institution provides them. The causes of the financial offset is the level of the operations the Federation presently carries on. However very promising perspectives exist in this sense.

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# PAO PROJECT FINAL EVALUATION

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- *primary organization's self-sufficiency level improved;*

ANAPO was considered in the initial diagnosis as a well structured institution, however the Project has strengthened it further in the institutional, organizative, physical and technical senses.

At the Project's termination date, ANAPO is an organization which can support itself in the fulfillment of all its objectives and capable to further improve with the services it provides to its associates.

The professional level reached by its directive and executive personnel and the degree of representativity reached at the sectorial, regional and national levels, make it the leading institution of the agricultural sector in Bolivia.

Unfortunately, ASOBOFLOR was not prepared to receive the support the Project could give it, all the efforts done to strengthen it were in vain. The member associates, knew perfectly well what the Project could give them, and what they should contribute with to reach a successful implementation of the Development Strategy Plan. During the development phase of the Project, they left all the responsibility lay on the Project alone; failure came, not only the Project with ASOBOFLOR but also ASOBOFLOR as an organization.

In order not to lose all the efforts and resources the Project had put forth to favor the development of flower cultivation in the Cochabamba valleys, the Project supported and financed the creation of a commercialization company, SERVIFLOR, trying to reach the results which were frustrated in the case of ASOBOFLOR.

This new implementation component, did not yield good results either; up to date, SERVIFLOR is neither a mature company nor is self-sufficient; the causes of this situation will be analyzed later on.

FEDEAGRO, may be presently considered as a structured organization in maturation process, in the sense that it is not a self-sufficient entity yet, it still requires external support to be able to reach its objectives and goals and to attain an adequate development in all its interest areas.

- *new agricultural enterprises created;*

Of the three institutions analyzed, in just one of them a new agricultural enterprise was created; the conditions and circumstances under which it was created did not correspond to those established in the strategy prepared by the Project. The intention for the creation of these companies was to prevent the producers associations assume the role which corresponds to the agricultural enterprises to develop by means of the provision of services. With the creation of SERVIFLOR, the contrary effect is intended: that a company assume the role that the producers association were unable to play.

- *and, volumen, range and value of domestic sales and exports of assisted organizations increased."*

As it can be seen in the Annex corresponding to the evaluation of Anapo, the numbers show a cultivated area increase, increases in the yields and increases in the value of the internal sales and

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# PAO PROJECT FINAL EVALUATION

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exports. These results can be supported quantitatively by existing statistical data.

In ASOBOFLOR, as a fruit of the conversations with the producers, it seems to be that an increment in the area dedicated to flower cultivation has taken place, however there is no data to demonstrate the fact. Good results were obtained with the increase in yields, through technical assistance and capacitation provided by the Project.

There is no statistical data to estimate the internal sales evolution, nor the flower exports.

Through FEDEAGRO a substantial increase in the value of corn sales has been obtained, using the prices and market information system and applying the financing granted by the Project for product collection and storage. These became a solution to the problem the producers of this region faced with the commercialization of their production. The system has also partially benefited the swine producers, however the commercialization of the latter product poses very special characteristics, which require another type of assistance and completely different marketing strategies, because of the dispersion of the production, the reduced volumes of individual production and the absence of a marked seasonality for supply or demand.

V.- CONCLUSIONS

As it may be seen, the Project did not reach uniform results in the fulfillment of its goals and objectives, through its implementation in different private agricultural organizations.

In this chapter, we will try to identify the causes, situations, actions, and environment which participated and determined these differences.

As it has been previously stated, the three producers organizations selected to perform the evaluation, come to be a representative sample, one which permits the identification of three completely divergent states of situation at the end of the Project. These states may be called in a simple way, as follows:

- a) success;
- b) failure, and
- c) positive experience

The experience with **ANAPO**, comes to represent **success**, because it allowed the project to completely reach its objective, also fulfilling with the goals and purposes that had been established. The Project obtains a very satisfactory result and ANAPO is integrally benefited.

**ASOBOFLOR**, represents the **failure**, the Project could not reach its objective and ASOBOFLOR at the end of the Project is in the same situation it was before the execution of the Project. The resources used through this institution, could had been useful to other private agricultural organizations, which may had offered better perspectives for the Project.

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# PAO PROJECT FINAL EVALUATION

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The **positive experience** of the Project, is **FEDEAGRO Experience**, because this organizations is considered as a daughter of the Project, the Project gave it life, taught it to walk and is guiding it towards its maturity.

**Positive**, because in the short time it received assistance from the Project, it allowed the Project to reach its objective and at the same time to fulfill the purpose of strengthening and increase its capacity of providing services and increase the income of its members.

**Why such different situations are reached at the end of the Project's assistance?**

In point IV, Analysis and Comparative Judgments, we tried to explain all the elements that took us to express the opinions which appear in the next lines:

- 1) **The Project contemplated that the beneficiary organizations which would allow accomplish its objectives, must fulfill a serie of requirements.**

For this purpose, a selection model for beneficiary entities was prepared, which identified, assigned values and ponderated the indicators of the basic criteria to be evaluated.

In the case of ANAPO, the model was applied and this organization got a sufficiently high score to be qualified as beneficiary of the Project.

The same thing did not happen with ASOBOFLOR, the selection model was not rigorously applied and other criteria prevailed to include it as a beneficiary of the Project.

FEDEAGRO, is included in the Project as a result of a diagnosis that detected the potential the region and the evaluated sector offered, and the need to group up a large number of small associations, which The Project could not take care of individually.

The different situation through which the institutions were incorporated as Project beneficiaries, could be a part of the answer to the encountered differences.

**2.- The Project foresaw a diagnosis phase and another for the elaboration of the organizational development strategy.**

The diagnosis stage, in ANAPO and ASOBOFLOR came after the selection stage; in FEDEAGRO, the selection was a result of the diagnosis. Very complete diagnosis were prepared for each of the three organizations, the problems the organizations, the agricultural sector and the region were facing were detected, so were the main causes that originated them.

Given the wide variety of aspects by which the organizations require support, these aspects were analyzed and selected. During the Strategies of Development elaboration, jointly with the beneficiary organizations, priorities were assigned, activities the Project would execute were planned to satisfy the needs of the institutions, and the components which would be applied to its execution were established.

Therefore, the actions developed in this phase do not represent a cause that would justify the differences.

3.- The beneficiary institutions must have a clear understanding of what the Project could offer and what was required on the part of them to fulfill the designed strategy.

In this sense, the Project focus was very successful, it worked jointly with the organizations in the development of strategies. To allow the organizations participation since the very planning of activities phase, on one hand allowed the organizations to be able to put forward their problems, in order to consider them in the planning under preparation, and on the other, the Project was able to have the organizations become co-responsible for the strategy designed.

In the three studied entities, the introduction process and the learning about the Project were successful, the communications channels were clearly established, both for the design phase and the execution phase of this strategy.

4.- The Project must be able to implement the Organizational Development Strategy formulated, jointly and in coordination with the beneficiary institutions.

During this phase, the situations for the three analyzed organizations were completely different.

IN ANAPO, the capacity of its directive personnel and the professionalism of its executives, allowed for all the Project activities to run smoothly, with each one assuming the role and responsibilities that corresponded him.

In this sense, the established communication channels for this phase, simple and direct, allowed for a very organized and coordinated action, and at the same time keeping the nucleus of the strategy unchanged, it allowed a reasonable flexibility to accommodate the application of the components for its execution, to determined circumstances.

The coordination level reached, allowed for the Project to raise its regional representation, freeing resources to establish new offices where the coordination level and execution needed to be strengthened.

In ASOBOFLOR, a situation turned up, which explains the cause of its failure: the lack of leadership of the directive personnel in this entity added to the lack of interest they had to carry on with the Project. This situation can be really summarized in the following way: the ASOBOFLOR directives sat to wait for the Project to solve their problems, while they dedicated their time to the solution their personal financial problems.

The Project tries to save the situation, assigning SERVIFLOR, the commercialization company, the rank of beneficiary organization, to prevent the waste of all the resources which had already been applied in the sector, however at this point the Project experience is negative.

The causes of this new failure is a combination of situations and actions, within an inadequate environment:

- a) The first great mistake was to assign the commercial company SERVIFLOR, the status of Private Agricultural Producers Organization. It caused confusion in the roles ASOBOFLOR and SERVIFLOR should play, and new conflicts were created, in total contradiction with what the Global Strategy of the Project established.
  
- b) Initially, this company was run by producers who represented ASOBOFLOR, CIS - CBBA and private floriculturists; once again personal interests and the conflict created by the company interest vs. sector interest, added to the problems posed by the exports that had been done, translated themselves in a new failure for the Project.
  
- c) Trying to solve this situation, the Project takes the direction of the company with a change in the ownership structure, PL-480 would own more than 80% of SERVIFLOR's capital assets. This new scheme brings more confusion to the assignment of roles the different institutions must play.

The Project which had the purpose of strengthening the producer organization, becomes an entrepreneur, the company which had to be a means to strengthen a producers association, pretends to be converted in a parallel organization to replace the former and the objective of the Project appears too far away to be reached.

With FEDEAGRO, the execution of the Project proceeded in a different way. Through the assignation of a technical advisor, the Project grants FEDEAGRO the counterpart capacity it did not have previously. With the participation of some of the directives who showed a high degree of leadership, and in base of the common interest that existed to perform the Project activities in an efficient and coordinated way, the Project was able to work successfully with this organization.

The most important aspect is that FEDEAGRO, although it did not had previous experience, it had the firm purpose to assume the roles that corresponded it to play, in the measure it felt capable of doing so. This aspect was greatly helped by the participation of the assigned technical advisor, who did not only worked on the actions but, what is more important, he taught how to do them, finding receptivity and the necessary disposition among the directive and executive personnel of the Federation.

As a final conclusion, it can be assured that the leadership capacity of the directive personnel, the professional capacity of the executives, and the institutional representativity of an organization, are very important elements in the execution phase of a Project. However, above all things, commitment, the disposition and the common interest of all the associate members of the organization should exist, to work for the Institution in the benefit of all the producer who are a part of it.

The work model executed by the Project and ANAPO, is an experience to be taken into consideration, to repeat it in the execution of future projects with similar characteristics.

**VI.- RECOMMENDATIONS**

According to the objective of this evaluation, established in the Work Scope prepared by USAID/Bolivia:

*"The purpose of the evaluation is to draw lessons learned from the technology transfer experience of the USAID/Bolivia Private Agricultural Producer Organizations Project (PAO). Project which has been working with eight Bolivian farmer organizations."*

As indicated in the first chapter of this document, with the goal of optimizing the execution of future projects of similar nature and with the intention to make a positive contribution out of this criticism-analysis, we establish the following recommendations:

**A.- FOR APPLICATION IN FUTURE PROJECTS**

- 1.- More emphasis will be put to the qualitative analysis of the institutions in the selection criteria for beneficiary entities.**

As it has been demonstrated in the evaluation prepared for the three beneficiary organizations, this has been one of the determining factors of the results reached by the Project. Many of the deficiencies the institutions may have can be solved with the Project, but the disposition and the human potential shall be present; the Project can not create them.

If by any circumstances, the Project had to work with entities which do not comply with these requirements, all the initial efforts shall be focused to invert this situation; then when this aspect is solved, the resources should be granted to reach the goals, purposes and objectives of the project. In any other way a great portion of the efforts would be wasted.

2.- The diagnosis stage is fundamental for the efficient planning of the activities which the projects will develop.

A detailed and consistent study of the situation of the organizations and also that of the sector and the region which is to be supported, will allow the most precise detection of problems and deficiencies they may have and analyze in depth their causes.

With the results of a good diagnosis, an excellent strategy can be designed, which will allow time and resources savings to reach more efficiently the established objectives and goals.

In the evaluation prepared, the most clear example of the benefits which are obtained starting from a good diagnosis, is FEDEAGRO.

3.- The Organizational Development Strategy must contemplate the cost-benefit analysis of the components to be applied in the execution of the Project.

This recommendation is supplementary to the previous one, the development strategy besides being effective, should contemplate efficiency in the application of resources. Many components may be identified to perform an activity to reach at the same results, all of them may be efficient, which are the ones that will allow a greater degree of efficiency, should be carefully analyzed.

Once again, here FEDEAGRO allows an estimation of the efficiency obtained in the application of resources, the cost-benefit analysis of the components used by the Project to reach its objective demonstrates this point.

**4.- The Organizational Development Strategy of each organization and its changes, must be analyzed among the executors, with the active participation of the beneficiaries, within the context of the Global Strategy of the Project.**

This is a very delicate aspect and it should be taken into account both in the design and the execution stages of a Project. When a Project is elaborated, the strategies to be used are analyzed in much detail, to fulfill the established objective.

The individual strategies elaborated to work with the beneficiary organizations, must necessarily respond to the global strategy established by the project; if it does not happen so, the whole project is put under risk. It is very important to perform a coherence analysis and adjustments of the individual strategies, before proceeding to the execution stage of the project.

During the execution stage, the prepared strategy has to be monitored continually to make sure it is not changed; if the need comes to reformulate it, the strategy should be completely redesigned, following all the steps of analysis, evaluation and approval, just as if it would be the original strategy.

This doesn't mean that the project is not flexible in its execution, the flexibility is given by the possibility to adjust the applied mechanisms during the execution of the activities contained in the strategy, but the flexibility of the project ends when adaptations represent a change in the strategy.

The situation that occurred in ASOBOFLOR, imposed adjustments in the strategy; the strategy was partially reformulated more than once, and without falling within the frame of the Global Strategy of the Project, the results obtained give us a very good lesson.

**5.- The channels of communication simple and direct between executors and beneficiaries, allow a better coordination and give greater flexibility in the execution of the projects.**

The simpler and more direct the communication channels established between the responsible of the project execution, and the executing organizations, the more fluid will the communication be and more coordinated the executed actions.

Many times, the projects are non efficient because they become too bureaucratic, communications become slow, and opportunities are lost because they must be analyzed, evaluated and approved through many instances, in most of the cases this approval is obtained when the opportunity no longer exists.

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The organization scheme adopted by the PAO Project, came to be very adequate, the constant coordination of activities and the timely decision making using the formal channels of communication, reassure its efficiency.

**6.- The projects will give sufficient authority to their coordinator and executor entities, with the purpose of reaching more flexibility in the execution stage.**

Supplementary to what has been said in the previous recommendation, it would have no purpose to establish adequate communication channels if the executor and coordinator entities would not have the authority nor the necessary attributions to respond to the opportunities that come up during the execution of the project.

The main emphasis in the design of the projects, shall be put on the determination of its objectives, goals and purposes, in the definition of its basic guidelines, and the formulation of the global strategy. The work methodology must be defined within its general characteristics, but the tactics shall be in charge of the coordinator and executor entities, to avoid rigidity in the project. It is important that the adopted tactics respond to the traced strategy.

In this matter, the PAO Project granted sufficient authority on the Technical Council and the Council in the entity responsible for the execution, to allow the initially planned activities adjust themselves to the circumstantial needs.

In any case, the functions and attributions assigned to the PCU as Projects Coordination Unit should be strengthened, allowing it to

coordinate between different projects to reach greater efficiency in the application of resources for the development of the agricultural sector, preventing a duplication of efforts with other projects executed by official entities and USAID/Bolivia.

7.- The monitoring model to be applied during the execution stage, must separately measure the impact on the objective, the attainment of the goals and purposes and the fulfillment of the basic guidelines established, and of the global strategy developed. The monitoring and evaluation activity must be independent and free from any internal and/or external influence or pressure.

During the execution of a project it is important to constantly evaluate a series of aspects, both quantitative and qualitative. The project has to be evaluated as a whole, to guarantee it will reach the objectives, goals and purposes which are sought, at its termination. The participation of a monitoring specialist and the application of the evaluation process right from the start of the execution of the Project are recommendable.

If the attainment of an objective is reached in detriment of the goals and purposes the same project has established, the convenience of going ahead or correcting the application of the components, should be analyzed. Likewise, if these results are to be obtained setting aside the established guidelines and strategy, an analysis should be made to determine if the road taken is correct or incorrect.

In the concrete case of the Project under evaluation, among its guidelines it establishes the following:

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*'The Project will only work with agricultural producer associations.'*

*"The technical assistance provided to the eight primary producer organizations will not emphasize marketing over and above organizational development. A balance will be struck."*

The Global Strategy of the Project included the following aspects:

*" Definition of the most appropriate roles for the provision of agricultural development services for public institutions, private firms and Private Agricultural Producer Organizations (PAO)s, and encourage them to assume such roles."*

*" Stimulate and motivate the private agricultural firms, such as input supplies and marketing organizations, to improve and increase services to Private Agricultural Producer Organizations."*

In the case of ASOBOFLOR/SERVIFLOR the convenience of omitting the observance of these guidelines had to be evaluated, to reformulate the strategy of development to be analyzed in the context of the Global Strategy. According to the Global Strategy, the participation of other commercialization and input supplier companies could had been stimulated, instead of totally assuming the complicated and complex commercialization function.

## **B.- SUPPLEMENTARY TO THE PAO PROJECT**

THE PAO Project has been an important experience taken by USAID/Bolivia and the Government of Bolivia, its general

objectives have been reached within the terms of the PROJECT, but they still have permanent validity; therefore, and within the reality of Bolivian agriculture, the continuation of the support to agricultural producers becomes necessary within an entrepreneurial focus, to improve their income, productivity levels and production increase. Consequently, we suggest the search for a mechanism which in our opinion shall cooperate in the following aspects:

### **1.- Technical Assistance**

We understand that the productivity levels in most of the agricultural activities are still deficient, consequently the investigation of the sector shall be faced in depth and employing more resources, seeking for results of immediate application.

Another important aspect is the soils use, handling and conservation; any new project must direct part of its efforts to the orientation about how to prepare the soil in new areas, with the objective of preventing the ecosystem deterioration. Programs should be adopted to preserve fertility in the presently exploited areas, to prevent degradation, erosion, soil compaction and other aspects which cause the soils to become useless in a short time.

Within the frame of a producers support concept, it becomes necessary to supplement the previous concept with the reinforcement of aspects of significant importance, such as the adequate use of technological packages and post-harvest handling.

Likewise, it is recommendable to close the circuit with capacitation in modern commercialization technology for producers, intermediate merchants, wholesalers, retailers, etc., to reach efficiency in all the links of the commercialization chain.

## **2.- Support in the creation of Service Companies**

The success of the producers is reached not only with an adequate work in the field but also attaining adequate costs for production inputs and reasonable prices for their products. In many places of the country the commercialization of inputs and the gathering and storage of crops lays in very few hands and in some cases there is a total absence of suppliers or storers, consequently the creation of "inputs centers" would be an important experience, organized by the agricultural sectors, contributing to decrease the production costs, because through this mechanism better prices can be obtained, because of the large volumes negotiated and because supply is also timely; the gathering and storage centers have become important experiences within the commercialization operations.

In both cases the action of these service companies should be limited to the function of price regulation elements and in no situation shall they become monopolies or companies which would practice "dumping" operations or unloyal competence. In any case, the activity of the sector (the trade) service should be transferred to the private sector once its function is considered fulfilled by creating competence and a degree of competitiveness.

## **3.- Support in the financing of the Commercialization of Production**

The financial support for the commercialization of the production becomes necessary, helping to obtain reasonable prices for the sale of production, the mechanisms to use may be diverse; in some cases the commercialization services organized by the same producers could be financially supported, such is the case of FEDEAGRO, good results have been reached also with the system

applied to wheat commercialization, that is the financing comes directly from the buyers or other storage companies who send the production both to internal and external markets.

One way or other, the PAO Project has created expectancy among the producers and their organizations; likewise we believe the actions initiated in several regions to secure the results obtained up to date shall be supported, consequently it is necessary to supplement those action with the aspects mentioned above.

For this purpose, we already count with the knowledge of the negotiation capacity of many producer organizations and a very good base to analyze the needs of each region and the most important production sectors.

#### **4.- Specific Recommendation in the case of SERVIFLOR**

In the case of the SERVIFLOR company, which was created by the PROJECT to solve the flower commercialization problem in Cochabamba, we recommend to practice a financial improvement operation paying all debts and immediately after that, selling the business to the commercialization sector or some other established flower producer firm.

#### **5.- Reformulation of objectives for the UCP**

We consider that the UCP may play a very important role in the coordination of future projects to be developed mainly in the private agricultural sector. We have observed, during the execution of the Project and other actions which are being developed by the Government of Bolivia, USAID/Bolivia and other organizations, that a larger degree of coordination is needed to prevent the duplication of technical and financial efforts.

Consequently, this unit should be assigned with the permanent responsibility of being in charge of the coordination of the projects and programs for the private agricultural sector.

**C.- FOR APPLICATION IN THE BENEFICIARY ORGANIZATIONS**

The producers organizations, should perform other type of actions, tending to their institutional strengthening, by assuming the specific roles which they were created for; carrying on not only global character actions, but also service functions for their members associates. Among these we may mention the following:

**1.- Strengthen its presence among the producers.**

In many cases the actions performed by the sectorial organizations (trades) are not known in their true dimension by the producers, this could be because the actions are global, which on their own characteristics do not imply a direct action with the associates and do not get an adequate dissemination. On other cases, even though the actions are done directly with the producers, very seldom can these actions be carried out with all of the producers, consequently it is deemed necessary to count with an information and dissemination department which would prepare information for the associates and producers in general.

**2.- To establish financing mechanisms which will allow its functioning, consolidation and sustained growth.**

The basic problem that most of the producer organizations face, is the financing of their activities; although many of them have established contribution of dues mechanisms, the collection systems are weak and do not mean a permanent solution for the

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growing funds requirements to cover their activities. In some other cases the contributions are minimal and not sufficient to pay for the necessary minimum personnel to develop actions of some importance, least to generate savings to establish an investment fund to reach the consolidation of its physical structure.

Consequently, it becomes mandatory for the organizations to start programs which would let them raise funds to pay for the services they provide to the producers, probably through the supply of inputs and commercialization of a portion of the production. They also should take contact with some development organizations or institutions to obtain resources as donation grants or to create trust funds that would generate income for the association's budget, attaining its physical infrastructure strengthening (institutional headquarters, office equipment, warehouses, vehicles, etc.) in order to guarantee its continuity and sustained growth.

### **3.- Inter-relation with other institutions.**

A great number of institutions exist in the country, such as the development corporations, bilateral cooperation agencies, cooperatives, investigation centers, universities, NGOs, etc., providing services to the agricultural sector. Some of these activities are simultaneously performed by two or more entities, duplicating technical and financial efforts; many of the activities the sectors (trades) must develop may be assisted by these organizations. In consequence it is necessary to establish the coordination of work programs, without losing the identity or specific functions of the individual organizations, and let the work plans be developed orderly and efficiently. We consider that an approach and negotiations with this type of organizations

should be done by the producer sectors (trades); they should act as coordinators in some cases and as executors in others.

Likewise, a strengthening of contacts and relations with other producer associations from other departments of the country should be fostered; this would allow to work in a coordinated way, as a function of reaching positive results for the common problems each sector or trade faces.

#### **4.- Organizing the producers.**

It is deemed necessary to count with Promoters to assist the producers organization, in many circumstances providing services to the producers becomes a difficult task because of the lack of organization in their communities, or due to their geographic dispersion. Consequently, it would be very important to consider the creation of an institutional promotion department which would allow the provision of services, establish information systems and efficiently develop a series of other activities, getting mutual benefits both for the producer and the organization.

#### **5.- To adequately define its field of action**

It is evident that many of the agricultural sector organizations in Bolivia are weak institutions, they need to seriously face service activities for their associates, the farmers problems are also numerous; however the whole spectrum of the producers problems can't be covered at once given this would make the solution impossible and the effort dispersion would decrease the institutional efficiency.

In consequence, each of the entities must clearly define which are the most important problems they face, and decide which of those

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may be solved by the same organization using its own resources, and then focus their action to work on them, seeking the support of other organizations in the fields cooperation is offered. The criteria must be kept to let each one do his work; the State solve the aspects which are in charge of it, the producer organizations, the cooperation entities and the producers themselves, solving theirs, eliminating anything that would mean some type of "paternalism" toward the farmers.

**ANNEX I**

**EVALUATED ORGANIZATION : A N A P O**

## I. INTRODUCTION

The Association of Oil Crops and Wheat Producers, ANAPO, created in 1974, is a trade union which groups together the oil crops and wheat producers in the Department of Santa Cruz.

Its main objectives are: to defend the rights and interests of the producers to promote and strengthen the development of oil seed and wheat crops and to strengthen the institution to provide efficient services to the producer.

Undoubtedly, this institution which has been working for eighteen years in favor of the producers which represents, has been able to efficiently reach, at the end of the 1992 fiscal year, the objectives for which it was created. It is today a leading institution at regional, departmental and national level.

Much of the success that ANAPO has had is due to the professionalism and dedication of its directors and executives who have proven their capacity and responsibility managing the Institution's assets to reach their objectives. The interest for the development of their sector, the region and for the well being of the producers guided their actions during its existence.

The PAO Project recognized the Institutions efforts and, after an analysis and an evaluation, selected it as beneficiary of the Project in the department of Santa Cruz. The permanence of ANAPO, as a Private Agricultural Organization throughout the Project, proves the degree of responsibility in its participation, being this evident upon the evaluation of the results once the assistance to the Project finishes after four years.

The most important thing is that the Project is able to reach its goals and objectives with this Institution, strengthening and developing the Association itself. It is important to emphasize on this subject, that the means used in a project in order to reach its objectives, often become goals based on the effort required. In some instances on the contrary, because of the eagerness to reach the objectives, the Project sacrifices the objectives of the Institutions through which it is acting.

Outstanding on this subject, is the work done by the Project prior the selection, searching for beneficiaries that would allow to work towards the objectives of the Project, and looking for the appropriate Organizational Development Strategy to reach its purposes. The coordinated and responsible work done jointly by the Executing Organism, Ronco consulting Corporation, and the Association during the execution of the Project, must be praised.

## II. EVALUATION METHODOLOGY

The following methodology was used to obtain the information for the evaluation:

- . Detailed Analysis of the goals and objectives of the Project
- . Detailed analysis of the goals and objectives of ANAPO
- . Review of the documents of the Project
- . Analysis of the documents of ANAPO
- . Field visits
- . Personal interviews.

### III. PROJECT ACCOMPLISHMENT

The results obtained in ANAPO's evaluation, are presented following the order established by the Scope of Work which states that the requested information must answer a series of questions which will respond a main question of interest to USAID/Bolivia.

#### MAIN QUESTION

Did the Private Agricultural Producer Organizations project accomplish the purpose and objectives stated above and reflected in Amendment N° 6?

#### "C. Reviewed Objectives and Purposes of the Project

- . To increase income on farms and ranches through increased yields, expanded production and increased marketable surpluses, including exports.
- . To strengthen and expand the capacity of private agricultural producer organizations to provide services and increased incomes to members.
- . To strengthen the administrative, financial, technical and marketing capacities of the producer associations"<sup>1</sup>

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<sup>1</sup> Annex 1 Reviewed Description of the Project, of Amendment N° 6 GRANT AGREEMENT BETWEEN THE REPUBLIC OF BOLIVIA AND THE UNITED STATES OF AMERICA, PRIVATE AGRICULTURAL ORGANIZATIONS PROJECT.

QUESTIONS

1.- *Is there a demand among private Agricultural Producer Organizations members for the goods and/or services the project is seeking to improve? To what extent is the development of such goods or services demand driven?*

Generally, the producer who is associated to ANAPO expects direct support from his Association in order to obtain:

- . Better yield and less production costs
- . Financing for the sector
- . Higher prices for his products

To what extent has the PAO Project supported ANAPO to improve the services required by the producer to reach his objectives?

As far as better yields and less production cost is concerned, the PAO Project has given support to the execution of the following activities:

- . Elaboration of the Wheat Five Year Plan
- . Monitoring and following up of the Wheat Improvement Plan
- . Elaboration of the Sunflower Five Year Plan
- . Pilot plan for recuperation of soils
  - Recuperation of the productive potential of the soils
  - Maintenance of fertility of the soils
  - Soils Conservation
- . Safe handling of agro-chemicals
- . Handling of crops
- . Handling and conservation of grain in storage

With the elaboration of the sunflower and wheat Five Year plans, the farmers are given the opportunity to rotate their crops during the winter allowing them to diversify the risks and to give a better use to the soil resources to improve their income.

The results obtained with the Wheat Plan, regarding plantation size and yield, have surpassed the expected results. This makes it possible to assure that the Plan has been a success.

Regarding the Sunflower Plan, although it is not a traditional regional crop, the oil industry in Santa Cruz is already producing sunflower seed oil, which has been successfully accepted in the local market, and mixtures of soybean and sunflower seed oil are exported.

With the support of PL-480, ANAPO will execute during the next term, a plan to promote the application of sunflower meal.

With the support of the PAO Project in the training of producers by means of the Pilot Plan to recuperate soils and courses on: safe handling of agro chemicals, handling of crops and handling and conservation of grain in storage, ANAPO has been able to help the producer to reach his objectives of lower production costs, maintaining the fertility and preserving the soil and reducing loses during the process of harvesting and storing grains.

In reference to financing for the sector, the PAO through the Wheat Five Year Plan, has obtained resources from the PL - 480 to finance wheat production.

Regarding better prices for the products, ANAPO through the Wheat Five Year Plan, has obtained financing for the mills which purchase wheat produced in Santa Cruz, with the condition that the producer be assured by the industrialists and prior sowing time, a minimum price.

The fixing of this minimum price results in a benefit for the farmer.

The support given by the PAO in the enlargement of the Seed Plant and the specialized training on seeds, Allows the seed producer to improve his income though a better and more efficient handling of his product.

In synthesis, the support given to ANAPO by the Project, has been geared to the areas in which the producer is the first one to really be interested, seeing that a better service given by the Association can directly be translated into greater benefits for Producers.

*2.- Did the project introduce and explain the Private Agricultural Producer Organizations project to the beneficiaries in a way that ensured that the client has a clear understanding of what the Private Agricultural Producer Organizations can offer and what is required on the part of these organizations memberships? Were the appropriate channels in place at the critical phases of project design and implementation?*

The PAO Project was clearly understood from the beginning by the ANAPO directors and executives. Although it was taken into account that the association was going through a maturing period the Diagnosis made by Ronco in 1988, spotted some weaknesses in the activities of the Institution, that is to say, in technical assistance given to its members as well as in institutional aspects nevertheless, it was clearly understood that the Project was not able to give its support to all the spotted aspects since it had to deal with the requirements of 30 organizations.

The work had to be carefully coordinated in order to establish priorities in the assistance to be given by the Project, taking into account ANAPO's capacity to finance with its own resources the part corresponding to the activities to be assisted by the Project.

*3.- Was the project able to implement the organizational Development Strategy (ODS) plan initially formulated for these organizations?*

ANAPO is one of the four PAO's that received assistance during the four years in which the Project was executed.

In the originally formulated strategy Development Plan, the assistance given by the Project was based on the assumption that the consolidation of ANAPO as a service organization was based on two main areas which required specific resources and technical assistance:

- a) Soybean exports
- b) The rendering of technical assistance services to production

In addition to those two, the need of technical assistance was present in secondary areas such as the financing the extension of the seed plant, computer training, training in financial planning, counseling in communications mechanisms in order to improve the level of participation and identification of the members with their organization and the assistance to design alternative ways to attract the contribution of the members.

After an evaluation of the Project was made in 1990 it was considered that the Project's support to ANAPO has to be changed and adjusted to the reality of the institution, the emphasis had

to be less on the strengthening of the institution and greater in the physical consolidation of the plant and in the development of activities that directly affect the sectorial strengthening of the producers.

In reality, at that time there were two strategy development plans, it could be stated in first instance that the complementary plans were almost completely carried out as they had originally been foreseen.

However, there are two critical points:

a) The communications system that was established in the original Development strategy in order to improve the levels of participation, communication and identification of the members with their organization, is contemplated in the second plan as an activity to be supported by the Project, but under a new point of view. What initially had to be a communication system to strengthen the relationship between ANAPO and its members, became a communications system for the agricultural sector in general, being its main objective to complement the transfer of technology, and its secondary objective to complement ANAPO's institutional strengthening in its capacity to render services.

b) The requirement which was present in the original Development Strategy, of assistance to design alternative ways to attract the contribution of the members (if the industry ceased to be the retention agent), was not included in the initial work plan, and in the work schedule for the second phase of the Project, it was only contemplated to elaborate a members registration system that did not go as far as to design alternative ways to attract contributions.

These two aspects which were identified by the Project from the start as ANAPO's weak areas, by the joint assignment of priorities in the activities to be assisted by the Project, were not contemplated in the work plans.

A profound analysis of ANAPO would make it possible to state that the support in those activities should have been a priority in order to consolidate the association from its foundation, as it will be explained below in the answer to the fourth question.

*4.- What progress have the Private Agricultural Producer Organizations made in achievement its organizational?*

The support given to ANAPO by the PAO Project, complemented by the support which is currently given by other organizations, we could assure that ANAPO has developed to such a degree that it can efficiently perform the services which it renders to its associates, to reach the goals which are the purpose of its creation. We could affirm that its institutional goals have already been reached.

As an institution, ANAPO has a great prestige at regional, national and international level and it is considered as a leader institution in the agricultural sector. However it still has two weaknesses:

. The oil seed and wheat producers are not quite conscious of the power it has and of the great support they have from the Association which represents them. The degree of leadership that ANAPO has among institutions that are at its level or higher, is not quite as strong within the association itself.

. As a consequence of the weakness above described, ANAPO has not been able to make its members conscious of the multiplying effect represented by their financial contributions to the Institution, in such a way that the producer understands that his contributions are not an expense, but an investment towards greater future benefits.

It can not be said that ANAPO has not worked in the mentioned areas, furthermore, it is still making an effort towards consolidating its image among the producers. For the 1993 fiscal year it has been foreseen to create a department of communication with the producer in order to reinforce and coordinate all activities on this subject.

It is convenient to emphasize at this point, the influence that the opportune assistance in these aspects would have had in the degree of development ANAPO could have in the relationship with the producers it represents.

*5.- In what ways has the project's long-term and short-term technical assistance nurtured the development of the organizations' activities that are contributing to achievement of the project's purpose and goal?*

All of the technical assistance programs supported by the Project have resulted in better conditions and greater benefits for producers.

The extended drying and storage capacity of the Seed Plant and the training provided in the management of these plants, make it possible to offer the seed producer associate better services, timely reception of seed and more efficient processing of the same, represent a better income for him.

For the grain producer, the use of a better treated seed, directly implies better yield in production and consequently better income.

The Five Year Plan and its monitoring and follow up program, the research for new varieties which are adequate for each wheat area, the use of technological packages which are prepared for each producing zone, the technical assistance given to technicians who were trained in this crop, the courses, which are directly offered to the producer, in the handling of agro chemicals and in the handling of crops, the opportunity to obtain timely financing and a fixed minimum price for the production, ostensibly improve the income received by the producer, which besides improving his profit helps him lower fixed expenses in his farm and maintain the soil better with the system of rotating soybean in the summer and wheat in the winter.

With the same purpose, the Five Year Sunflower Plan has been elaborated. It is expected to obtain similar results to those of the Wheat Plan, being the sunflower crop for winter sowing.

Indirectly, the technical training of ANAPO's professionals has made it possible to optimize the exploitation of oil seed and wheat crops increasing yields and decreasing cost per hectare.

*6.- Has the project used small grant and credit programs in working with the Private Agricultural Producer Organizations? What has been the experience of making this resource available?*

ANAPO has received as donations from the Project, vehicles, office equipment and the design for its institutional headquarters.

The vehicles have allowed ANAPO's Technical Department to extend the geographical area of technical assistance to the producers, the computers have substantially improved the Association's systems in what refers to administrative - financial information as well as statistical information which is processed.

With the design for the institutional headquarters, ANAPO was able to obtain from the PL - 280 financing for its construction, which is already in progress and it is expected to finish the building by march 1993.

It has received a credit of \$us. 100.000 for the expansion of the Seed Plant and at the present ANAPO is expanding again the storage capacity of its plant financed by PL-480 so it can adequately store all of the processed seeds. During the visit to the Plant we were able to verify an overstock produced by a lag in the summer sowing date.

*7.- More generally, have project resources been adequate to implement the Organizational Development Strategy (ODS) plan or to respond to windows of opportunity? Has the project been sufficiently flexible to respond to windows of opportunity not foreseen in the original project design?*

The interaction among the executing and coordinating bodies of the Project and ANAPO's directors and executives, has allowed the efficient utilization of the human resources as well as of the financial and material resources provided by the Project.

Furthermore, the depth of the Institution's initial diagnosis made it possible to formulate a strategy of assistance to the Project. However, when some of the activities that were contemplated in the work Programs required to be modified or complemented, the response given by the Project was adequate allowing the modification of the initial plan in order to meet the requirements that were present at the moment of execution of the work.

*8.- Have the criteria used in selecting this Private Agricultural Producer Organizations proven useful predictors of the Private Agricultural Producer Organizations's ability to productively utilize the resources that the project is able to provide?*

In reality, and in the specific case of ANAPO, there were some aspects that significantly helped the Project to be successful that were not the criteria evaluated for its selection as the beneficiary of the Project. These criteria can be classified according to their nature as follows.

#### **Institutional Capacity**

- . Age of the Institution
- . Management of the Institution
  - Directive Capacity
  - Managerial Capacity

#### **Capacity to Render Services**

- . Technical Capacity
  - Level of instruction
  - Work experience
  - Updating
  - Age

- . Continuity in the rendering of services
- . Planning for rendering services
- . Availability of resources to render services

**Experience in the Administration of Projects**

- . Execution of Projects
- . Management of Projects
- . Resulting impact
- . Capacity to Compensate

**Economic Financial Capacity**

- . Solvency
  - Economic results obtained
  - Assets
  - Liabilities
- . Experience with Finance Entities

*9.- Has the project's experience with Private Agricultural Producer Organizations provide a track record that signals a model for duplication?*

ANAPO is one of the PAO's that could be used as an example to demonstrate that the execution of Projects such as the Private Agricultural Organizations, can be successful in reaching their goals and objectives for which they were created.

Santa Cruz as a region will greatly benefit from similar projects. The agricultural characteristics of the region, the

way producers in the department have been associating for a long time, the way the inhabitants in Santa Cruz identify themselves with their institutions, the nonexistence of conflicts between associations which are at the same time affiliated to a matrix entity the Agricultural Chamber of the Orient, in charge of coordinating the agrarian activities of the sector and the existing agricultural potential, partially determining factors for the success of a similar project.

The agricultural sector in Santa Cruz, requires and is ready to receive the support of new Projects which would provide financial and technical assistance to the producers, helping them grow and reach a level of technical development which would give them direct benefits though larger yields, and indirect ones by improving the economic standard of the region, which will bring about an improvement in the social and cultural level of all inhabitants of Santa Cruz.

*10.- Was the project's data collection, analysis and reporting system adequate to monitor project's progress towards its purpose? Were impact indicators identified? If not, what indicators could have been identified to better determine project success? What impact can be determined result from project interventions?*

The indicators to measure the impact of the PAO Project, in our opinion, have been classified, under very good standards, in two totally representative groups. The first one that measures the impact of the Project on the Institutional Development of the PAO's that it is working with, and the second that measures its impact on the sectorial Development of the Producers.

The system of collection, analysis and information is complete and consistent, quantitative and qualitative aspects can be analyzed and the methodology applied is sufficiently flexible to combine the reports from the Institutions with the first hand appreciation made by the evaluators through direct contact with the members of the Institutions which were evaluated and field visits which enlarge and sustain the criteria evaluated.

Regarding the indicators used to measure the institutional development impact, they will be analyzed one by one in the specific case of ANAPO.

#### **Institutional Development Impact Indicators.**

##### **1.- Number of members**

The verifications in the number of members have been measured only in a quantitative way, which does not necessarily reflect the progress of the Association in relation to its field of action. If this criterion were replaced and the field of action of the organization were measured in a quantitative and qualitative way, it would provide better means to analyze and evaluate the impact of the Project.

##### **2.- Increase in the income of the PAO's members.**

This indicator, other measuring the institutional development impact, measures the sectorial development, but if we compare this income to the contributions made to the Association by the producers, a better indicator could be obtained of the recognition, by the producer, of the efforts made by ANAPO to improve his income.

3.- Self management Capacity

The first index, Capacity to Cover Operative Expenses, of the evaluation made by ANAPO, was measured with the index of liquidity which evaluates the Association's capacity to meet its short term commitments and not the capacity to cover operative expenses. Instead, if an index, similar to the one detailed below, had been used:

$$\begin{array}{l}
 - \quad \frac{\text{Operative Income}}{\text{Administrative Expenses}} \quad \frac{\text{Operative Income}}{\text{Operation Costs}} \\
 - \quad \frac{\text{Operative Income}}{\text{Operation Cost} + \text{Increase of Assets}} \\
 - \quad \frac{\text{Operative Income}}{\text{Operation Cost} + \text{Increase of Assets} + \text{Cost of Projects}}
 \end{array}$$

We could have evaluated the evolution of the Institution to cover with own resources the maintenance of the post project cost structure.

If we made an analysis of the budget in ANAPOS's technical area for 1992 and 1993:

**Cost financed with own resources/ total budgeted costs**

We would have the following results:

Term of 1992: 20.7%

Term of 1993: 22,7% \*

\* Scheduled according to budget

An analysis of this result would make it possible to evaluate how the increasing tendency of the contributions fits to the evolution of the funds required to cover the ever increasing commitments of compensation of the projects executed by the Institution.

4.- Capacity to increase and diversify finance sources.

The indexes elaborated in point 3 of ANAPO's evaluation should have been used for this indicator.

Liquidity Index

Levels of indebtedness indexes,

which complemented with the analysis of credit concentration levels and sources, would have allowed an evaluation of the capital structure, showing the degree of dependence in external financing and of the contribution of its own funds to cover the institutional risk.

5.- Increase in the number of publications

This indicator is contained as part of indicator N°8, it would therefore be duplicated according to our opinion, it could be replaced by the Institution's Capacity to Generate Statistical Information, measuring the quantity, quality, opportunity and degree of reliability on the same, aspect which has been omitted in this evaluation.

6.- Analysis of the budget for the purpose of expenses

7.- Increase in the capacity to render services to its associates

These two indicators could have been put together as one, showing the evolution of the Institution in the efficiency of application of resources, decreasing the ratio of administrative expenses related to the total operative cost and the relation of fixed expenses versus total expenses, and increasing the ratio of direct expenses in the services rendered.

Furthermore, the analysis made of diversification of services, makes it possible to evaluate the financial as well as the technical evolution of the Institution.

8.- Increase in the levels of communication and exchange.

Besides the aspects evaluated for ANAPO, this indicator should also analyze, the number, class, quality, frequency and scope of publications produced by the Institution.

9.- Improvement in the institutional image of the PAO's within the agricultural sector

This criterion is of great importance for it allows to visualize the evolution of the Institution regarding its consolidation at regional, departmental and national level.

10.- Improvement in the "functional model" of the PAO's

It would be advisable to incorporate in this indicator the analysis of a factor that shows the Institution's advance in its capability to plan its operations and to self evaluate its own

programs, projects and activity plans. This indicator would allow an evaluation of the efficiency in the assignment of its own resources to reach the long term goals set by the Institution.

Regarding the Development indicators for the sector and the Producers, there are no observations, they are sufficient and consistent enough to make the right evaluation of the Project's impact.

#### IV. CONCLUSIONS

This chapter will answer the last part of question N° 10:

*What impact can be determined result from project interventions?*

The impact could be measured analyzing the degree to which the objectives and goals proposed in Amendment N° 6, were reached through ANAPO:

1.- To increase income on farms and ranches through increased yields, expanded production and increased marketable surpluses, including exports.

Through the programs of transference of technology, training and education, the Program has contributed to increase yields in crops such as soybean, wheat and sunflower:

**EVOLUTION IN THE YIELD OF SOYBEAN, WHEAT AND SUNFLOWER  
IN THE DEPARTMENT OF SANTA CRUZ  
( in MT/Hectare)**

CROP	YEARS			
	1989	1990	1991	1992(1)
Soybean	2.05	1.36	2.00	1.44*
Wheat	0.81	1.61	1.32	1.51**
Sunflower		1.16	1.36	1.20*

SOURCE: 1990 - 1991 Seasons report, ANAPO.

\* Partial information prepared by ANAPO

\*\* Wheat Report - 1992. ANAPO

(1) It must be noted that the summer seasons of 1991 -1992 and winter of 1992 were affected by the climate conditions at harvest time.

The expansion of the production can be appreciated by the evolution of the cultivated areas:

**EVOLUTION OF CULTIVATED AREAS WITH SOYBEAN, WHEAT AND  
SUNFLOWER IN THE DEPARTMENT OF SANTA CRUZ  
(in Hectares)**

CROP	YEARS			
	1989	1990	1991	1992
Soybean	140.000	172.334	195.000	190.000*
Wheat	13.316	30.219	36.614	63.917**
Sunflower		10.217	21.500	11.500

SOURCE: 1990 - 1991 Seasons report, ANAPO.

\* Partial information prepared by ANAPO

\*\* Wheat Report - 1992. ANAPO

Likewise, the evolution of the marketable surplus can be measured from the soybean and wheat production data:

**EVOLUTION OF THE SOYBEAN, WHEAT AND SUNFLOWER AND  
SUNFLOWER PRODUCTION IN THE DEPARTMENT OF SANTA CRUZ  
(in MT)**

CROP	YEARS			
	1989	1990	1991	1992
Soybean	287.000	234.780	392.000	266.000 *
Wheat		50.164	46.800	77.000**
Sunflower		11.870	29.500	13.800 *

SOURCE: 1990 - 1991 seasons report, ANAPO.

\* Partial information prepared by ANAPO

\*\* Wheat Report - 1992. ANAPO

The evolution exports of soybean and its derivatives is shown as follows:

**EVOLUTION IN EXPORTS OF SOYBEAN AND DERIVATES  
IN THE DEPARTMENT OF SANTA CRUZ  
( in MT)**

PRODUCT	YEARS			
	1989	1990	1991	1992 (*)
Soybean Grain	78.157	67.744	112.835	45.174
Soybean Flour	114.384	101.505	150.644	69.453
Soybean Oil	395	9.891	14.433	4.311

(\*) Partial information of exports made from Santa Cruz up to October of 1992.

It must be mentioned that the 1992 production suffered a loss estimated at 40% due to the climate conditions.

**2.- To strengthen and expand the capacity of private agricultural producer organizations to provide services and increased incomes to members.**

The Project has not only contributed to strengthen and increase ANAPO's capacity to provide services to its associates, but also, indirectly through the institutional strengthening, has made it possible for ANAPO to receive the support from other projects whose final objectives were, to increase productivity, extend the agricultural borderlands in the Department, reduce the cost of production, preserve the land and the environment, and as a main goal, to increase the benefits for the producers, economic as well as social to this way promote the development of the sector, the region and in synthesis of the country.

**3.- To strengthen the administrative, financial, technical and marketing capacities of the producer associations.**

In this aspect the Project has made important achievements, the adequacy of the Organic Statutes of the Association, the development of computerized systems of: accounting and budget, control of the Seed Plant, registration of members and technical information.

The provision of equipment to develop administrative as well as technical activities, the credit granted which made possible the extension of the Seed Plant, the design of its headquarters which made possible to obtain financing for the construction and the training given at all levels within the Institution, has made it possible to strengthen the Association to build an Institution which is mature, solid, a leader in its area, in the region, in the department and at national level.

In summary, the experience of the Project with this PAO, is worthwhile to duplicate for other projects, knowing that it is possible to successfully reach the goals and objectives.

## V. RECOMMENDATIONS

As it was mentioned in question N° 3 ANAPO still has two weaknesses which should be attended to, if possible, it is recommended to somehow continue supporting this Institution, these two weaknesses should be a priority:

1.- The Communication system as put forward in the original development strategy to improve the levels of participation, communication and identification of the members with their institution.

2.- The requirement noted in the original strategy of assistance in the design of alternative system to attract contributions by the members (if the industry stops being a retention agent).

ANAPO is contemplating in its operative plan for 1993, to create an area within its structure that will work in the system of communication to the producers.

If something could be done about these two aspects, ANAPO could really strengthen the base which sustains all of its structure not only to continue with, but to optimize what has been obtained with the help of the Project.

**ANNEX II**

**EVALUATED ORGANIZATION: ASOBOFLOR**

## I. INTRODUCTION

The Bolivian Association of Flower Growers, ASOBOFLOR started its activities in 1983 with twenty five members of which eighteen were considered producers and seven planning to produce in the future.

The ASOBOFLOR Statutes contemplate rendering the following services: Lobbying, marketing, technical assistance, training and supply of inputs. The Statutes recognize the mixing of not for profit trade activities, with company activities or more specifically commercial activities that are legitimate, to absorb some of the expenses to support the entity and the rendering of services to its associates.

In January of 1988 RONCO prepared a document "Diagnosis and Organizational Development Strategy of the Bolivian Association of Flower Growers, ASOBOFLOR", which contemplates to implement the trade programs as well as the managerial activities. It incorporates in its strategy a Marketing Department, which is also to gather, transport locally, process, finish and ship the product.

In March of 1991 the "Work Program of the Bolivian Association of Flower Growers, ASOBOFLOR" was prepared for the 1991 - 1992 period. The activities which the Association must have as a trade organization, are identified and reviewed, and realizing, although a little late, that the rational marketing of flowers is a real necessity as well as a technology which requires Knowledge and experience, created SERVIFLOR.

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At present, SERVIFLOR is working as an independent organization, but absorbing a great number of activities which ASOBOFLOR should have. This Association is limited to try to solve the financial problems of six of its associates.

In February of 1992, as a result of transferring the ASOBOFLOR activities package to the PAO Project, a document was crated "Restructuring of SERVIFLOR Work Program" which contains many statements and suggestions for the future activities of the Company

## II. EVALUATION METHODOLOGY

In order to obtain the information which would allow an evaluation, the following program was developed:

- . Reading and analysis of documents.
- . Interviews with officers of sponsoring institutions and executives of, USAID, RONCO UCP.
- . Interviews with representatives of ASOBOFLOR an SERVIFLOR
- . Interviews with participating as well as independent producers.
- . Visit the facilities of beneficiary an private producers.

## III. PROJECT ACCOMPLISHMENT

To register the results of the evaluation ASOBOFLOR/SERVIFLOR, we suggest the sequence of questions as established in the Scope of Work, the answers to which are of interest to USAID/B.

MAIN QUESTION

Did the Private Agricultural Producer Organizations project accomplish the purpose and objectives stated above and reflected in Amendment N° 6?

"C. Reviewed Objectives and Purposes of the Project

. To increase income on farms and ranches through increased yields, expanded production and increased marketable surpluses, including exports.

. To strengthen and expand the capacity of private agricultural producer organizations to provide services and increased incomes to members.

. To strengthen the administrative, financial, technical and marketing capacities of the producer associations<sup>1</sup>

QUESTIONS

1.- *Is there a demand among private Agricultural Producer Organizations members for the goods and/or services the project is seeking to improve? To what extent is the development of such goods or services demand driven?*

<sup>1</sup> Annex 1 Reviewed Description of the Project, of Amendment N° 6 GRANT AGREEMENT BETWEEN THE REPUBLIC OF BOLIVIA AND THE UNITED STATES OF AMERICA, PRIVATE AGRICULTURAL ORGANIZATIONS PROJECT.

There was an enthusiastic initial demand and at the present there is still an interest to receive training, technical assistance, marketing and lobbying. From the interviews with producers, it is sensed that they expected much more than what they got. However, the performance of the entity in the execution of its own work has been poor, expecting in many instances the project to execute the association's specific activities.

*2.- Did the project introduce and explain the Private Agricultural Producer Organizations project to the beneficiaries in a way that ensured that the client has a clear understanding of what the Private Agricultural Producer Organizations can offer and what is required on the part of these organizations memberships? Were the appropriate channels in place at the critical phases of project design and implementation?*

The active members of ASOBOFLOR have had a clear initial understanding of what the Project can offer, unfortunately, due to frequent changes in strategies, lack of genuine interest in the part of the associates, diverging personal philosophies and interpretations, a climate of confusion was created. In order to better explain this situation, we will make a brief chronological review of the mentioned changes.

The Project was presented as an integral technical assistance program, in trade aspects as much as in managerial ones, from lobbying, training, technical service up to marketing of products and supply of inputs.

In January of 1988 a document was prepared "Diagnosis and Organizational Development Strategy of the Bolivian Association of Flower Growers, ASOBOFLOR", as an instrument to guide the activities of the Project, to give the beneficiaries what they expected.

When the Project found a group of producers, members of the Association, with financial problems, the commercial activities were given priority, with the understanding that this was the weakest point and the most urgent to solve, the results were negative.

Because of the pressure from other groups of producers and of the results given in the evaluation of the Project which was made in 1990 and which identified that "*...the Project was too oriented to create marketing enterprises*", the Project takes another turn and puts more emphasis in rendering trade services.

In March of 1991, the ASOBOFLOR Work Program for the period 1991 - 1992 is prepared strengthening the providing of trade-union services. To satisfy the permanent demand of assistance in marketing SERVIFLOR was created in 1989, assigning to it the responsibility of marketing flowers, and to import and supply agro chemical inputs.

As of March of 1992, SERVIFLOR is considered by the Project as an independent PAO, confusing the trade-union and managerial duties by assigning it duties of technical and financial assistance to the producers, besides its specific ones of marketing. Later it was decided that this enterprise would not provide any longer the services of gathering, local transportation, and packing. It would only receive the finished flower for its marketing in

foreign markets. However, the percentage that SERVIFLOR charges for its services remains unchanged, 20% of the return.

Up to the date of our visit to this institution, (November 27, 1992), only two producers had accepted the change.

Another measure taken by SERVIFLOR which has created confusion and resentment among the producers, is the binding contract to commercialize all of their production through SERVIFLOR, or to pay a heavy fine if they do not abide the terms of the mentioned contract.

The changes in strategy, work systems and changes of duties as mentioned above, combined with the little experience, false expectations and lack of genuine interest in the part of the producers, has resulted in confusion regarding the understanding of the Project.

*3.- Was the project able to implement the organizational Development Strategy (ODS) plan initially formulated for these organizations?*

Although the Project prepared the Institutional Diagnosis and its corresponding Strategy Development Plan, the activities that ASOBOFLOR was able to carry out are very few. On this subject, we must indicate that ASOBOFLOR is an orphan organization, without an organizational and a functional structure, without a definite role and without any kind of resources or income that would allow it to work.

The PAO Project has significantly contributed to the areas of training and administration, it has provided equipment and it has

also given technical assistance to the production and marketing of flowers. The efforts made have had no results in this organization that gave priority to private problems and not to those of the trade or of the sector as a whole.

In this sense, the executing and coordinating entities of the Project were forced to make some changes in the originally proposed strategy, in order to make viable the objectives and goals which were defined for this sector.

*4.- What progress have the Private Agricultural Producer Organizations made in achievement its organizational?*

Due to the constant changes and adjustments in the strategies, the creation of SERVIFLOR and the confusion regarding the objectives and duties of each of the two organizations, there has been no progress in the institutional consolidation and as a result, neither of the two PAO's has been able to reach their goals.

*5.- In what ways has the project's long-term and short-term technical assistance nurtured the development of the organizations' activities that are contributing to achievement of the project's purpose and goal?*

Although neither of the two beneficiaries was able to reach the goal of institutional strengthening, the courses and seminars dictated by specialists hired by the Project and the training trips for producers, have been effective and much appreciated by the flower growers, awakening their interest in the application of new techniques of production, indirectly benefiting the development of flower growing in Cochabamba.

Likewise, the training programs for the administration and management personnel of small businesses have also been useful.

The participation of ASOBOFLOR/SERVIFLOR in the organization, of logistic support and recruiting of training programs beneficiaries, has been efficient.

*6.- Has the project used small grant and credit programs in working with the Private Agricultural Producer Organizations? What has been the experience of making this resource available?*

ASOBOFLOR/SERVIFLOR have received donations of vehicles, telephones and computers which helped them improve their services as well as their administrative and information systems. Furthermore, the Project has financed the salaries for the employees of both entities.

As stated in the preceding paragraphs, what was invested in these institutions has not given the expected results.

*7.- More generally, have project resources been adequate to implement the Organizational Development Strategy (ODS) plan or to respond to windows of opportunity? Has the project been sufficiently flexible to respond to windows of opportunity not foreseen in the original project design?*

The resources, human as well as financial and material, that were assigned to the Project, have not only been adequate for the implementation of the Institutional Development Strategy, but also additional funds were assigned to solve unforeseen situations that came up in the course of the Project.

The success in the first time that SERVIFLOR exported flowers, apparently created a feeling that it was easy to commercialize in a foreign market. The following experiences, such as the total loss of two shipments with an estimated value of \$us. 150.000.- caused by the lack of an established distribution chain, high percentage of refusals, late payments, problems of transport to export markets, quality and quantity of available flowers, obsolescence of varieties offered, etc. have demonstrated that the marketing of flowers is very complex and that it requires years of experience to handle unexpected problems, over which there is no control or power of decision, particularly when they have to do with such a delicate products as flowers, which must arrive to their destination in a matter of hours receiving a very special treatment during their transport, to be able to compete with experienced producers and merchants.

*8.- Have the criteria used in selecting this Private Agricultural Producer Organizations proven useful predictors of the Private Agricultural Producer Organizations's ability to productively utilize the resources that the project is able to provide?*

We consider that ASOBOFLOR's selection was not based in the eligibility criteria preestablishes by the Project, but that it obeyed to other objectives, to save an entity which was a pioneer

in the field of growing flowers, with a real potential of being an anchor, in particular for the youngsters of Valle Alto in Cochabamba, crating for them a permanent and productive activity, sparing them the exodus to the coca producing areas of the Tropical Chapare in particular.

*9.- Has the project's experience with Private Agricultural Producer Organizations provide a track record that signals a model for duplication?*

There is no doubt that the experience with ASOBOFLOR/SERVIFLOR has been very useful, but not precisely as a model to be duplicated, on the contrary, to avoid making the same mistakes with some Institution with a meager economy and with problems from the start.

It has been clearly proved that a producer's Association has specific trade-union activities, such as lobbying, training, technical assistance, to defend the interests of the sector and to look for a better productivity from its associates.

Other areas such as research, coordination with different service entities, contacts with ONG's, tending to obtain their cooperation, information market and price conditions, etc., could be incorporated to its activities in the measure that its resources and experience would allow it.

In the case of ANAPO, marketing can only be a temporary activity, which after reaching its initial objectives is transferred to other economic agents of limited activity, to rationalize prices,

such as FEDEAGRO, which offers the producer an alternate marketing channel.

*10.- Was the project's data collection, analysis and reporting system adequate to monitor project's progress towards its purpose? Were impact indicators identified? If not, what indicators could have been identified to better determine project success? What impact can be determined result from project interventions?*

The indicators to measure the impact of the PAO Project, in our opinion, have been classified under very good standards in two totally representative groups. The first one that measures the impact of the Project on the Institutional Development of the PAO's that it is working with and the second that measures its impact on the Sectorial Development of the Producers.

The system of collection, analysis and information is complete and consistent, quantitative and qualitative aspects can be analyzed and the methodology applied is sufficiently flexible to combine the reports from the Institutions with the first hand appreciation made by the evaluators through direct contact with the members of the Institutions which were analyzed and the field visits which enlarge and sustain the criteria given.

Regarding the impact indicators we suggest to extend the one referring to "increase at communication and information exchange levels..." in document "Indicators to measure the Impact of the PAO Project on Beneficiary Institutions", prepared by RONCO. Such extension would consist in the incorporation as an indicator, a working information system of up-dated prices in the markets supplied by the product or products of the associates and regional

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# PAO PROJECT FINAL EVALUATION

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producers, FEDEAGRO in particular, is a case which should be emulated.

We also suggest to generalize the indicator "absorption of labor working on coca leaf planting and harvesting", to all other crops.

Regarding the impact due to the interventions of the Project in ASOBOFLOR/SERVIFLOR, it is evident in the following matters:

- Training of Personnel

We have been informed that flower related PAO's have dictated 12 courses in the areas of soil handling, plant handling, post-harvest, use and handling of pesticides (integrated control of pests), handling of flower nurseries, accounting of costs, handling of green-houses. The average attendance was of 30 participants per course which shows the permanent interest to train technicians as well as producers.

- Increase in cultivated areas and diversification of non traditional crops.

Regarding the evolution of the cultivated areas from the start of the Project, a quantitative opinion cannot be given, because neither ASOBOFLOR nor SERVIFLOR provided statistical information on this matter, we only know that some of the producers who are associated, have decided to increase the area cultivated, trying to find a solution to the financial problem. However, it is estimated that in Cochabamba 30 hectares of flowers are being cultivated of which 19 correspond to producers who are associated to ASOBOFLOR (most of them passive).

Outside of the Project, two flower growing companies have been organized. One of them has 50.000 sq. m. producing, carnations, roses, chrysanthemums and others in a smaller scale. Likewise, the administrators informed about the acquisition of 94 hectares to develop open ceiling plantations as part of a project that intends to involve local peasants.

The other company which was recently created, (July of 1992), is cultivating seven hectares of staticias, and they have just started their first picking for export, likewise, they are providing to the peasant of the area, seeds of the same species which they commercialize under the system of consignment. It is necessary to underline on this subject, that the second company has been formed by a Bolivian businessman as capital partner and two experts who were initially contracted by the PAO Project, (agronomist and marketing expert).

#### IV. CONCLUSIONS

This chapter will answer the last part of question N° 10,

*What impact could be determined as a result of the Project's interventions?*

The development of the PAO Project, in the flower growing sector in Cochabamba, presents diverging results.

Among the results that can be mentioned as positive we have:

1.- The valleys in Cochabamba have been consolidated as an adequate area for the production of flowers in an ample range of

species and varieties. We consider this as important since this Department has lost its position and maybe even its capacity to be the seed center of the country, as well as to produce fruits and vegetables, which was complicated by the extensive subdivision of the land in small parcels, which comes to be an economy of "one furrow states", aggravated by the long lasting drought of the last few years.

The flower growing in Bolivia has been established as an activity intense in the use of labor and capital.

2.- The training at different levels, through courses and seminars dictated by experts, consultants; trips, local help and scholarships, has had good results, particularly in the areas of production and administration. We had the opportunity to talk to some producers, from a small one in Punata, to one of the most sophisticated ones, noticing that they use technical language with confidence as evidence of an adequate formation in their field.

3.- The administrative and institutional training, combined with the provision of equipment, has also been effective.

4.- Another positive aspect is the creation of new jobs, absorbing labor in all the activities related to flower growing, being outstanding the participation of women. In addition, other activities of service to the production of flowers are also generated, such as: manufacture of packing for transport, printing of labels, transport, gathering and marketing of the flower production, etc.

Among the negative aspects, we can mention the following:

1.- The institutional strengthening of the PAO ASOBOFLOR has not been a reality, on the date of the evaluation it had lost its identity, and its activities were limited to try to find a solution to the financial problems of six of its members.

SERVIFLOR is an institution without the necessary experience in the field of marketing which added to the limited personnel of the company, the almost nonexistence of demand of services, the close to null income and the budget prepared out of the air, presents a very deteriorated image.

2.- The marketing service has been poorly conceived and poorly put into practice. From the analysis of the documents, it is noted that as the Project went on, it was taken for granted that the marketing was easy, perhaps automatic, there was no consciousness that to produce is one thing and to sell is another entirely different.

In concept, a reasonable marketing program has three stages:

a) Study and/or analysis of the market.

To determine the size and volume, and its future growth, (present and potential market) and the location of the market, (local, regional, export, continental, etc.).

Evaluation of the competition, to identify who and how many are serving the market which interests us, their organization, distribution systems, terms of sale (credit, cash, consignments, etc.).

Distribution channels, brokers, wholesalers, chains, retailers, etc.

Peak and low demand. Time to negotiate, sale and delivery of products. Profile of the products on demand, size, shape, variety, etc. Prices at different levels or scales of the distribution chain.

Requirements to export, sanitary, packing, labeling, etc.

The Technical, Economic and Financial Feasibility study, to create a Company to market the Products of and Service the Flower Growing Industry, which was prepared by RONCO in October of 1989, contains a market study, Annex I, which could have served as the basis to up-date and prepare the analyses and to complete the necessary elements for a detailed study of the market to guide the future of the business.

b) Production

The following points were decided upon, based on the results of the market study: location, capacity, presentation, varieties, etc. regarding production, cultivation, storage center and/or processing for delivery or shipping.

c) Marketing or Commercialization Plan

This is one of the most delicate areas to handle since the value of the crop to be harvested depends on the investment and efforts made on the production of a good or a service.

A marketing plan generally contains the following elements:

- Budget of sales and expenses, amount of pretented sales and at what level of investment.
- Distribution strategy, to use brokers, wholesalers, retailers, etc., or to organize and use a self distribution channel. How much of an investment does this last option require.
- Coverage, the portion of the market which is intended to be covered, local, regional, continental, etc.
- Price levels, per volume, per variety, per season, etc.
- Promotion and advertisement program, mediums to be used, personal sales, mass media, brochures, telephone messages, etc.
- Timetable of activities, set dates and responsibilities for promotion seasons, sale and delivery of merchandise.
- Evaluation of results. Were the sales goals met in the conditions that were planned? Have the economic results been as expected? Were there any mistakes to be corrected in the future?

These plans are dynamic and flexible, subject to adjustments pending on changing market conditions or pressures and on the competition.

The marketing plans can be prepared annually, but the most important ones for each season, to satisfy the peaks in the demand and to regain or increase the market participation.

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The documents that were reviewed did not reveal any plan to market or commercialize the products handled by ASOBOFLOR/SERVIFLOR. Except for the previously mentioned, 1989 market study, according to which, the United States imported in 1985: \$us. 164.000.000.- from Colombia, \$us. 55.000.000.- from Holland, \$us. 5.000.000.0 from Peru, \$us. 4.000.000.- from Mexico, \$us. 2.000.000.- from Costa Rica. These amounts show the importance of the United States market.

3.- Inadequate focus of the duties of the original PAO, ASOBOFLOR.

A hybrid organization with conflictive duties, trade versus administration, production versus sales, was being structured. It has created confusion and caused frequent changes of priorities to disadvantage of the efficient development of the Project. The creation of SERVIFLOR as a marketing entity has not solved the problem either.

4.- The definition of goals and purposes of the Project, has been interpreted in different ways:

Some understood that the purpose of institutional strengthening (focus on the trade) was above the goal of obtaining a better income (focus on the company), others that the purpose is the way to reach the goal of obtaining a better income for the producers. Said goal will be reached through an adequate marketing of existing volumes, but nor through a trade association which has duties of support to reach the goal.

5.- Financial problem

The financial situation of producers who are late in their payments without the possibility of bringing them up to date, combined with the feeling that they were forced into these obligations, has created a negative image of ASOBOFLOR and SERVIFLOR.

6.- Producers' attitude

- Lack of solidary participation, colaboration and coordination of all flower producers, to strengthen their sector, their trade organization and their administrative organization, ASOBOFLOR and SERVIFLOR respectively.

- Disloyal commercialization practices, such as: lowering of the previously agreed upon prices, surreptitious deliveries, and in general, little or no respect for commercial ethics.

- Low technical level of production, post harvest and commecialization. Obsolete and low demand varieties are still being produced.

**V. RECOMMENDATIONS**

1.- The PL-480 must abandon the commercialization. To sell SERVIFLOR to one of the five commercializers who, as we have been informed, are working in the area. No matter what, the buyer must be a company with experience in marketing flowers, firm contacts in the export markets, solid economy, preferably a producer.

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2.- Reinforce ASOBOFLOR, clearly defining its trade duties such as, lobbying, training, technical service, handling of soils and plants, contacts and coordination with other projects and programs of research and improvement of flower growing, etc.

3.- Obtain financing from a fund which will generate sufficient income to cover the operations budget of ASOBOFLOR.

4.- Future activities must have the participation of marketing experts, not only in commercialization, but particularly in commercial investment projects which require managerial focus.

5.- One thing to look for is the participation or coordination with other projects of USAID/B, of other ONG's and of other government institutions, such as: CORDEP (Alternative Development Project, Cochabamba - USAID/B) which, has the same goals as the PAO, for the farmers of Valle Alto in Cochabamba. CARANA Promotion of Exports and Investments Project, would be the indicted to cooperate with the commercializers of flowers, they have acquired experience on this field in Costa Rica. Use the resources of institutions such as INPEX, Chamber of Exporters, Commercial Attache's and Consuls, etc..

6.- Extend activities to the creation of small industries, such as flower export box factories, label printing shops, etc., as permanent work sources to keep the youngsters in particular in their places of origin and stop the exodus to the coca growing areas.

7.- ASOBOFLOR could eventually install and manage an experimental farm on a surface no smaller than three hectares to finance itself

with the production and sale of new or improved varieties. It could also serve as a Training and Demonstration Center.

8.- Look for a mechanism to establish pilot centers of research and technology transfer, to consolidate the region as a flower producing zone, providing at the same time new production options with a relative profitability level, particularly for the owners of small lots where the annual crops do not provide a reasonable income, avoiding this way the migration of the villagers to other areas which offer different work alternatives which are much more profitable.

**ANNEX III**

**EVALUATED ORGANIZATION : FEDEAGRO**

## I. INTRODUCTION

The Federation of Agricultural Producers of the Hernando Siles, Luis Calvo and Tomina Provinces, Chuquisaca, FEDEAGRO, has as its main objective, the real and effective solidarity among its associations, allowing for the optimum benefit from training, production, commercialization and other activities, and improving the living conditions for the associated agricultural producer.

The PAO Project's assistance to this Federation began in 1990, before the Federation was such. Prior to that, the producers had tried to group together the activities of the associations, creating the Association Centers, one for the Hernando Siles Province and one for the Luis Calvo Province.

In fact, the Project's first activity was to combine the efforts of a series of Associations and Organized Groups of Producers from different areas in the mentioned one, into a Federation, to obtain common objectives. This way, with the creation of FEDEAGRO on August of 1990, the first step was taken towards the fulfillment of one of the main objectives of the Project, the strengthening of Private Agricultural Organizations.

As of that moment the Project began to assist the Federation to strengthen it as an institution so it could provide efficient services which will make it possible, to reach the objectives of the Project and obtain a better level of income for the producers.

The evaluation of FEDEAGRO pretends to provide the necessary elements to visualize the results of the experience obtained by the Project in the assistance given to an institution which contrary to the other PAO's, that were evaluated to see if they met the necessary conditions and requirements to be beneficiaries of the Project, was particularly designed and created for this purpose.

Although the Federation is a relatively new organization and the period of assistance given by the Project relatively short, we believe that the results to be obtained from the participation of the Project, will greatly contribute to the global evaluation of the PAO Project.

## II. EVALUATION METHODOLOGY

In order to gather the information which would allow an evaluation, the following methodology was used:

- Detailed analysis of the Project's goals and objectives
- Detailed analysis of FEDEAGRO's goals and objectives
- Revision of the Project's documents
- Analysis of FEDEAGRO's documents
- Field visits
- Personal interviews

A detail of documents which were analyzed and of the personal interviews is included in ANNEX IV.

### III. PROJECT ACCOMPLISHMENT

The results of the evaluation of FEDEAGRO, are exposed according to the order established in scope of work which instructs that the information requested must answer a series of questions to respond a main question which is of interest to USAID/BOLIVIA.

#### MAIN QUESTION

Did the Private Agricultural Producer Organizations project accomplish the purpose and objectives stated above and reflected in Amendment N° 6?

#### "C. Reviewed Objectives and Purposes of the Project

. To increase income on farms and ranches through increased yields, expanded production and increased marketable surpluses, including exports.

. To strengthen and expand the capacity of private agricultural producer organizations to provide services and increased incomes to members.

. To strengthen the administrative, financial, technical and marketing capacities of the producer associations"<sup>1</sup>

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<sup>1</sup> Annex 1 Reviewed Description of the Project, of Amendment N° 6 GRANT AGREEMENT BETWEEN THE REPUBLIC OF BOLIVIA AND THE UNITED STATES OF AMERICA, PRIVATE AGRICULTURAL ORGANIZATIONS PROJECT.

**QUESTIONS**

*1.- Is there a demand among private Agricultural Producer Organizations members for the goods and/or services the project is seeking to improve? To what extent is the development of such goods or services demand driven?*

As an organization of recent formation, this Federation and the Associations which are part of it, required for their development and strengthening, all of the services and products that the Project could offer.

With very good criteria, the Project selected the most important and most strategic areas to provide its support and assistance. It made a great effort to establish an information system and a commercialization service for agricultural products which would allow, in the short run, to show the producers, tangible results, to be able to demonstrate that, through FEDEAGRO, the Project was trying to benefit the members of the Federation.

The service given by the Federation supplying inputs, allows the producer to have a variety of materials at the right time and at convenient prices. Up to this moment, lower prices have been obtained for inputs in the zone, not only in the products sold by the Federations, but the competition has also lowered them, however they can still be lowered through contacts which were made with important input supplying firms.

The interest in the part of the producers to receive training and technical assistance, was also developed by the Project, with the selection of practical courses which allow the rapid application, by the producer, of the techniques taught.

The results were very good and the producer's necessity to receive technical assistance and training, increased.

Regarding the administrative management of FEDEAGRO, the Project contributed with the design and implementation of computerized systems of accounting, inventory control, members' register. Very interesting courses have been offered on farm management and the Peace Corps has been requested to train the producers to keep farm registers. There are at least five volunteers, one of which is assigned to FEDEAGRO.

The Project has also contributed to maintain and finance the executive and technical personnel of the Federation.

Up to the moment, the chief support of the Federation is the Adviser assigned to FEDEAGRO by the PAO Project, the professionalism, the capacity and the dedication of this professional, added to the desires and efforts of the directors has made it possible for the Federation to have in a short time a very important and coordinated development in its growing stage, making FEDEAGRO, which was in a very incipient state of development, an already structured organization.

According to what was expressed by the same producers that were interviewed, FEDEAGRO is a recently born organization and the "Papa", the PAO Project, should not abandon its son due to a lack of experience and of resources. The base of the Federation has still to be consolidated, particularly those association which were abandoned in 1992 and where no action was taken for their strengthening, their institutional, accounting, financial management, etc.

In summary, FEDEAGRO still has to change from a structured organization to a mature and self sufficient Institution.

*2.- Did the project introduce and explain the Private Agricultural Producer Organizations project to the beneficiaries in a way that ensured that the client has a clear understanding of what the Private Agricultural Producer Organizations can offer and what is required on the part of these organizations memberships? Were the appropriate channels in place at the critical phases of project design and implementation?*

In the specific case of FEDEAGRO, the Project did not require to be introduced to the organization. In this case the organization was created so it could be introduced to the Project.

However, a different type of work was required, introduce the Project and make it known among the different Institutions that work in the area. Institutions such as CORDECH, CARE and OIT, had an important participation and gave the PAO Project their effective support in organizing the Federation, to group together the Producer's Associations, many of which have been formed to be able to receive the credit or loans granted by said entities.

During its first working stage, the Federation, stayed too close to the PAO Project and did not look for other options of financing and technical assistance. Currently, the necessary contacts have been established to receive support from the Dutch Cooperation and from the Government of Saxony, for institutional development and technical assistance in commercialization and production.

It was also FEDEAGRO's error not to have contacted the Institutions which originally cooperated in its organizations such as CARE, CARITAS and OIT.

*3.- Was the project able to implement the organizational Development Strategy (ODS) plan initially formulated for these organizations?*

In the 1991 - 1992 Work Program for FEDEAGRO, three fundamental areas to which the Project would give assistance were rightfully identified.

a) Financial strengthening, by giving advise for the execution of its investment program.

To generate and put into effect the information service for the commercialization of agricultural products was one of the columns of the Project, it allowed on one hand, to integrate the Associations which formed part of the Federation, and the other, this service, which consists of a radio network that connects FEDEAGRO with the Associations and with the most important markets, made it possible for the producers of this region, which has precarious roads and insufficient communication means; to be able to surpass one of the main difficulties in the commercialization, the lack of knowledge of demand and prices for their products in the main markets.

The price and market information system, has not only resulted in a significant increase in the income of the producers because of the increase in the price they receive when selling their main product, corn, but it has also contributed to an increase in the cultivated area.

On the other hand, the corn commercialization service offered by FEDEAGRO to its associates, which is offered in three different ways, as intermediary, on a commission and as a buyer, has been of benefit for the producers as well as for the Federation itself which this way has a source of income to cover part of its operational expenses.

In the hog commercialization service, the Federation is working with the most remote associations under the intermediary system, because those Associations are not familiar with the market. The bigger ones commercialize the hogs on their own, using the current market price system, but not FEDEAGRO's commercialization system.

b) Organizational Development of the Federation technical assistance and institutional organization and performance.

The training scheduled and offered at the level of Directive and Organization as well as the courses at the level of technicians and Producers, have been a very valuable contribution of the Project for the development of the Federation and the updating of the technicians and producers in the region. Nevertheless, in the field interviews, we felt that the training given to the producers has increased the demand for training and technical assistance. The producer has proved that through training he can increase productivity and reduce costs and to provide the conditions under which to produce.

In this sense, FEDEAGRO, has reproduced the courses dictated by the experts who were contracted by PAO and given them in various geographical zones, with particular success, the course on pests and pest control.

c) Development of the sector and of the producers, through technical assistance, training and special course.

In relation to this area, the importance of the development reached is not as much in what was done to improve the production itself, but in the fact that the producer in this region was made conscious of the need of a more technical handling of his crops.

Among the farmers, there is also the desire to produce seed stock, because they had some bad experiences with the certified seeds they used, FEDEAGRO could face a certified seed production program starting with basic seed, and with the help of local producers.

All these aspects lead to the conclusion that FEDEAGRO needs more technical personnel to cover the demand made by the producers of more assistance and technical training.

In reference to special studies regarding corn gathering, processing, storage and conservation, and to the possibility of implementing a battery of silos in Monteagudo, only a profile was made of the project to commercialize corn with an infrastructure of silos, this project is of great importance to the Federation and the technical and economic feasibility of putting it into practice should be analyzed.

#### *4.- What progress have the Private Agricultural Producer Organizations made in achievement its organizational?*

As it was previously mentioned. FEDEAGRO can be classified as an structured organization which still is not mature and self sufficient enough to reach its goals as an organization without the assistance of the Project.

The advances made up to now are very important, because in the first place it was possible to organize all different Producer's Associations under one Federation to reach objectives which are common to all of them. In second place, the services which are most frequently requested by the member associations, were organized efficiently. Finally, it has received the credibility and representation at local level and which is required, to attract new members and to be considered as an organization potentially eligible, together with other International Organizations as the beneficiary of new projects, which will help in its consolidation process.

*5.- In what ways has the project's long-term and short-term technical assistance nurtured the development of the organizations' activities that are contributing to achievement of the project's purpose and goal?*

The technical assistance given to FEDEAGRO in the design and implantation of the price information system and market for farm products, helps increase the income of producers improving the prices which the producer receives and increasing cultivated areas as a result of better prices. At the same time, this assistance directly strengthens the marketing capacity of the Federation and indirectly the financial capacity of the Institution because of the income received for rendering its services.

Through the training and technical assistance offered to directors, executives, and technicians at FEDEAGRO, the Project was able to strengthen and extend the organization's capacity to provide services and to increase the income of its associates.

Through technical assistance and training directly given to producers they were able to improve production levels, and decrease production cost for their crops.

*6.- Has the project used small grant and credit programs in working with the Private Agricultural Producer Organizations? What has been the experience of making this resource available?*

FEDEAGRO has received as a donation from the Project, a vehicle, office equipment and radio equipment.

The furnishing of the office with the corresponding technical assistance has made it possible to put into effect administrative systems of bookkeeping, the register of the producers and a system of control of inventories in the Federation.

The radio equipment received made it possible to put into action the price information system and market for farm prices. On this subject, it is important to underline the efficiency of the Project in the application of resources, which was able to increase in a significant manner the income of producers at a relatively low cost for the Project.

Regarding the donated vehicle, the station wagon received by FEDEAGRO resulted to be too elegant for the needs of the Federation, maybe because of the obligation to buy from the United States the goods assigned to the Project. Vehicles more adequate to the work requirements of the Federation, could have been bought with the same resources. This error has been rectified with the Project's authorization to sell the station wagon and buy another vehicle or vehicles.

In 1992, FEDEAGRO received a loan from PL-480 via the UCP (Project Coordination Unit) for \$us 108.000, for the acquisition of corn and its posterior commercialization. The idea was to take advantage of the season prices for this product in the national market. This concept is right, however, unexpected situations arose, such as massive corn imports and the national wheat production of bad quality which was purchased by the animal food industry to replace corn, this caused an unexpected behavior in the price of this grain, reason for which the Federation decided not to commercialize the product and to wait for better prices. We consider that this temporary situation will not have an effect on a long term program and that the mechanism of support should be continued and that it will be of benefit for the producers as well as for the Institution.

*7.- More generally, have project resources been adequate to implement the Organizational Development Strategy (ODS) plan or to respond to windows of opportunity? Has the project been sufficiently flexible to respond to windows of opportunity not foreseen in the original project design?*

In general, it can be stated that the resources assigned for FEDEAGRO were properly applied based on the entity's development plan. However, the PAO Project decided to work with the area in the second phase of the execution, in practice everything was to be done, from its own internal organization,, (Constitution, structure, statutes, hiring of personnel, etc.), the relationship with its own associations, with other producer's organizations, with local entities and with other cooperating institutions; besides developing its own specific objectives.

In this sense, it is considered that in the short time that FEDEAGRO has been active, the resources were properly distributed giving priority to those which required the most attention, not entering in the stage of diversification of crops, soil management, specific export project, creation of marketing companies, although the corn gathering performed could be the embryo for the formation of a company of that nature.

If an assistance program that tends to consolidate the efforts made, is not continued, the investment which has already been made, would be in danger of being lost.

*8.- Have the criteria used in selecting this Private Agricultural Producer Organizations proven useful predictors of the Private Agricultural Producer Organizations's ability to productively utilize the resources that the project is able to provide?*

The criteria of selection introduced with Amendment N° 6 of the Project were mainly contemplated in the selection of FEDEAGRO. As a matter of fact, it would not have been possible to apply the originally defined criteria for the selection of the PAO's beneficiaries of the Project, since it did not even meet the minimum requirements needed to satisfy the criteria for it to be included.

The new criteria of selection mentioned in Amendment N° 6 are:

a) That the organization would be a producers' association or a cooperative.

On this matter, the criteria of selection was not interpreted literally, the reason is very simple:

There was not a producers' association in the region with enough representation for the Project to be able to reach its goals and objectives, there were however, many dispersed associations and groups of producers, who had the some activities and the same objectives, but were not able to work together.

It was necessary then, for the Project to help these groups organize a Federation which would represent most of the producer's groups and associations, in order to be able to consider it as a beneficiary organization.

b) That it be an active producer in a particular field, with a defined commercial potential, whether it be for the internal or the international market.

The selected region has good natural resources and is an active producer in two fields mainly: corn and hogs, both of which have a defined commercial potential in the internal market, and with the possibility for corn to penetrate the foreign market.

c) That it be located in a strategic region, with access to transport and other infrastructure, which would facilitate production and commercialization.

At present, the communication means and the basic services are deficient in this region, this is in part an obstacle, but does not hinder the development of production nor the commercialization

of the products. On the other hand, there are many institutions and integral development projects, that are working in the area to improve these services.

*9.- Has the project's experience with Private Agricultural Producer Organizations provide a track record that signals a model for duplication?*

The experience with FEDEAGRO, based on the results related to direct benefits for the producers, with minimum investment and the short time in which the activities took place, leads us to think that it is a model feasible to be repeated in other areas.

We consider however that some basic criteria must be established to have a similar experience:

- The zone must have appropriate conditions to produce at least one commercial crop whether it be for the domestic or for the foreign market.
- The producers must feel the need to group together or to associate into a relatively representative group, that would allow them to obtain favorable conditions to negotiate prices for their products and production inputs.
- The experience with FEDEAGRO shows at the same time, that to have an organization which has complied with all legal requirements for its constitution, is not a necessary condition, these details can be worked out later on, since in many cases, the peasants do not have the economic or technical resources to do it.

- Any experience similar to the one with FEDEAGRO, must consider that the assistance given must tend to be discontinued once the mechanisms have been created for the self sustainment of the entity. It should not be assumed that the contributions made by the peasants who are associated will support the organization, because of the low level of income they have, the smallest contribution is significant to them. Therefore, the creation of other sources of income must be considered to support the organization, which can generally be obtained providing services.

*10.- Was the project's data collection, analysis and reporting system adequate to monitor project's progress towards its purpose? Were impact indicators identified? If not, what indicators could have been identified to better determine project success? What impact can be determined result from project interventions?*

On this point, it is necessary to pinpoint the impact indicators which were identified in order to measure the success of the Project, they were designed for the PAO's that were already active when they were selected as beneficiaries of the Project. FEDEAGRO is the only exception, and due to the importance it has as a new experience in the assistance given by the Project, more appropriate impact indicators had to be identified to measure the success of the Project.

In effect, the increase in the number of members is not a relevant fact in the structuring of a company, it is during this stage when the efforts of the members are most required though. Some of them who are not ready to give without receiving a lot in return, leave the organization.

Another aspect to consider is that the organization does not count yet with the necessary resources to establish contact with the members nor to carry out a campaign to recruit new associates.

As far as measuring the capacity of self management, although the Federation has obtained valuable results in a short time which is the increase, in favor of the producer, in the price of corn, these benefits are not passed on to the income of the organization at the same rate, and since the rendering of services was just being started, there are no figures against which to compare to decide if the Project's contribution was valuable or not.

In general, almost all of the quantitative figures which were considered as impact indicators, did not have previous comparative figures that could show a change of behavior in the indicator, positive or negative, as a result of the Project's participation.

To establish institutional development impact indicators in newly created entities, it is recommended to add some qualitative ones, as for example:

- . Evolution of directive capacity, trying to measure the level of leadership reached by the directors of the Institution as it develops.

- . Evolution of executive capacity, particularly in the General Manager's Office as a result of the technical assistance and training provided by the Project.

- . Evolution of technical capacity, of personnel in charge of providing services directly to the members that form the organization.

. Evolution of administrative capacity, measured by the level of dependance that the Institution has with the Project, in the handling of administrative, accounting and other systems which were developed.

. Evolution of planning capacity, follow up and control of its own activities.

. Evolution of members' capacity in the process of taking decisions.

. Evolution of capacity to transmit the Institution's image to its associates and to other regional, departmental and national organizations.

Likewise, for the indicators which measure the producer's sectorial development impact, it is recommended to include some qualitative ones:

. Improvement of the practices used by producers members of the organization, who have received technical assistance and training in conservation and recuperation of soils, to adopt and put into effect the technical recommendations given.

. Degree of adoption of technology transferred through courses and direct or indirect technical assistance, such as the use of better quality seeds, rational handling of agro chemicals, etc.

The incorporation of this type of indicators will make possible to evaluate or determine if the increase in the productivity of an agricultural campaign is due only to climate elements or to the adoption of new crop techniques.

#### IV. CONCLUSIONS

This chapter will answer the last part of question N° 10:

*What impact can be determined result from project interventions?*

The impact could be measured through an analysis of the degree to which the objectives and goals exposed in Amendment N° 6, were reached through FEDEAGRO:

1.- Increase the income of agricultural farms and ranches through an increase in their yield, the expansion of their production and an increase in their marketable surpluses including exports.

In reality, there are no reliable statistical facts to assure that there has been a substantial increase in the yield, of production areas and of marketable surpluses. What can be assure is that the income of the producers has increased via price of the products, the information system and the commercialization system put into effect in FEDEAGRO.

What can also be stated is that by obtaining this first result, the producers are willing to increase the cultivated areas and that because of training courses and technical assistance which they have received, and which has demonstrated that they can obtain greater yields and reduce their production costs, there is an increasing demand for these services.

2.- Strengthen and extend the capacity of private agricultural producers' organizations to provide services and to increase the income of their associates.

This point is where the Project has obtained more advancement, it has created a new organization, it has strengthen it institutionally and it has made of it an Institution which is able to provide services to its members, in what has to do with the supplying of inputs, training, technical assistance, as well as the marketing of their farm products, and through these services increase the income of its associates.

3.- Strengthen the administrative, financial, technical and commercialization capacity of producers' associations.

The Project has totally structured and strengthened FEDEAGRO in its administrative capacity, putting into effect, accounting, inventory control and other computerized systems.

Regarding the strengthening of the capacity to commercialize, it has obtained important results in spite of the short time that FEDEAGRO has been working. With the implementation of a market price information system, the producers as well as the Federation have been able to substantially advance in their capacity to negotiate prices and to identify markets.

With the participation of FEDEAGRO, new channels have been opened to commercialize the farm products that benefit the whole region.

Something that the Project was not able to do is to strengthen FEDEAGRO's financial capacity.

However, what was obtained at institutional level, has made it possible to consider this organization as potentially eligible to execute the projects of other organizations that want to work in the agricultural development of the region.

## V. RECOMMENDATIONS

As it can be appreciated through the evaluated points, FEDEAGRO is at a degree of development, maturity and self support which make it possible to assure that all efforts made for the Project will still be of advantage if the assistance given to this PAO, is discontinued suddenly. Therefore, it is recommended to continue supporting FEDEAGRO for at least one more year.

During this period the following areas should be supported as a priority:

- . Furtherance of FEDEAGRO

- . Training and formation of leaders to strengthen the negotiating capacity of FEDEAGRO's directors with the producers and the associations which form part of it, as well as with other producers, cooperation, and government institutions.

- . Training at managerial, technical and administrative level, applied to the requirements of the activities to be carried out by the Federation.

. Training and technical assistance program geared to strengthen the base of the association.

. Provide the most distant associations with radio equipment to have an optimum market price information system.

. Propose the diversification of crops

. Training in rational soil management and protection to avoid erosion which could cause changes in the ecosystem of the region, mostly due to the irrational clearing which is practiced on hillsides in order to obtain cleared areas for annual crops.

. Evaluation of the technical and economic feasibility to install a plant to treat and preserve grains in Monteagudo.

. Commercialization of corn and other agricultural products, in volumes limited to its administrative capacity, not trying to monopolize the market nor to eliminate the middleman, but to serve as a price regulator.

**ANNEX IV**

**DOCUMENTS REVIEWED**

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# PAO PROJECT FINAL EVALUATION

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- 1.- Documento del Proyecto Organizaciones Agrícolas Privadas. Enmienda N° 1. Agosto 1990.
- 2.- Enmienda N° 6 Convenio de Donación Proyecto Organizaciones Agrícolas Privadas. Agosto 1990.
- 3.- Criterios de selección de OAPs beneficiarias del Proyecto.
- 4.- Diagnóstico y Estrategia de Desarrollo de ANAPO. Enero 1988.
- 5.- Convenio de Asistencia y Fortalecimiento Institucional entre el Proyecto OAP y ANAPO. Noviembre 1988.
- 6.- Diagnóstico y Estrategia de Desarrollo de ASOBOFLOR. Enero 1988.
- 7.- Estudio de Factibilidad Técnica Económica y Financiera. Empresa de Comercialización y Servicios a la Floricultura. Octubre 1989.
- 8.- Propuestas de políticas y mecanismos para ampliar el área soyera en el Departamento de Santa Cruz. W. Nuñez ANAPO 1989.
- 9.- Plan para el desarrollo de la producción de trigo en el Departamento de Santa Cruz. J. G. Justiniano, J. Muñoz Reyes, J. Velasco. ANAPO 1990.
- 10.- Diagnóstico y expansión del cultivo del girasol en el Departamento de Santa Cruz. H. Ordoñez, R. Coll y C. Ferrari. ANAPO 1990.
- 11.- Evaluación "Private Agricultural Producer Organization Project" USAID/Bolivia. Gordon Appleby, J Philip Eason. Abril 1990.
- 12.- Programa de trabajo de ANAPO. 1991/1992. Marzo 1991.

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# PAO PROJECT FINAL EVALUATION

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- 13.- Programa de trabajo de ASOBOFLOR. 1991/1992. Marzo 1991.
- 14.- Programa de trabajo de FEDEAGRO. 1991/1992. Marzo 1991.
- 15.- Memoria 1990. ANAPO, Marzo 1991.
- 16.- Análisis de las operaciones realizadas hasta el 31 de Diciembre de 1990 por SERVIFLOR. VERNA, Auditores Asociados. Abril 1991.
- 17.- Estatutos de FEDEAGRO.
- 18.- Reglamento Interno de FEDEAGRO. Abril 1991.
- 19.- Informe final primera fase del programa de afiliación. B. de Kreidler. ANAPO Mayo 1991.
- 20.- Informe de las campañas 1990/1991. Cultivo de soya. ANAPO, 1991.
- 21.- Informe de las campañas 1990 y 1991. Cultivo de trigo. ANAPO, 1991.
- 22.- Informe de la campaña 1991. Cultivo de girasol. ANAPO, 1991.
- 23.- Indicadores para la medición del impacto del Proyecto OAP sobre instituciones beneficiarias. RONCO.
- 24.- Programa de trabajo 1992. FEDEAGRO. Diciembre 1991.
- 25.- PLAREG, Plan integral de desarrollo subregión IV Provincia Hernando Siles, primera fase (1992/1996). CORDECH. Diciembre 1991.

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PAO PROJECT FINAL EVALUATION

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- 26.- Plan Quinquenal para la producción de girasol en el Departamento de Santa Cruz 1992/1996. A.Kreidler, J. Muñoz Reyes, E. Rivera. ANAPO. Enero 1992.
- 27.- Informe final segunda fase del programa de afiliación. B. de Kreidler. ANAPO. Enero 1992.
- 28.- Reestructuración de SERVIFLOR. Programa de trabajo. Febrero 1992.
- 29.- Informe San Valentín 1992. SERVIFLOR. Febrero 1992.
- 30.- Memoria de la Cámara Agropecuaria del Oriente 1991/1992. CAO. Junio 1992.
- 31.- Exposición de ANAPO para la reunión del Proyecto OAP. Setiembre 1992.
- 32.- Informe sobre resultados de la reunión del Consejo Técnico Ampliado. 17/18 de Setiembre 1991.
- 33.- Evaluación de impacto para ANAPO período 1987/1991. Diego Montenegro. Octubre 1992.
- 34.- Evaluación de impacto para FEDEAGRO período 1990/1991. Diego Montenegro. Octubre 1992.
- 35.- Costos de producción de ají, frejol, maíz duro, maní en las provincias Luis Calvo y Hernando Siles. FEDEAGRO. Noviembre 1992.
- 36.- Programa de trabajo 1993. FEDEAGRO. Noviembre 1992.
- 37.- Información sobre el área de influencia de FEDEAGRO. G.Salame. Noviembre 1992.

- 38.- Reporte final del Proyecto OAP.RONCO.Noviembre 1992.
- 39.- Plan de trabajo y presupuesto del Departamento Técnico de ANAPO gestión 1993. ANAPO. Diciembre 1992.
- 40.- Informe - Trigo 1992. ANAPO. Diciembre 1992.

**ANNEX V**

**PERSONS CONTACTED AND ORGANIZATIONS VISITED**

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PAO PROJECT FINAL EVALUATION

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**PERSONS CONTACTED**

Jorge Calvo C.	Project Manager, Agricultural and Rural Development USAID/Bolivia.
Gastón Martinic R.	Director UCP/ MACA.
Marcelo Miranda	Economist RONCO.
Diego Montenegro	Economist UCP/ MACA.
Carlos Hinojosa	President, ASOBOFLOR.
Alicia Vargas de Asín	Vice President, ASOBOFLOR.
Eric Ponce	General Manager ASOBOFLOR.
Juan Dibos	Flower Grower.
Vitaliano Gonzáles	Flower Grower.
Gonzalo Saavedra	Flower Grower and Exporter.
Gonzalo Humérez	General Manager, SERVIFLOR.
Juana Pozo	Accountant, CIS Punata.
Gonzalo Díez de Medina	General Manager, Flor de Empresa.
Carlos Tadic	Copartner, Flor de Empresa.
Carlos Vargas	Technical Manager, Flores Samay huasy.
Camilo Molina	Marketing Manager, Flores Samay huasy.
Ricardo Frerking	President, ANAPO.
Carlos Rojas	Director, ANAPO.
Guillermo Ribera	General Manager, ANAPO.
Eduardo Nostas	Technical Manager, ANAPO.

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PAO PROJECT FINAL EVALUATION

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Rolando Zavala	Seed Manager, ANAPO.
Herman Salvatierra	Project Manager, ANAPO.
Melgior Baeny	General Manager, COMEX S.A.
Augusto Saravia	President, FEDEAGRO.
Alex Nájera	Director, FEDEAGRO.
Cristina Salazar de Camacho	Director, FEDEAGRO and President of Taperas/Tipucha Association.
Rosendo Rojas	Treasurer, FEDEAGRO.
Humberto García	President, Itapenti Association.
Gonzalo Salame	Project Assessor, FEDEAGRO.

**ORGANIZATIONS VISITED**

Plantel de Vitaliano Gonzáles. Punata - Cochabamba.

Flores MSA. Carcaje - Cochabamba.

Plantel de Alicia Vargas de Asín. Carcaje - Cochabamba.

Flor de Empresa. Tiquipaya - Cochabamba.

Flores Samayhuasi. Colcapirhua - Cochabamba.

Planta de Semillas ANAPO. Santa Cruz.

Asociación Itapenti, Chuquisaca. Associates meeting, 11 out of 12 associates participated.

Asociación Tapera/Tipucha, Associates meeting, 31 associates participated, (22 women y 9 men).

**ANNEX VI**

**SCOPE OF WORK**

ORDER FOR SUPPLIES OR SERVICES

IMPORTANT: Mark all packages and papers with contract and/or order numbers.

1. DATE OF ORDER: November 18, 1992  
 2. CONTRACT NO. (If any):  
 3. ORDER NO.: 511-0000-0-00-3018  
 4. REQUISITION/REFERENCE NO.: PIO/T 511-0589-3-20175  
 5. SHIP TO: (Consignee and address, ZIP Code)  
 Regional Contracting Officer  
 USAID/Bolivia  
 Casilla 4530  
 La Paz, Bolivia  
 SHIP VIA:

6. TO: CONTRACTOR (Name, address and ZIP Code)  
 Mr. Alfonso Kreidler G.  
 Calle Cuellar No. 79  
 Phone (03) 346333  
 Santa Cruz, Bolivia

7. B. TYPE OF ORDER  
 A. PURCHASE -- Reference your Negotiation 11/92  
 Please furnish the following on the terms and conditions specified on both sides of this order and on the attached sheets, if any, including delivery as indicated. This purchase is negotiated under authority of FAR 13.106  
 B. DELIVERY -- Except for billing instructions on the reverse, this delivery order is subject to instructions contained on this side only of this form and is issued subject to the terms and conditions of the above-numbered contract.

FUNDS AVAILABLE  
 20 NOV 1992

8. ACCOUNTING AND APPROPRIATION DATA  
 72-1121021  
 LDNA-92-25511-KG 13 PO 05893018  
 PIO/T 511-0589-3-20175 E920208

9. 10. REQUISITIONING OFFICE  
 11. BUSINESS CLASSIFICATION (Check appropriate box(es))  
 SMALL  OTHER THAN SMALL  DIS-ADVANTAGED  WOMEN-OWNED

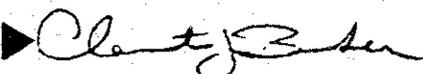
12. F.O.B. POINT  
 13. PLACE OF INSPECTION AND ACCEPTANCE  
 14. GOVERNMENT B/L NO.  
 15. DELIVER TO F.O.B. POINT ON OR BEFORE (Date)  
 16. DISCOUNT TERMS

17. SCHEDULE (See reverse for Rejections)

ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
	<p>For the fixed ceiling price mentioned in item 17(i), the contractor shall provide the services and reports described below.</p> <p><b>A. BACKGROUND</b></p> <p>In 1986, USAID/Bolivia signed a \$US. 4.2 million grant agreement, which, after three years of implementation, was extended to two additional years and \$US. 7.2 million, with the Government of Bolivia providing technical assistance, training, credit and organizational support to assist selected private agricultural producer organization members to increase income and marketable surpluses from their farms and ranches.</p> <p>The goal and objectives of the Private Agricultural Producer Organizations (PAO) Project are similar to many transfer efforts, through the adoption of improved technologies and practices, to:</p>					

18. SHIPPING POINT  
 19. GROSS SHIPPING WEIGHT  
 20. INVOICE NO.  
 17(H). TOT. (Cont. pages)  
 17(I). GRAND TOTAL

21. MAIL INVOICE TO: (Include ZIP Code)  
 Controller's Office, USAID/Bolivia

22. UNITED STATES OF AMERICA BY (Signature)   
 23. NAME (Typed) Clement J. Bucher  
 TITLE: CONTRACTING/ORDERING OFFICER

IMPORTANT: Mark all packages and papers with contract and/or order numbers.

DATE OF ORDER November 18, 1992	CONTRACT NO. 511-0000-0-00-3018	ORDER NO. PIO/T 511-0598-3-20175
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ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
	<ul style="list-style-type: none"> <li>- increase agricultural production, thereby increasing Bolivian farmers and ranchers incomes through increased yields,</li> <li>- expand production,</li> <li>- increase marketable surpluses, including exports.</li> </ul> <p>The Private Agricultural Producer Organizations (PAO) project is also intended to strengthen and expand the capacity of private agricultural producer organizations to provide technology transfer services to their members. An assessment of the effectiveness of such services is therefore basic to this evaluation. To accomplish the Project purpose, the following strategy was implemented:</p> <ol style="list-style-type: none"> <li>1. Definition of the most appropriate roles for the provision of agricultural development services for public institutions, private firms and Private Agricultural Producer Organizations (PAO)s, and encourage them to assume such roles (to facilitate contributions by each, which will be more efficient, less conflicting and more complete in covering producer needs),</li> <li>2. Contract local consulting/technical assistance firms and use effective communication processes to help resolve Private Agricultural Producer Organizations (PAO) organizational and member problems and stimulate the growth of these firms to improve private consulting firm/Private Agricultural Producer Organizations (PAO) interaction and in the long run, post project benefits,</li> <li>3. Improve the capacity of Private Agricultural Producer Organizations (PAO)s to market on their own behalf (e.g., using social marketing skills),</li> <li>4. Increase communication and information exchange between and among the Private Agricultural Producer Organizations (PAO)s and the rest of the agricultural sector,</li> <li>5. Increase the integration between campesino and non-campesino groups through association for their common economic good (to improve the production and marketing of specific crops through economies of scale and coordinated efforts),</li> <li>6. Stimulate and motivate private agricultural firms, such as input supplies and marketing organizations, to improve and increase services to Private Agricultural Producer Organizations (PAO)s, and</li> <li>7. Increase the awareness and use of sound environmental practices through more effective information and communication methods.</li> </ol>					
TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))						

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**ORDER FOR SUPPLIES OR SERVICES  
SCHEDULE - CONTINUATION**

**IMPORTANT:** Mark all packages and papers with contract and/or order numbers.

<b>DATE OF ORDER</b> November 18, 1992	<b>CONTRACT NO.</b> 511-0000-0-00-3018	<b>ORDER NO.</b> PIO/T 511-0589-3-20175
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ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
	<p>At the end of the Project, there should be</p> <ul style="list-style-type: none"> <li>- Increased production and income from Project assisted Private Agricultural Producer Organizations (PAO) members' farms and ranches.</li> <li>- Project assisted Private Agricultural Producer Organizations (PAO) memberships fully supporting the provision of Private Agricultural Producer Organizations (PAO) services through fee payments or production check-offs,</li> <li>- A clearer understanding and implementation of the proper roles of Private Agricultural Producer Organizations (PAO)s, private firms and GOB entities in providing services to producers,</li> <li>- Private Agricultural Producer Organizations (PAO)s with increased influence over policy issues affecting them,</li> <li>- A regular publication of an agricultural organization newsletter, perceived as useful by Private Agricultural Producer Organizations (PAO) leadership,</li> <li>- Increased cooperation and service delivery between private sector agricultural firms and the Private Agricultural Producer Organizations (PAO)s,</li> <li>- Increased demand for, and use of, environmental information, and</li> <li>- Plans formulated and initial implementation actions taken to establish a national agricultural chamber and/or agricultural advisory service which may be built on the project infrastructure and trained Bolivian personnel of the Project Implementation Team to continue to facilitate the growth and improvement on non-subsidized service oriented producer groups after Project close-out.</li> </ul> <p>On april 1990, an evaluation was conducted by Gordon Appleby and J. Philip Eason that pointed out the necessity of changing the project implementation strategy, from one in which the same approach was used for all selected organizations - regional chambers and agricultural organizations- to one focused primarily on long term technical assistance in organizational development to producer associations, as reflected in Amendment No. 6 of the Grant Agreement between the Republic of Bolivia and the United States of America. This change in project strategy, therefore, concentrated efforts on strengthening of first level organizations, with indirect and marginal support to second level organizations, through a</p>					

TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))

IMPORTANT: Mark all packages and papers with contract

DATE OF ORDER CONTRACT ORDER NO.

ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
	<p>combination of institutional strengthening in the administrative and technical areas; and financial strengthening by encouraging the formation of production/marketing enterprises whenever it was convenient and feasible to do so. Additionally, products with high technical and economic potential have been emphasized (flowers, bovines, wheat and maize).</p> <p>The project's technical assistance is being provided through a contract with the Ronco Consulting Corporation.</p> <p><b>B. STATEMENT OF WORK</b></p> <p>1. <u>Purpose</u></p> <p>The purpose of the evaluation is to draw lessons learned from the technology transfer experience of the USAID/Bolivia's Private Agricultural Producer Organizations Project (PAO) Project which has been working with eight Bolivian farmer organizations.</p> <p>2. <u>Scope of Work</u></p> <p>The contractor for the evaluation will deliver three case studies (one per each of three selected farmers organizations) and a main report, the case studies appearing as annexes to the main report. The main report will provide a comparative analysis of the 3 case studies that critically assesses the project's experience in working with these organizations analyzed in depth in the case studies.</p> <p>In particular, the analysis should address one main question of concern to USAID/Bolivia:</p> <p>1 Did the Private Agricultural Producer Organizations (PAO) project accomplish the purpose and objectives stated above and reflected in Amendment No. 6?</p> <p>In carrying out this task, data will be collected to answer a range of empirical questions. The following questions, should be addressed for each case study:</p> <p>1. Is there a <u>demand</u> among private Agricultural Producer Organizations members for the goods and/or services the project is seeking to improve? To what extent is the development of such goods or services demand driven?</p>					

TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))

**ORDER FOR SUPPLIES OR SERVICES  
SCHEDULE - CONTINUATION**

**IMPORTANT:** Mark all packages and papers with contract and/or order numbers.

DATE OF ORDER		CONTRACT NO.		ORDER NO.		
ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
2.	Did the project introduce and explain the Private Agricultural Producer Organizations project to the beneficiaries in a way that ensured that the client has a clear understanding of what the Private Agricultural Producer Organizations project can offer and what is required on the part of these organizations membership? Were the <u>appropriate</u> channels in place at the critical phases of project design and implementation?					
3.	Was the project able to <u>implement</u> the <u>organizational Development Strategy (ODS)</u> plan initially formulated for these organizations?					
4.	What progress have the Private Agricultural Producer Organizations made in achieving its <u>organizational</u> ?					
5.	In what ways has the project's long-term and short-term <u>technical assistance</u> nurtured the development of the organizations' activities that are contributing to achievement of the project's purpose and goal?					
6.	Has the project used small grant and credit programs in working with the Private Agricultural Producer Organizations? What has been the experience of making this resource available?					
7.	More generally, have project resources been adequate to implement the Organizational Development Strategy (ODS) plan or to respond to windows of opportunity? Has the project been sufficiently <u>flexible</u> to respond to <u>windows of opportunity</u> not foreseen in the original project design?					
8.	Have the criteria used in selecting this Private Agricultural Producer Organizations proven useful predictors of the Private Agricultural Producer Organizations's ability to productively utilize the resources that the project is able to provide?					
9.	Has the project's experience with the Private Agricultural Producer Organizations provided a track record that signals a model for duplication?					

TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))

ORDER FOR SUPPLIES OR SERVICES  
SCHEDULE - CONTINUATION

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ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
10.	<p>Was the project's data collection, analysis and reporting system adequate to monitor project's progress towards its purpose? Were impact indicators identified? If not, what indicators could have been identified to better determine project success? What impact can be determined to result from project interventions.</p>					
	<p>More questions will be added or the above questions will be modified in light of discussions with Private Agricultural Producer Organizations (PAO) project personnel and the USAID Project Manager and Project Coordinator during the study's evaluation design phase.</p>					
3.	<p><u>Methods and Procedures:</u></p>					
	<p>Before the evaluation begins, a team planning meeting will be held in La Paz to plan for the team to review the SOW, define timeliness, and establish a workplan. It will be comprised of the project manager, the Mission M&amp;E Specialist and the evaluation team.</p>					
	<p>The study's methodology will be a cross-cutting analysis of the case studies of three Bolivian farmer organizations. Field work to collect the required data will employ a rapid appraisal approach that combines:</p>					
	<ul style="list-style-type: none"> <li>- Review of secondary information (Project paper, project implementation plan, amendments, PILs, diagnostic studies, evaluation reports, etc.).</li> </ul>					
	<ul style="list-style-type: none"> <li>- Site visits including key informant interviews and focus groups, and</li> </ul>					
	<ul style="list-style-type: none"> <li>- Review of administrative records.</li> </ul>					
	<p>An interview schedule will be developed to guide the collection of data on key issues and factors that may have affected the organizational performance of the three private Agricultural Producer Organizations (PAO)s. The same schedule will be utilized in collecting the data on each of the three organizations.</p>					
	<p>This evaluation will be carried out during the one-month-and-a-half period, and the contractor will be authorized a 6-day work week, including holidays.</p>					

TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))

ORDER FOR SUPPLIES OR SERVICES  
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ITEM NO. (A)	SUPPLIES OR SERVICES (B)	QUANTITY ORDERED (C)	UNIT (D)	UNIT PRICE (E)	AMOUNT (F)	QUANTITY ACCEPTED (G)
4.	<p><u>Evaluation Team Composition:</u></p> <p>To complete this scope of work a one-month-and-a-half time frame, a two-person evaluation team will be required. Both team members will be responsible for the authorship of one of the two case studies and the agricultural economist will be the team leader and responsible for the authorship of the main report.</p>					
5.	<p><u>Time Frame and Reporting Requirements</u></p> <p>The following schedule related submission of drafts and debriefings to completion of fieldwork.</p> <ul style="list-style-type: none"> <li>- The draft of the three case studies will be due on Week 4 of the evaluation. A debriefing presentation and discussion of the five case studies will be schedule two days later.</li> <li>- The draft of the main report will be due on Week 5, with a debriefing presentation and discussion of the report schedule two days later.</li> <li>- The final versions of the 3 case studies and the main report will be due on 31 December.</li> </ul> <p>The reports to be submitted in Spanish, and translation to English will be responsibility of the contractor (5 copies in Spanish, 5 copies in English and computer diskettes in each language). The report length should not exceed 50 pages, with any detailed discussions being placed in annexes. (Results of the study will be submitted to AID/S&amp;T/CDIE. That office will circulate the report to private sector initiatives and make it widely accessible).</p> <p>AID's required format for evaluation reports is as follows:</p> <ul style="list-style-type: none"> <li>- Executive Summary stating the findings (evidence), and recommendations of the evaluation,</li> <li>- Project Identification Data Sheet,</li> <li>- Table of Contents,</li> <li>- Body of report,</li> <li>- Annexes</li> </ul>					
<p>TOTAL CARRIED FORWARD TO 1ST PAGE (ITEM 17(H))</p>						