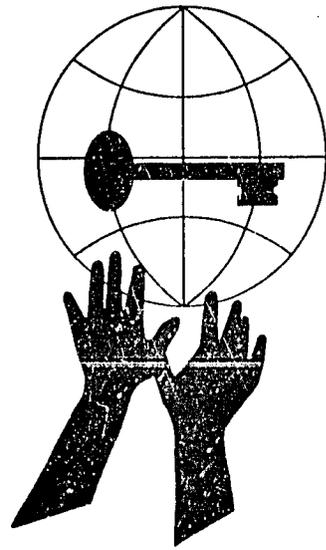


*Eval. Report*



**OIC**  
INTERNATIONAL

**OPPORTUNITIES  
INDUSTRIALIZATION  
CENTERS  
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REPORT ON JOINT EVALUATION  
OF THE GAMBIA OIC  
BY  
OICI-USAID-GOV'T. OF THE GAMBIA  
MAY 12-21, 1980

JOINT EVALUATION OF THE GAMBIA OIC PROJECT

by

OICI - USAID - GOVERNMENT OF THE GAMBIA

MAY 12-21, 1980

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## PART A: INTRODUCTION

This report is on the evaluation of The Gambia OIC (TGOIC) project, which was jointly conducted by representatives of OICI, USAID and Government of The Gambia (GOG), from May 12 to May 21, 1980. The evaluation is in compliance with USAID requirements regarding project appraisal and review. It is also in accordance with the evaluation - related obligations stated in Part IV.B (Measurement and Evaluation of Project Performance) of the Project Proposal for TGOIC Agricultural Training and Resettlement Program.

The five-member evaluation team consisted of:

- Quy D. Nguyen, Evaluation Officer,  
OICI Central Office -- Team Leader
- Rosemary Burke, Program Officer,  
OICI Central Office
- John Dorman, Regional Agricultural Officer,  
RELSO/Abidjan
- Ngabou Tamsier Jagne, Agricultural Officer  
Jenoi Agricultural Station  
Ministry of Agriculture and National Resources  
Republic of The Gambia
- Cheryl D. Williams, Education Officer  
OICI Central Office

The evaluation was initiated by OICI and was intended to:

(a) determine the operational status of TGOIC, (b) formulate recommendations to assure the attainment of project objectives, and (c) provide OICI, USAID, and GOG latest actual information on the project for their respective decision-making. The project proposal's Logical Framework Matrix served as the basic reference

for conducting the evaluation.

The evaluators spent five (5) working days in the project area (Farafenni) to inspect project site, consult Technical Cooperation Team (TCT) and local staff members, review project's records/documents, and conduct a survey of TGOIC graduates currently working and/or living within a 60-Kilometer radius from the project site.

The team also spent four (4) working days in Banjul to consult USAID/Banjul, government officials, Board Members, and to compile and study evaluation findings.

OICI owes much gratitude to the Government of The Gambia for having responded favorably to OICI's request for a representative to join the evaluation team.

The cooperation and logistical support of USAID/Banjul should also be acknowledged. In particular, OICI sincerely appreciates REDSO/Abidjan for having delegated a capable professional from its staff to contribute to the evaluation effort.

It should also be mentioned that the team received high level cooperation and effective assistance from Dr. C.L. Mannings, Program Advisor, his TCT colleagues, and members of the local staff. The accommodations and overall hospitality accorded to the evaluation team during its stay in Farafenni have been deeply appreciated.

Acknowledgements should also be conveyed to TGOIC graduates interviewed by the evaluators, current trainees, graduates'

parents and employers, and some alkalis (village heads) whose cooperation was indispensable to the results of this evaluation.

Quy D. Nguyen, OICI's evaluation Officer/Team Leader, is charged with the task of synthesizing the findings and recommendations of evaluators, and the preparation of this final report. Nguyen, therefore, assumes all responsibility related to the accuracy of the report contents, and hence for any errors and/or misinterpretations of team members' ideas that may exist.

## PART B: SUMMARY OF FINDINGS AND RECOMMENDATIONS

Funded by AID/PDC/PVC in October 1977, as an amendment to the OICI Specific Support Grant AID/pha-G-1125, i.e. project 932-0076, project implementation began in July 1978 with the arrivals of three (3) TCT staff members in The Gambia. However, initial TCT personnel problems and turnovers prevented full-scale project start-up until the arrival in country of the second Program Advisor in January 1979.

In spite of its difficult beginnings, TGOIC has achieved some significant indicators of accomplishment: 330 acres of land have been cleared and 241 acres cultivated; 13 structures (offices, classrooms, warehouses and dormitories) have been erected at the project site utilizing self-help methods and low-cost technology; livestock and poultry production is in operation; 30 agricultural trainees have graduated from a one-year course, 22 of whom are currently engaged in farming occupations.

The strengths of TGOIC lie mainly in the capable TCT team, the qualifications of the local technical staff, and the initial high level involvement of the local Board of Directors in project development, notwithstanding the unusually high turnover (twice) in the position of Executive Director. This position was vacant at the time of the evaluation.

The fully staffed five(5)-member TCT team has been reduced to four(4) members who are currently providing counterpart training to a 15-member local staff, nine(9) of whom are in administrative and technical positions.

Current major problems of TGOIC include an estimated total cost overrun in the general order of \$245,000 by September 30, 1980; reduced local staff and restricted scope of operation due to financial difficulties; heavy losses due mainly to drought in the first year of planting; inadequate capital to initiate production at the planned level; and lack of official recognition by GOG.

*Who paid for this? How?*

As reflected in the evaluation, under-estimated resource requirements and overly ambitious output projections account mainly for the gaps between planned and actual accomplishments, and the several financial and logistical difficulties experienced by the project. Also vital factors such as unpredictable climatic conditions and spiraling worldwide inflation which affected project performance were not adequately accounted for in the original project proposal. Thus, in spite of the noticeable progress toward the attainment of project goal (as indicated by the results of the survey of graduates) evaluation findings at the purpose, output and input levels reflect the critical need to revise the initial Logical Framework Matrix and Project Performance Tracking System (PPT).

In summary, the evaluation findings point to: (a) the poten-

tial of TGOIC to effectively train and resettle school dropouts/leavers in farming occupations, and (b) the distinct directions and conditions necessary to upgrade project performance. The evaluators, therefore, recommend:

1. Thorough revision of the initial Logical Framework Matrix/Project Design and Project Performance Tracking System (PPT) to better reflect current conditions and future prospects.
2. Negotiations begin with GOG in the immediate future to define the conditions for GOG support and its role in future project development.
3. Comprehensive reassessment of TCT and local personnel requirements to determine the appropriate staffing level in the light of current conditions, and thereby ensuring cost effectiveness; additionally, current personnel should not increase until additional resources are available and assessment of personnel needs is completed.
4. Consideration by USAID and OICI, per GOG's request, to continue technical and financial assistance to TGOIC through FY 1985 so as to allow adequate time for GOG to mobilize its resources in support of the project.
5. Consideration of additional financial assistance by USAID to enable the continuation of project operation through FY1982 (end-of-project year per original proposal). Although the project was authorized for five years, the initially requested budget has been nearly exhausted as a result of inflation, unexpected expenditures, and unachieved projected farm income due to climatic conditions and investment below planned level.
6. Development of action plan to apply lessons learned in 1979 vis-a-vis crops, livestock and poultry production; and formulation of guidelines geared toward the optimal utilization of land, farm implements, and existing infrastructure.
7. Development of 'Standard Operating Procedures' Manuals for all components of the project to enhance the effectiveness of institutionalization effort and ensure better project's internal coordination .
8. Development and documentation of a comprehensive, formal and systematic counterpart training program for local staff at all levels.

9. Intensification of Board Training to increase its effectiveness in leadership, policy formulation and especially resource mobilization.
10. Identification and mobilization of local technical skills in support of the project through the formation of the initially proposed Agricultural Advisory Committee.

The recommended actions are directed toward enhancing project development and improving project operation. They are also intended to preclude additional financial difficulties, and to set the groundwork for greater cost-effectiveness. The first 16 months since full-scale project start-up illustrated TGOIC's potential to achieve its goal and objectives. But they also brought into light specific difficulties, most of which can be resolved through the revision of targetted input and output to better reflect current realities and future prospects. Additionally, they evidenced the critical need of government recognition and support to help sustain project operation, hence the urgency of developing a functional working relationship between TGOIC and GOG, an area which seems to have been given inadequate emphasis by the Board and project management.

PART C: EVALUATION FINDINGS

I. PROJECT GOAL

1. Assessment of Progress Toward Project Goal

a. Expected Results

Goal statement per Project Proposal: To strengthen and diversify the capacity of the rural labor force.

The proposal's indicators of goal achievement were focused on:

- Greater balance and equality in agricultural training opportunities.
- Augmented farm household income.
- Increased agricultural production per employed person.
- Reduced rural underemployment and unemployment.
- Increase in the area planted to different crops.

A survey of the first group of TGOIC graduates was conducted to determine progress toward project goal. It was also intended to identify new requirements for the full attainment of project goal, considering TGOIC's first training cycle, the capabilities of its first graduates, and the prevailing socio-economic and environmental factors. It should be noted that recommendations concerning project goal are predicated on the degree of attainment with respect to the project's purpose, input and output criteria.

*sounds like a purpose.*

*new indicators should be sharper and targeted.*

b. Survey of TGOIC graduates

Thirty (30) trainees from an initial group of 39 completed TGOIC's first agricultural training cycle in December 1979\*. They were officially graduated January 23, 1980.

A survey schedule was developed to include 25 graduates who currently work and/or live within a radius of 60 kilometers from Farafenni\*\*. Divided into three (3) teams, the evaluators interviewed 23 of the targetted 25 graduates at their farms/places of work. Two (2) of those scheduled for interview could not be contacted.

According to survey results, 19 graduates or 83% of those interviewed are currently engaged in full-time farming\*\*\*. Major characteristics of the 19 farming graduates are as follows:

- 
- \* One (1) of the 30 will return to TGOIC for a three-month period of additional practical training. He left the program earlier than scheduled due to personal problems but was committed to complete the required training. The graduation, therefore, was conditional.
  - \*\* Due to time constraint the survey could not cover a wider area. But it was known that four (4) of the five (5) graduates excluded from the survey did not engage in farming and were not working in the Farafenni area.
  - \*\*\*Per TGOIC records, 22 of the 30 graduates, or 73% of the total, are presently engaged in farming. The 22 include: 19 surveyed by evaluators and who were confirmed to be working on the land, two (2) scheduled for interview but who could not be contacted, and another who was not included in the survey list.

- 11 or 58% are working on individual land; seven (7) collaborate with relatives on family land; and one (1) cultivates leased land. The combined land area available to these graduates amounts to 170 acres as indicated in Exhibit I.1.1.
- One (1) farmer - graduate interviewed is planning four crops for the 1980 season; 10 or 53% will cultivate three crops; six (6) or 32% will have two crops, and only one (1) has limited himself to one crop. Groundnut is the major crop for all farming graduates interviewed except one (1) who engages in full-time vegetable gardening. The level of crop diversification is summarized in Exhibit I.1.2.
- Activities in animal husbandry are negligible. One (1) graduate has raised six goats, and another has partaken in family cattle raising business. Three (3) are awaiting donated chicks from TGOIC to begin poultry raising\*. Seven (7) are planning to raise goats, sheep, and/or poultry. Nine (9) or 47% had no plans for animal production as of the survey date (May 14, 1980).
- All farming graduates interviewed indicated the need for substantial financial assistance, although 14 or 73% acknowledged to have received donated seeds and/or fertilizer from TGOIC. Assistance from local cooperative societies is available to all graduates, either directly or through their parents' memberships, but it is also modest relative to needs.\*\*
- The graduates acknowledged to have learned much from TGOIC, although some found it difficult to specify exactly what was learned. They mentioned general terms such as crop science

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\* One (1) has finished constructing his poultry house; the other two (2) were still completing theirs in a joint business venture.

\*\* Only six (6) farming graduates surveyed are members of cooperative societies, the rest plan to apply for memberships after the 1980 harvest season. Cooperative societies' regulations in The Gambia require applicants to have completed at least one planting season to be eligible for membership and loans.

EXHIBIT I.1.1.

LAND AVAILABLE TO SURVEYED FARMING GRADUATES

Category	Smallest	Largest	Average Per Person	Total
Individual	4 Acres	14 Acres	7.7 Acres	85 Acres
Family	8 Acres	25 Acres	11.8 Acres	83 Acres
Leased	2 Acres	Ø Acres	2.0 Acres	2 Acres
Total Land Area				170 Acres

*Banana?*

EXHIBIT I.1.2.

LEVEL OF CROP DIVERSIFICATION OF SURVEYED FARMING GRADUATES

PART A		PART B	
Crops Planned for 1980	# Farming Graduates	# Crops Planned	# Farming Graduates
Groundnuts	18	1 crop	1
Maize	15	2 crops	6
Sorghum	10	3 crops	10
Millet	4	4 crops	1
Cassava	1	5 crops	0
Full-Time Vegetable Gardening	1	Vegetable Gardening Only	1
			<hr/> 19

and farm mechanics. But most were able to enumerate more specific subjects such as land rotation, spacing, plowing, sowing, fertilizer and herbicides application, etc. It was not feasible to verify the application of knowledge acquired because the survey was conducted during the time of land clearing and preparation.

*no actual planting experience yet.*

- 12 or 63% have communicated the techniques learned at TGOIC to relatives, neighbors, and friends...who numbered 63 in total, i.e., an average impact rate of 3.3 persons per graduate.

Since the interviewed graduates were preparing for the first planting season following their graduation from TGOIC, the evaluators could determine neither the production nor income level. The survey results, however, point to the following conditions:

- That a large majority of TGOIC graduates have been resettled in the rural areas and have begun farming activities.
- That land has been available to most graduates who desired to engage in farming.
- That crop diversification, though still limited, characterized the cultivation schemes of most farming graduates interviewed.
- That TGOIC training seems to have broadened the technical capability of the graduates, although financial constraint has seriously hindered the application of some newly acquired techniques. Most graduates need additional assistance to purchase the necessary farm implements, traction animals, fertilizer, herbicides and pesticides.
- That project's impact on non-trainees has begun through the spread of technical knowledge.

The above findings demonstrate, though in a limited way, TGOIC's potential in strengthening and diversifying the rural labor force. But they also call for immediate solutions to ease the financial constraints of TGOIC graduates, if productive techniques are to be implemented and generate full impact.

Goal attainment also requires the continuation of TGOIC's current diligent follow-up of graduates' activities, and an on-going extension program in the graduates' communities. These measures are to ensure the project's long-term benefits through the constant implementation, adaptation, and upgrading of productive farming techniques. They are also geared toward the creation and maintenance of an environment as well as attitudes in favor of better technology and increasing production.

The survey of graduates and contacts of evaluators with some Alkalis\* of villages and the parents of some graduates suggest high level receptibility and great support for TGOIC. The community base, therefore, does exist and should be further developed to strengthen the institutionalization process.

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\*Heads of villages

## 2. Verification of Major Assumptions

The Proposal advances three major assumptions in relation to project goal:

- That diversified agricultural development continues to be GOTG's priority during project life.
- That climatic conditions are conducive to crop and livestock production.
- That the proposed linkages with relevant Ministries and other international donor agencies are viable.

At the time of this evaluation, the government is still pursuing its policy of strengthening the agricultural sector in the way of diversified crops, and is expected to continue to do so with much greater vigor and determination than heretofore. In fact, as a certified seed grower of the Rural Development Project (RDP), TGOIC is presently committed to the multiplication of cereal seeds in support of GOG's program of increasing agricultural production and crop diversification. This is in addition to TGOIC being a registered grower of groundnut seeds of the RDP.

Climatic factors (drought of 1979) caused a severe loss to The Gambian economy. Groundnut production declined by 40% (60% to 70% according to some sources). Inasmuch as drought has been a rule rather than an exception in The Gambia, it appears recommendable to channel additional

resources into animal husbandry, which seems to be less vulnerable and less dependent on climatic conditions.

In this regard, the implications for TGOIC are:

- The need to strengthen the animal husbandry component so as to ensure minimal farm revenue in case of unfavorable climatic conditions.
- The need to assist TGOIC graduates in the development of animal husbandry as an important source of supplementary income for themselves.

Linkages with GOG's relevant Ministries and other international donor agencies have not been developed\*. Past efforts of project management have been concentrated on the development of infrastructure, personnel in-service training, curriculum development, training start-up, farm production, and resettlement of first graduates. As will be discussed in section C.II (Project Purpose), the immediate development of formal linkages with GOG's relevant Ministries and other potential donors is a necessary condition for the full realization of project goal.

Probably, rather than being an assumption, the developments of these linkages should have been incorporated as an output in the project's logical framework matrix.

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\*It should be acknowledged, however, that extensive communication with the GOG was maintained during the proposal development stage and prior to project implementation as indicated in Appendix B.

## II. PROJECT PURPOSE

According to Project Proposal, the purpose of TGOIC is to introduce a training program of intermediate level agricultural technology for rural school leavers in the North Bank Division of The Gambia.

*These are  
outputs*

End-of-Project status is defined in terms of:

- School leavers trained in improved agricultural practices (200)
- Project's training capacity expanded (from 24 to 68 trainees).
- Competent local project staff.
- Adequate revenues from production farm.
- Annual budget allocations of GOG in support of TGOIC.
- GOG recognizing TGOIC as an accredited, private, non-profit training institution.

At the purpose level, therefore, the evaluation effort was focused on the assessment of achieved indicators and/or partially demonstrated indicators. The major concern was to determine TGOIC's potential in achieving its purpose in the light of the project's current performance.

### 1. Assessment of Progress Toward Project Purpose

#### a. Training Capacity

The proposal called for an enrollment increase from 24 trainees in Year I to 68 trainees in Year V of the project. To date only 30 graduates have been

trained. This is year III of the project, considering that funding was actually granted in October 1977. A 15-month delay in project start-up as a result of recruitment problems and some initial personnel difficulties partially accounted for the limited trainee population.

Presently 25 trainees are undergoing a twelve (12)-month training cycle, utilizing only part of the classrooms, dormitory space, washroom and toilet facilities initially constructed to accommodate 70 full-time boarding trainees. This results in an unfavorable overall support staff/trainee ratio of 1:1.3, considering the four-member Technical Cooperation Team (TCT) and a local staff of 15 members. It should be acknowledged however, that the present teacher/trainee ratio is 1:25 in training classes.

The project is currently facing critical financial difficulties which have effectively limited the enrollment level, at the same time restricting both the scope and intensity of the training activities. Inasmuch as training capacity is a dependent variable of both physical infrastructure and financial resources, the projected level of intake can only be achieved if the financial crisis is resolved in the immediate

future\*.

Based on the survey of graduates and the assumption that additional resources will be available to increase the current enrollment level, TGOIC can achieve its projected number of 25 graduates farming individual land holdings by the end of 1981. The same is true with respect to the projected 25 graduates farming family holdings. As indicated in the above-mentioned survey, land does not appear to have been a problem to trainees interested in farming.

However, it will be difficult for TGOIC to graduate by 1981 the targetted 150 school leavers engaged in income earning activities in rural cooperative societies. Notwithstanding the delayed training start-up, the limited number of graduates as of this date and the presently low enrollment level, TGOIC is not in control of the application process of cooperative societies. Most TGOIC graduates will not be eligible for membership until one year after graduating from the program. Current regulations of cooperative societies in The Gambia require that applicants should complete at least one planting season.

*ground  
but  
1 doc  
must  
wait.*

---

\* Project Management is planning to begin the Day Program and/or a newly proposed extension program to upgrade farmers on their farms. But this add-on implies the need for additional finance since the current limited resources are inadequate even to effectively sustain the existing training activities.

b. Counterpart Training

End-of-Project Status is defined in the proposal as: TGOIC managed, administered, and supported by nationals of The Gambia.

The proposal calls for a full complement of 28 local staff members. At present there are 15, and unless the financial situation improves no further hiring will be initiated, excepting the position of Executive Director. Due to financial difficulties, eight (8) farm laborers and one (1) farm clerk have been laid off.

One positive note observed is the capability and qualification of the local technical staff. Individually and as a team, they represent the type of quality manpower capable of ensuring the success of the project. This conclusion is based on the review of staff's backgrounds and interviews of individual staff members by the evaluators.

A four-member Technical Cooperation Team (TCT), to be described in detail in section C.IV (Project Input), provides counterpart training/staff development in management, administration, finance, appropriate technology and adaptation of OIC philosophy and methodology.

Staff development appears to be pursued more actively in the training component than in the production and administrative components. Evidence of much planning for formal staff development does exist, although most of it seems to be on-the-job training. The ensemble of various sessions does not reflect an overall purpose or direction. There is a need to develop manuals and handbooks for each unit as most staff training is currently informal. The key concern is with the transfer of technology in the administrative unit since the position of local Executive Director is still vacant. Recruitment for this position should receive priority.

The relatively high profile of TCT in management and administration calls for an accelerated and concerted effort to further develop the Gambian staff in these areas. Given a determined and purposeful counterpart training program, the present local staff can take over the training component after one additional complete training year. Counterpart training in management, finance, and administration will probably require another two years to ensure proper project operation.

c. Farm Revenue

TGOIC's first production year (1979) ended in negligible income from animal production and heavy loss in crops as will be explained in the following sections.

● Animal Husbandry and Poultry Production

Animal production including that of poultry generated \$5,707\* in 1979. Total expenses amounted to \$5,674, hence a net return of \$32 or 0.6%. The proposal ambitiously projected a 42% rate of return to be achieved in the second year following the year of production phase-in. But even if additional revenue is derived in 1980, it will still be less than projected since actual initial investment was much below plan in terms of both financial input and initial animal inventory.

Initial investment in livestock including poultry was projected at \$24,767 as indicated in Exhibit II.1.1., i.e., four times the actual expenses of \$5,674. The gap between planned and actual initial animal inventory is as follows:

	<u>Planned</u>	<u>Actual</u>
Sheep	63 (Production & Breeding)	28
Goats	63 (Production & Breeding)	17
Poultry	4000 birds	2,050

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\*Converted to US Dollars from Dalasis at the exchange rate of D1.76 per US Dollar.

EXHIBIT II.1.1.

PLANNED VERSUS ACTUAL REVENUE AND EXPENSES

SHEEP, GOATS AND POULTRY PRODUCTION

(in US Dollars)

Categories	Expenses (a)		Revenue		% Net Return	
	Planned	Actual '79	Planned (d)	Actual '79 (e)	Planned	Actual '79
Sheep & Goats (b)	5,598	1,483	3,000	1,739		
Poultry	19,169	1,281	32,230	3,968		
Feed, Equipment, Labor	(c)	2,910	N/A	N/A		
Total	24,767	5,674	35,230	5,707	42%	0.6%

Source: TGOIC Proposal, Appendix C1 and C2; and data provided by TGOIC Production Component.

- (a) Projected to be incurred in the first year of production phase-in of the respective production sub-components.
- (b) Production and breeding.
- (c) Costs of feed, equipment and labor were included in planned expenses figures.
- (d) To be achieved one year following that of initial investments.
- (e) Additional revenue may still be forthcoming from initial investments.

While financial difficulties precluded investment at the projected level, TGOIC also experienced some unforeseen logistical problems. No pure breeds of sheep and goats could be available in country. Nor could adequate supply of poultry be secured locally and which the project had to purchase from Dakar, Senegal. Originating in Jordan, 30%-40% of the chicks normally die en route from Dakar to Farafenni due to the cumulative stress of the journeys.

The project is presently awaiting additional resources to import layers, possibly from both Senegal and the USA. It is also expecting to receive the hammer mills ordered in the USA to facilitate the preparation of feed. TGOIC's initial experience with the local market appears to suggest a quite lucrative future for the poultry component.

*on what basis?*

● Crop Production

In contrast to the proposal's projected annual revenue of \$18,505\*, crops production in 1979 resulted in a net loss of \$12,735. This is in addition to an estimated loss of \$4,926 in vegetable gardening.

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*\$22,518	=	Revenue from Training & Production Crops
		Proposal page 142.
4,013	=	Expenses for cultivation by Training &
		Production components. Proposal pages 55&107
<u>\$18,505</u>	=	Projected Annual Revenue from Training & Production Crops.

The drought of 1979 accounted mainly for the heavy losses in crop production and vegetable gardening. Other contributive factors include:

- Poor quality of seeds obtained from The Gambia Produce Marketing Board (GPMB).
- Pests and diseases. Groundnuts were slightly affected by leaf diseases; termites destroyed cassava; weaver birds wiped out part of the millet and sorghum (due to late planting TGOIC was the only site in the area with millet at that time; thus birds congregated there); monkeys and bush pigs rooted crops due to lack of fencing.
- Absence of irrigation system envisioned in project proposal which might have prevented or minimized the losses in vegetable gardening. *why?* There is only one (1) bore hole instead of six (6) as initially planned. Also, the farm is relying on a single water pump repeatedly broken down and with neither back-up unit nor adequate spare parts to ensure timely repair. The proposal mentions one (1) high and two (2) medium-power pumps. Further development of the water system was hindered by financial difficulties as will be detailed in Section C.IV (Project Input).
- TCT's unfamiliarity with local cultivation conditions during the start-up stage. This may have affected the effective timing of production operations. *but their rep?*

Unrelated to crop yield, yet reducing the revenue level, were the high costs of manual labor, fuel and fertilizer; cultivated areas being less than projected; inadequate equipment at the time of project start-up; and local consumers' preferences as will be explained below:

*who was supposed to do it?*

*need experienced people.*

- Labor accounted for 67% of the operational expenses for crops and vegetable production in 1979 as indicated in Exhibit II.1.2.\* Weeding alone was responsible for 30% of the production costs. But although labor cost totaled over \$15,000 in 1979, it was not anticipated in the project design.
- Fuel, lubricants, and fertilizer are extremely expensive in The Gambia. Thus they accounted for 25% of the costs of crops and vegetable production in 1979 as shown again in Exhibit II.1.2. Actual fuel and lubricants expenses more than doubled the level anticipated in the proposal.
- Total cultivated area in 1979 was 45.8 acres or 18.3 ha less than initially projected. The planned and actual land areas for various crops are detailed in Exhibit II.1.3. Groundnuts, the major crop, covered a total of 128.76 acres instead of 192.55 acres as called for in the proposal; i.e., 63.79 acres or 25.5 ha less than planned. However, it should be noted that six (6) types of crops, including two (2) varieties of groundnuts, were adopted instead of two (2) as originally proposed for the first year of training and crop production.
- Hiring of a tractor and attachments in May 1979 to prepare land also added to total production cost\*\*. Although TGOIC's

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\* The estimates presented do not reflect labor and other costs related to the initial land clearing stage of the project.

\*\* Total production cost could have been higher without the free services of TGOIC Board Chairman's tractor with trailer, and also SAPU's tractor during the same season.

EXHIBIT II.1.2

PLANNED VERSUS ACTUAL OPERATING EXPENSES  
CROPS AND VEGETABLE PRODUCTION - 1979  
(in US Dollars)

	PLANNED (a)		ACTUAL (b)	% Distribution of Actual Exp.
TRAINING	Seeds Fertilizer	1,054		
	Vegetable	750		
PRODUCTION	Seeds Fertilizer	1,759.01	1,909	8%
			2,367	10%
	Fuel & Lub.	1,200.00	3,521 (d)	15%
	Labor	(c)	15,603	67%
TOTAL		4,763.01	23,400	100%

Sources: TGOIC Project Proposal and records of TGOIC Production Component.

- (a) Figures are for Year I of Training and Production Crops.
- (b) Figures for Training and Production Components are combined.
- (c) Although Project Proposal listed five (5) farm laborers for general help in TGOIC training/production center, it did not assign them to any specific line item of projected operating costs. Hence, they are not reflected in this table.
- (d) Includes costs of some equipment.

EXHIBIT II. 1.3

PLANNED VERSUS ACTUAL CULTIVATED AREA AND CROPS  
(Year I of Training & Production Crops - 1979)

	PLANNED		ACTUAL	
	AREA	CROPS	AREA	CROPS
PRODUC- TION	67 ha or 167.50 acres	Groundnuts	113.10 acres 52.74 acres 22.00 acres 7.68 acres	Groundnuts Corn Sorghum Millet
	33 ha or 82.50 acres	Millet	3.00 acres 11.00 acres	Cassava Sweet Potato
TRAINING	10.02 ha or 25.05 acres	Groundnuts	15.66 acres 17.00 acres	Groundnuts Corn
	4.98 ha or 12.45 acres	Millet		
TOTAL	287.50 acres	Groundnuts & Millet	241.66 acres	Groundnuts, Millet and others

Source: TGOIC Project Proposal and records of TGOIC's Production Component.

- It was reported that an entire lettuce crop in 1979 could not be marketed due to lack of appeal to the local market. The variety of lettuce involved was not in demand. This experience suggests greater consideration of consumers' preferences in future production planning.

In summary, the performance of crops and vegetable production in 1979 resulted from the interplay of climatic elements, project planning, and in-country conditions. Notwithstanding the drought and state of the local economy, a less ambitious plan and more relevant financial scheme might have averted some of the losses. From the planning standpoint, underestimated budget costs and overestimated production targets resulted in resources thinly spread over a wide spectrum of activities, and in significant variances between planned and actual returns.

- Conclusion on Farm Revenue

Farm production as an avenue towards self-sufficiency has not been promising on the basis of the project's experience in 1979. Net return figures did not meet the level projected in the project proposal. The anticipated \$25,518 local revenue from the first year of production was not achieved. Given current conditions, it will be difficult for TGOIC to realize the \$59,222 projected as gross revenue for the second

production year.

The experience in 1979 suggests the need to thoroughly revise the 1975 proposal budget, particularly the schedule of projected operating expenses and local revenue. It should be noted that the inflated estimates of the proposal were not realized partially because of the following factors:

- Exchange rate used in the 1975 proposal (\$US=D2.45) was much higher than recent exchange rates which fluctuate around D1.80. Hence a downward bias was inherent in the US Dollar cost figures presented for funding request.
- Accelerated world-wide inflation has boosted the costs of equipment, commodities, building materials and of most agricultural inputs. Thus a substantial part of the project's financial resource was diverted to meet the inflationary cost, in addition to meeting unexpected expenses. The remaining funds were too limited to effectively sustain and ensure the success of production activities.

Given the development level of current farm infrastructure, the available skilled manpower, and especially the cumulative experience since project inception, production performance will improve if additional resources will be forthcoming to ensure:

- Larger economies of scale from expanded animal production and poultry raising.

- Additional water supply as means to warrant stable income from vegetable, sheep, goats, and poultry.
- Expansion of land area under cultivation.

In summary, notwithstanding the challenging climatic conditions experienced by all Gambian farmers, TGOIC's capacity to generate revenue is real. Adequate resources, however, are a pre-condition in addition to a functional and realistic operational plan. While it is not expected that farm revenue will fully sustain the TGOIC training program, it certainly will assist in improving the overall cost-efficiency of the project.

d. Level of Technology

The proposal identified and discussed three major aspects of the technology for adaptation by TGOIC: intensive cultivation, animal traction, cooperatives and extension services\*.

OICI and TGOIC records indicate that a major programmatic change was initiated prior to project implementation. Specifically, mechanization was introduced in lieu of animal traction in the proposed train-

Why?

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\*TGOIC Project Proposal, pages 123-128

ing component. The TCT position of Cooperative Specialist was changed to Farm Mechanic Specialist\*. The addition of farm mechanics training focused on the utilization of small-scale motorized cultivators for purposes of land and seed bed preparation. Thus twelve (12) Gravely 4565 cultivator , each with a full complement of attachments, were ordered for the project.

At the time of this evaluation, TGOIC has reportedly de-emphasized the motorized cultivators segment of its vocational agricultural training curriculum. The de-emphasis was recommended by TGOIC Project Advisor in his Annual Program Evaluation Report for FY1978-1979.\*\*

*What replace this?  
why?  
where is equipment?*

Preliminary cost analysis by TGOIC's farm manager reveals that operating costs of the Gravely cultivator would run between 15 and 18 Dalasis per acre. (US\$8.5 - US\$10.2). This cost seems extremely high considering the capacity of the engine and labor time involved. Relative to the cost of oxen cultivation and/or

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\* Letter dated July 26, 1978 from OICI Executive Director to Project Development Officer, PDC/PVC/OPNS, USAID/Wash; Letter dated August 17, 1978 from OICI Director Finance/Administration to same Project Development Officer.  
\*\*September 30, 1979 officially marked the end of the project's demonstration/pilot phase.

the Department of Agriculture's loan for tractor plowing\*, the Gravely cultivator appears to be beyond the reach of the small farmer whose average annual income ranges between \$110 and \$190\*.

According to the survey of graduates, only 4 out of the 19 who are currently engaged in farming expressed a desire to use the Gravely cultivator. This low rate of potential adoption was ascertained to be caused not by considerations of high cost (capital or operating), but due to difficulties in accepting the machine for reasons of technical inability to operate it and/or awkward adaptability to rough terrain and cropping pattern. Cultural rejection might also have been a factor although it was difficult for the evaluators to determine.

TGOIC project management began considering possible reversal to animal traction, without completely foregoing motorized cultivators from the training curriculum. However, actual planning for the introduction of animal traction is still to be initiated and translated into budgetary terms. During the evaluators' five-day visit to the training center/production farm of TGOIC,

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\*A team of oxen with equipment; i.e., yokes, harnesses, nose clips, plows, tool bars, weeders, seeders would cost 600 Dalasis. Calculating on the basis of a 10-year lifetime of an oxen team and an average of 10 acres per farmer, cost per acre plowed would be two (2) Dalasis. This estimate may increase to 3-4 Dalasis at most if costs for feeding and care of oxen are included.

no oxen teams or donkeys were observed.

Major issues which should be addressed by management include:

- Development of an alternative to that segment of the training curriculum which deals with the de-emphasized motorized cultivators.
- Development of a specific demonstration/experiment program to generate more conclusive information on the economic efficiency of motorized cultivators and acceptability by farmers.
- Development of a strategy to fully utilize the already available farm machinery and equipment.

The actual agricultural training curriculum, as will be mentioned in Part C, Section III (Project Output), reflects the level of intermediate technology adaptable to local conditions. The emphasis on intensive cultivation and the inclusion of cooperatives and extension services in the training schedule were in accordance with the direction set out by the proposal.

e. Government Recognition and Support

The proposal anticipated GOG's financial support and recognition of TGOIC as an accredited, private, and non-profit institution.

There has been no financial input in the project from GOG. In-kind contribution has also been minimal relative to needs. GOG's bulldozer and tractor services supplemented TGOIC's limited equipment during the land clearing

stage. The Community Development Agency donated 100 bags of cement for buildings construction. The Jenoi Agricultural Station provided trailer loan, special trucking services for building materials, and some other assistance in terms of services although not on a regular basis.

At the time of this evaluation, TGOIC still endeavored to obtain formal recognition by the Cabinet of the Government of The Gambia. In spite of the 'Agreement between OIC International and the Government of The Gambia' which was signed on March 14, 1977 by the Minister of External Affairs on behalf of GOG\*, the government still requires formal approval of TGOIC by the Cabinet prior to considering financial assistance to the project.

In a meeting in April 1980 between representatives of five (5) government Ministries and TGOIC Program Advisor\*\*, the latter was assured that GOG did not intend to repudiate the above-mentioned Agreement. But

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\* Copies of the 'Agreement' were subsequently forwarded to OIC International together with communication MEA/5083/Vol.3/(118) dated March 16, 1977, from the Ministry of External Affairs, Republic of The Gambia.

\*\* Representing GOG were Minister of Finance and Trade, Minister of Health, Labor, and Social Welfare, Minister of Agriculture and National Resources, and Permanent Secretary of the same Ministry, Minister of Education, Youth, Sports and Culture, and Permanent Secretary of the same Ministry, Under Secretary of Economic Planning and Industrial Development, and Director of Youth and Sports. The meeting was held April 24, 1980.

inasmuch as the Agreement was entered into, on behalf of the government by the former Minister of External Affairs without consulting the Ministries concerned, GOG simply wanted to resolve the situation without necessarily developing a new agreement. It was, however, pointed out that some Articles of the initial Agreement would have to be revised and mutual consent letters exchanged between GOG and OIC International.

As presented in the above-mentioned meeting and reiterated during the evaluators' visit to the Ministry of Agriculture and Natural Resources, and the Ministry of Education, Youth, Sports and Culture, pre-conditions to GOG's involvement in and support for TGOIC include:

- Extension of USAID-OICI assistance to the project through 1985 to enable adequate time for budgetary preparations by GOG.
- Provisions to involve GOG in the selection of trainees and to allow for GOG's sanctioning of training curriculum and evaluation of certificates issued to trainees.
- Replacement of current TGOIC Board of Directors by a Management Committee to be appointed by GOG. It was pointed out that some members of the current Board may be requested to serve in the Management Committee.

The Ministries of Economic Planning, Finance, Agriculture and Education were delegated by the Cabinet to acquaint TGOIC project management and Board Members with GOG's position on the project and its plan to replace the Board by a Management Committee.

The evaluators concurred on the urgent need for TGOIC to obtain formal recognition/approval by GOG. It should be noted that, as submission of request for greater USAID financial assistance is imminent—due to the current financial status of TGOIC—full endorsement of the project by GOG is indispensable to any consideration by USAID for additional funding. GOG's direct involvement in the project is also necessary to ensure that TGOIC will remain helpful and responsive to the country's needs, particularly after the phasing-out of USAID-OICI assistance.

## 2. Verification of Major Assumptions

The anticipated achievement of project purpose was predicted on the following major assumptions:\*

- OIC training methods are acceptable to trainees and the local community.
- OIC methodology and techniques are transferable during the five-year life of the project.
- Farm market prices do not decline drastically during project life.
- GOG budget allocations are according to a projected schedule (undefined in project proposal).

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\* Two(2) of the assumptions made in the proposal will not be discussed here inasmuch as they are related to factors generally within the responsibility and control of the project; i.e., meeting annual targets for program completion, and fulfilling requirements for certification/recognition.

The acceptance of OIC training methods was demonstrated by the 77% retention rate during the first training cycle. As of May 15, 1980 the retention rate in the second training cycle was 30%. In addition, only three (3) of the 23 graduates surveyed had some difficulties while under training at TGOIC, but their complaints were unrelated to training methods.\* Also, according to records of the training component, feedback from the first group of trainees through a pre-graduation evaluation provided no indicator of trainees having problems with OIC training methods. In fact, graduates returned to the training center at least once in the last three (3) months for technical advice as well as training testimonials and in-kind assistance.

Rapport between TGOIC and neighboring villages has been excellent. Although it was difficult to determine if local villagers specifically accepted the OIC training methods, their strong support for the project is evidenced by the positive attitude toward TGOIC and all that has been introduced by the project. Acceptance of TGOIC training has also been demonstrated by the continuous

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\* Two (2) complained about food and one (1) regretted that TGOIC did not provide him with loan and farm implements as was promised. (TGOIC staff denied to have made such promises). Two (2) survey sheets did not report any response.

inflow of applicants and the ongoing cooperation of parents and alkalis of the villages of trainees.

As mentioned in section II.1.b (Project Purpose/Counterpart Training), the Gambian staff is very well qualified to independently operate TGOIC's training component within a year, and that managerial and administrative duties can be fully assumed by local staff in about two years. Even though recruitment of local personnel was intensified only in January, 1979, the transfer of OIC methodology and techniques can be completed in less than five years from the date of full scale project start-up. The above projections are predicated on the assumption that counterpart training will be conducted on a more formal basis than heretofore, and that proper manuals/handbooks will be developed in the immediate future to contribute to the success of the institutionalization process.

As regards market prices, produce price of groundnut, the major crop, increased from D170/ton in 1970-71 to D 408/ton for the period 1976-79, and subsequently to D 428/ton in 1979-80. However, a wide gap exists between the produce prices of some crops in The Gambia and the respective import/export parity prices estimated on the basis of most recent World Bank Commodity Prospects:

<u>Crops</u>	<u>Producer Prices in The Gambia</u>	<u>Parity Prices</u>
	Dalasis/ton	Dalasis/ton
Groundnuts	428	605
Rice	463	510
Sorghum/Millet	400	360 (Sorghum) 480 (Millet)
Maize	450	400

The above list of prices is of particular significance with respect to the incentive level of farmers in cultivating the respective crops. But since marketing of crops is mainly regulated by the government, it can only be expected that policies related to prices and subsidies will eventually be in line with the best interest of farmers. While it is difficult for the evaluators to determine the effects of prices on farmers' incentive, and specifically on TGOIC graduates, it appears necessary to further emphasize the importance of crops diversification as a means of ensuring better and/or optimal total income.

Concerning the assumption that GOG budget allocations for TGOIC are according to a projected schedule, the timing of GOG input was not actually specified in the proposal, except for the phase-in of \$26,759 in the sixth year of project operation\*. In view of the imminent budgetary revision

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\*TGOIC Project Proposal, page 142.

in relation to the cost of project objectives, it is critical that a well-coordinated input schedule be developed for all parties involved in the TGOIC project, thus also averting additional operational problems.

### III. PROJECT OUTPUT

#### 1. Training

##### a. Training Completions & Resettlements

The first training cycle was completed in December 1979 with 30 trainees who were enrolled in April 1979. The project, therefore, was two years behind plan with respect to the first training output, and 73% off target in terms of training completion. As indicated in Exhibit III.1.1., it was projected that 112 trainees of both the day and boarding programmes would complete training in 1979.

Project output was less than expected in both time and quantity due to:

- Delayed project start-up - The first TCT members did not arrive in country until July 1978, although funding began in October 1977.
- Initial TCT personnel turnover - There were some initial personnel problems; TGOIC was without a Project Advisor and Farm Manager (TCT) from August 1978 to January and March 1979, respectively\*.
- TCT housing problems - Scarcity of housing facilities in the project area necessitated extensive construction/renovation work to accommodate TCT members.
- Conditions at project site - The Project site

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\*The Finance/Administration Specialist served as Acting Project Advisor for the period.

## EXHIBIT III.1.1.

## PLANNED VERSUS ACTUAL COMPLETIONS

CURRENT YEAR	PLANNED	ACTUAL	REMARKS
1977	24 Day 0 Boarding	0 0	Funding Effective Oct. 77
1978	20 Day 0 Boarding	0 0	First 3 TCT members in-country July 78
1979	20 Day 48 Boarding	0 30*	*Actual trainees boarded in Farafenni area due to incomplete dormitories but were given living allowances by TGOIC
1980	20 Day 0 Boarding	30 25	Figures in Actual column are revised projections only.
1981	20 Day 48 Boarding	30 30	As above
Total	104 Day 96 Boarding	60 55	As above
Grand Total	200	115	As above

Note: Actual day and boarding programmes are on a 12-month cycle instead of 12 months for day trainees and 24 months for boarding trainees as initially proposed.

required extensive land clearing prior to the construction of infrastructure and the phase-in of training equipment and commodities. Actually, the first training cycle began concurrently with the construction of farm buildings, following the preliminary land clearing work. Classes were held at a local community school about eight(8) miles away from the project site.

According to latest projections (by project management), TGOIC will have served 115 trainees by the end of 1981, or 58% of the initially projected total as shown in Exhibit III.1.1. Actual graduates of the day and boarding programmes will be 60 and 55, respectively, instead of 104 and 96.

Efforts to resettle the graduates in farming activities have been quite successful. As mentioned in section I.1.b. of Part C (Survey of TGOIC Graduates) , 83% of the graduates interviewed are currently engaged in full-time farming. If un-interviewed graduates were included, the corresponding percentage would be 73% (22 of the first 30 graduates), per TGOIC records.

A basic change in project design should be noted. In lieu of the 12 month and 24 month programmes for the day and boarding trainees, respectively, the duration of training for both categories is now 12 months.

Finally, although the proposal called for "inclusion of training areas especially geared to the needs of rural women", this aspect has not been reflected in actual project implementation, and only one (1) trainee is so far, a woman.

**b. Training Curricula**

● Overview

TGOIC presently operates a twelve-month training program intended for primary, junior secondary, and high school leavers who aspire to engage in productive farming. The program includes a three-month Feeder (Pre-Vocational) curriculum and a nine-month agricultural technical curriculum\*. The timing is such that all trainees should be able to partake in the planting and harvesting season of the respective calendar year.

● Feeder Curriculum

The Feeder curriculum listed course syllabi in Basic English Grammar, Mathematics, Personal Hygiene, Environmental Health, Cultural Heritage, Consumer Education, and Introduction to Agriculture. This is an effective course due to the specificity of both scope and purpose. It sharply focuses on the skills necessary for effective agricultural training and to ensure a successful farming career.

While the curriculum is adequately comprehensive to achieve its purpose, its uniform application to a heterogeneous trainee population requires some in-depth review by project management. According to the survey of graduates, some parts of the Feeder curriculum may have been unnecessary to trainees who left schools immediately prior to enrollment in TGOIC. They

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\*Curriculum for Day Program is being finalized

still possessed adequate academic background to justify a more accelerated Feeder Program.

- Agricultural Training Curriculum

The agricultural training curriculum listed course syllabi for: Farm Management, Crop Science, Animal Husbandry, Farm Mechanics, Cooperatives Management and Extension Service Practices.

The level of technology reflected in the above-mentioned syllabi is both intermediate and locally adaptable. It introduces modern farming practices which are in line with the development strategies promoted by GOG's Department of Agriculture and Natural Resources. It represents an overall improvement of existing local farming methods, and includes a variety of practical approaches intended to increase a farmer's productivity with minimum time and financial input.

c. Student Services

Student Services include recruitment, orientation, counseling, and follow-up. These services, which are a pivotal element in OICI's vocational skills training projects, are being adopted by TGOIC to ensure effective training and successful resettlement effort.

- Recruitment

A recruitment strategy has been developed and thoroughly

understood by the project staff. In spite of limited transportation means, recruitment has been effectively carried out as demonstrated by the adequate number of trainees and their characteristics which reflect the target beneficiaries defined in the project proposal. Extensive contact has also been made with chiefs of villages and other local authorities to identify potential trainees.

The survey of graduates indicated that a majority of the trainees learned about TGOIC as a direct result of the project's recruitment effort. Ten (10) of the 23 graduates interviewed had joined TGOIC after being directly contacted by a member of either the TCT, local staff, or Board of Directors. Three (3) were recruited by TGOIC's Training Manager through the intermediary of a local school principal. Two (2) heard of TGOIC on the radio, and the rest learned about the project from their relatives and friends.

There was no formal documentation available of the recruitment procedures detailing the selection criteria, the enrollment and intake process, the timing of recruitment, and other matters as required to ensure standardized and consistent practices.

- Orientation

The orientation program for new recruits last about seven (7) days and is the responsibility of the Training

Manager and Student Services Coordinator. A comprehensive program has been developed to introduce the OIC philosophy and methodology. It also presents to new recruits TGOIC's policies, procedures, objectives and the responsibilities of the trainees.

However, inadequate time is allocated for the introduction of formal counseling, a new concept in the country's educational system. The trainees are provided this service probably without the full understanding of its purpose and objectives.

- Screening

Trainees enter the program at various educational levels, ranging from Primary Form IV to Junior Secondary School Form IV Certificate holders. Nevertheless, they have all been placed in the same Feeder classes. One consequence is that some trainees are forced to remain in Feeder longer than necessary while others experience difficulties in measuring up to the standard of the class.

- Counseling

The responsibility of counseling and guidance rests with the Student Services Coordinator, who has twelve years of teaching experience, although no formal training in counseling and guidance. The Feeder/Counseling Specialist (TCT) is responsible for imparting this concept to her counterpart and for assistance in setting-up this entire unit.

The results indicate some effort to adopt OIC methodology such as the inclusion of individual and group counseling, case records and MIS. However, there is no formal document available detailing the procedures for this unit. Trainees' records are incomplete and inadequately organized, with many of them missing important documents; such as, the attendance roster and comment sheet. The present in-service training program does not provide the intensive training level which appears to be needed by this unit.

- Follow-Up

Follow-up of graduates has been diligently conducted by the Student Services Coordinator with the collaboration of the Training Manager and some other local staff members. But the graduates were mostly visited in groups rather than individually. Documentation of follow-ups was also on a group basis. Thus, excepting staff members involved in follow-ups and those who know the trainees on a personal basis, it is difficult for anyone else to determine the progress of each graduate's performance on his own farm.

- Conclusion on Student Services

The introduction of a new system and new concepts in student services has taken place. In spite of the weaknesses identified above, the student services unit of TGOIC represents an important step in technology transfer. Notwithstanding the limited time

for staff development since project inception, the need to implement OIC methodology at an early date (3 months following actual project start-up), and the novelty of concepts involved, adequate groundwork has been achieved to ensure the proper development and operation of this unit.

## 2. Administrative and Other Services

### a. Personnel

The proposal anticipated ten (10) local employees functioning independently as instructors, farm managers, extension and cooperative services coordinators. It also projected six (6) local staff members performing key executive and supportive functions. These projections represent the magnitude of expected output in relation to administrative and technical personnel by the end of the project life.

As of May 15, 1980, seven (7) staff members\* were in charge of production and training, while two (2) others were in administrative positions\*\*. Thus only 56% of the projected administrative and technical positions have been filled.

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\*One (1) farm manager and two (2) assistants were in charge of the production component, while three (3) instructors and one (1) student services coordinator operated the training component, hence a total of seven (7) staff members.

\*\*The two (2) administrators referred to are Training Manager and Administrative Services Officer. The position of Executive Director has been vacant since January 1, 1980.

As stated in Section II.1.b (Project Purpose/Counterpart Training), local staff members demonstrated the capacity to independently perform all training functions within a year time. The managerial and administrative personnel, however, require an additional two-year period for in-service training purpose.

b. Planning

Operational objectives are set forth by project management with precision and clarity. This has been evidenced by the existence of work plans at both project and components' level.

Planning is performed on an annual basis at the project level. However, long-term work plan (of more than one year) exists only in the original proposal. As a result, end-of-project status and new input requirements for attaining project goal have not been formally redefined and linked in spite of the numerous changes since project inception.

At the components level, quarterly and semi-annual work plans are available, although these are more satisfactorily documented by the training staff than by production personnel. It was difficult to determine if work plans were evaluated and improvement strategies developed. Shortcomings of one planning period are reportedly reflected in corrective measures to be included in the subsequent work plan. But here again, the evaluation and follow-up efforts have not been formally documented.

Local staff appeared to have been involved more in program planning than in budget development. In general, TCT still maintain high profiles in both activities. Hence, the development of annual plans and budgets by local staff, with TCT assistance has not taken place.

**c. Evaluation**

The proposal calls for annual program and staff evaluations performed by local staff in collaboration with TCT, OICI, USAID and COG.

The evaluative capacity of local staff has been best developed in the training area. A comprehensive evaluation scheme is already devised to include the assessment of instructor's performance, the measurement of training efficiency in both Feeder and Agricultural Training, and the acquisition of feedback from trainees on the services of TGOIC. All evaluation instruments developed by the training component have been implemented.

There is no formal evaluation scheme for the production component and at project level. However, production data are available in detail, and an annual program evaluation report for FY 1978-79 was prepared by the Program Advisor. Evidently a formal evaluation scheme would enhance the accuracy and precision of managerial decisions, although it does not seem feasible at present

for local staff to assume the lead role in evaluation. The development of evaluative capacity has not been given adequate emphasis.

As stated in the preface of this report, the present evaluation is the first joint effort of OICI, USAID, and GOG in evaluating the performance of TGOIC.

d. Fiscal and Program MIS Implementation

The fiscal component of OICI's Management Information System (MIS) has been adequately implemented, thus facilitating the necessary cost reimbursement by OICI Central Office. Also, the books and accounts of TGOIC were examined in September 1979 by auditors from GOG's Auditor General Office. It was confirmed that OICI's fiscal MIS is an effective tool for the control of budgetary information and disbursements, and that the books of accounting records examined were satisfactorily maintained\*.

The programmatic MIS has been modified to suit the needs of an agricultural training program. Further revision is currently under way to particularly gather adequate information on resettlement and trainees' activities following graduation. Information processing is still performed mainly by the Feeder/Counseling Specialist,

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\*Auditor General Office, Republic of The Gambia, Nov. 7, 1977, Ref. ADC. 13/(4), Audit Examination of Books and Accounts, Gambia Opportunities Industrialization Center, September 1979

and so is the maintenance of files and records. Some lack of organization was noted; however, due to the small number of trainees, it did not affect the retrieval of information requested by the evaluation team.

It is apparent that stricter compliance with the MIS is called for in view of future increases in intake level. But most important of all is the need for greater involvement of local staff in MIS implementation.

### 3. Development of Project Site

#### a. Land Clearing

TGOIC acquired a rent free plot of land having an area 403 acres, from the Kerewan Area Council\*. The land is located near Chamen village in the Upper Baddibu District of the North Bank Division.

Approximately 330 acres of land have been cleared, which represents an important output of TGOIC in terms of site development. As stated in section II.1.C of Part C (Project Purpose/Farm Revenue), a total of 241 acres were cultivated in 1979, of which 32 acres were assigned to trainees, and not 325 acres as initially projected. The proposal projection has been revised downward to realistic proportions.

The project also completed the construction of three

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\*The original proposal anticipates an 845-acre plot of land

(3) service roads running through the site from North to South, and another three (3) roads crossing the property from East to West.

b. Buildings

There are currently 13 structures on the project site including classrooms, dormitories, offices and equipment storage facilities. Actual construction costs totaled US\$143,000. Based on the estimation rate applied by the Department of Public Works, the same structures are worth D650,000 or US\$369,318\*. The saving resulted mainly from the direct involvement of TCT and local staff in planning and supervising the construction process, which eliminated the need for outside constructors.

There still remains additional required work to complete some unfinished projects which include farm manager's residence, poultry building, the water system, some electrical installations and minor tasks related to some buildings. A total of approximately US\$7,000 will be required to supplement the current US\$10,000 worth of materials which are already on-site. It should be noted that all construction work has been suspended due to the present budget constraints of TGOIC.

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\* Applying an exchange rate of D 1.76 per US Dollar. Note that the Department of Public Works valued 6769 square feet of TGOIC's first 8 buildings/structures at \$192,614, or 83% more than the actual cost of \$105,303.

c. Water System

An 85-meter bore well was developed to meet the basic needs of trainees, staff, animals and a small acreage of vegetables. The bore well produces 1500-2000 gallons of water per hour during the dry season.

An 8,000-gallon cistern was built near the bore well to serve as holding tank. Construction work on a water tower is also underway. However, there is need for some additional pipes, pipe fittings and labor time to complete the project.

4. Community Consciousness and Support

a. Board of Directors

TGOIC Board of Directors played a key role in the start-up and subsequent development of the project. Composed of 16 members from both public and private sectors, they represented community interest and support required prior to project funding. The Board was also instrumental in obtaining GOG's initial endorsement of the project through the Ministry of External Affairs, although this endorsement was later considered by the government as not binding due to lack of cabinet approval.

As project implementation began, Board Members provided extensive support in staff recruitment while they also received regular TCT assistance in terms of orientation on OIC philosophy and methodology.

There is evidence of regular monthly meetings although quite recently there has been some difficulty in achieving a quorum at meetings. Also, isolated incidences appear to have taken place in situations where the Board extensively involved itself in the day-to-day operations of the project, with adverse effects on the efficiency of TCT and local staff. Yet, the Board's activities in resource mobilization and in developing additional support for the project remain at relatively low level.

At the time of this evaluation, TGOIC Board has not been legally incorporated and recognized by the government. As mentioned earlier in section II.1.e of Part C (Project Purpose/Government Recognition and Support), GOG has requested dissolution of the current Board and the creation of a Management Committee as a precondition to any consideration of government support for the project. Apparently the Board has not maintained adequate rapport with the government since project start-up. But it should be noted that personnel changes within the government since its initial contact with the Board account partially for the communication gap between the Board and the government.

b. Advisory Committees

The proposal calls for the development of an Agricultural Advisory Committee (AAC) and a Cooperatives Management Advisory Committee (CMAC). There has been some effort to contact potential members of the AAC while plan

for the formation of a CMAC is still yet to be initiated.

c. Other Local Community Support

TGOIC has earned high level interest and support from the local community and neighboring villages.

A committee of local representatives was formed in Farafenni to mobilize support for TGOIC and operates under the direct supervision of Chief K.T. Jammeh, TGOIC Board Chairman. In June, 1979 villagers from Ngor Angate and For Ngumbo assisted the project in sowing groundnuts. In August, 1979 people from Konteh Kunda, Tankanto, and Kubandari came to help in weeding. TGOIC's crops harvesting in the same year was assisted by free village labor from Tankanto, Kubandari and Chamen. Direct contact of evaluators with the alkalis of Tankanto and Kubandou and the elders of these villages further confirmed the support of surrounding communities for the project.

5. Cooperative Societies

The proposal envisioned the creation of 10 new cooperative societies composed of TGOIC graduates. The objective was to enhance trainees' capability to secure credit and to market farm produce.

Although no new cooperative societies have been formed, most of the graduates are planning to join existing local cooperatives to which their parents and relatives already belong. Since this is the first crop season for the graduates, most do not belong yet to cooperatives but will become eligible for memberships next season. Meanwhile, some of them already have access to the services of cooperatives through their family members.

Effort is being made to secure additional credit sources for the graduates through local banks by creating societies of groups of graduates. Although effort is still at an early stage, already seven (7) such groups have been formed.

## 6. Verification of Major Assumptions

The achievement of project output is predicated on the validity of several important assumptions\*:

- That a collaborative working relationship is developed among TGOIC Board, GOG, and project management.
- That minimal turnover occurs among the local staff.
- That training equipment and materials are available on schedule.
- That the cooperative movement continues to expand in The Gambia.
- That support committees are created to effect community involvement in project activities.

Only two (2) of the above assumptions conform to the current reality:

- The cooperative movement does continue to expand in The Gambia.
- Local staff turnover has been minimal, although turnover in the position of Executive Director has been detrimental to project implementation. There has been two (2) Executive Directors since project start-up, and the position has been vacant again since January 1, 1980\*. A major adverse effect is the unavoidable delay in the completion of counterpart training, and hence the delayed transfer of managerial responsibilities to local staff.

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\*Two assumptions stated in the Logical Framework Matrix will not be discussed here: (a) Assumption on annual targets for completions, which should have been an output indicator and was discussed in section III.1.a of Part C (Project Output/Training Completion), and (b) Assumption on favorable climatic conditions, which has already been discussed at length earlier.

\*\*Program Advisor served as Acting Executive Director.

The rest of the assumptions did not converge with reality:

- Tensions developed quite recently between the Board and project management due to the Board's involvement in the day-to-day operations of the project.
- There has been no rapport between TGOIC Board of Directors and GOG, which is now requiring dissolution of the Board as a precondition to discussing government support for TGOIC.
- Project equipment and materials were late in arriving in country due to shipping problems. This delay has critically affected the timing of land preparation and planting in 1979, and has also caused additional expenses for leased tractors and trucks.
- Excepting the support committee in Farafenni, no other support committees were developed in Banjul. Hence, the insignificant assistance from outside sources to the project. The few committees of the Board have not been contributing to project growth and effectiveness.

In summary, several of the conditions which could have otherwise enhanced project performance in terms of output have not been met. It should, however, be noted that some of the assumptions should have been targetted by project planners as critical output objectives rather than assumptions (linkage with GOG, working relationship among Board TCT-local staff, development of support committees).

#### IV. PROJECT INPUT

##### 1. Manpower

##### a. Technical Cooperation Team (TCT)

The proposal indicates a four-member TCT team with a total input of 216 man-months during the project life. However, although staff members were actually increased from four (4) to five (5), total TCT man-months will be 19% less than projected\*. The variance is due to:

- Personnel recruitment difficulties, which delayed the phase-in of TCT staff members.
- An underestimated budget which was not clearly foreseen at the time of funding approval and which necessitates the currently accelerated TCT phase-out.

The addition of one (1) TCT staff member without a corresponding fund increase, and two unexpected cases of personnel turnover contribute, in part, to the current budgetary shortage.

The initial TCT team consisted of:

1. Program Advisor
2. Finance/Administration Specialist
3. Horticulture/Agronomy Specialist
4. Farm Manager/Equipment Specialist
5. Feeder/Counseling Specialist

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\* Exhibit IV.1.1-A presents the estimates of planned versus actual TCT man-months; Exhibit V.1.1.-B describes the schedule of TCT services.

EXHIBIT IV.1.1-A

PLANNED VERSUS ACTUAL TCT MAN-MONTHS

<u>Fiscal Year</u>	<u>Planned</u>	<u>Actual</u>	<u>Variance</u>
1978	42	18	-57%
1979	48	50	+ 4%
1980	48	50*	+ 4%
1981	48	32*	-33%
1982	30	24*	-20%
<b>Total</b>	<u>216mm</u>	<u>174mm</u>	<b>-19%</b>

\*Projected

EXHIBIT IV.1.1-B

SCHEDULE OF TCT SERVICES  
(MAN-MONTHS)

Position	<u>Actual</u>		<u>Projected</u>			
	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>FY82</u>	<u>TOTAL</u>
Program Advisor	2	9	12	12	12	47
Finance.Admin. Spec.	3	12	12	12	12	51
Hort./Agro. Specialist	11	12	2	-	-	25
Farm Mgr./Equip. Spec.	2	7	12	6	-	27
Feeder/Counseling Spec.	-	10	12	2	-	24
<b>Total</b>	<u>18mm</u>	<u>50mm</u>	<u>50mm</u>	<u>32mm</u>	<u>24mm</u>	<u>174mm</u>

The Horticulture/Agronomy Specialist was phased out in early FY 1980 after the completion of his two-year contract. Renewal of contract for this position was not feasible due to the imminent budgetary problems noted by project management.

As observed by evaluators, TCT staff members are technically qualified and professionally devoted to their work. They operate in a highly challenging environment in terms of unfavorable and unpredictable climatic conditions, inadequate logistics, and a severely underestimated budget intended to attain highly ambitious objectives.

Another constraint affecting the attainment of objectives (institutionalization in terms of counterpart training) is that contingency plans are not yet in place to compensate for the late phase-in and early phase-out of TCT staff.

b. Local Staff

As stated in section II.1.b of Part C (Project Purpose/Counterpart Training), local staff members totaled 15 at the time of this evaluation, and thus represented 54% of the initially proposed 28 staff positions.

Exhibit IV.1.2 compares planned with actually staffed positions as of May 15, 1980. All components except that of production, were below plan by 44%-50% in personnel terms. Here again, the limited staffing was due to budgetary problems which necessitates controlled hiring\*, and the recent staff reduction (lay-off of eight (8) farm laborers and one (1) farm clerk). Staff recruitment has been suspended until additional resources are made available, except for the position of Executive Director.

Staffed positions are detailed in Exhibit IV.1.3. Actual functions of staff members are not fully reflected by their respective positions/titles. Due to limited manpower, production staff presently share in the training functions of the instructional staff. On the other hand, instructors are also involved in production, equipment maintenance, in addition to extension services, student services and teaching\*\*.

Although the staff have already been spread over a wide range of duties, the currently low enrollment level

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\*Three (3) instructor positions have never been filled, and that of administrative secretary was discontinued in mid-1979.

\*\*Only the crop instructor is a full-time teaching instructor.

## EXHIBIT IV.1.2

## PLANNED VERSUS ACTUAL STAFFING LEVEL

(As of May 15, 1980)

Area	Planned Positions	Occupied Positions	Occupied Positions as % of Planned
Administration	4	2	50%
Production	3	3	100%
Training	9	4	44%
Secretarial & Misc. Supports	12	6	50%
Total	28	15	54%

EXHIBIT IV.1.3

OCCUPIED LOCAL STAFF POSITIONS AS OF MAY 15, 1980

Administration	Production	Training	Secretarial & Misc. Supports
1. Training Manager	1. Farm Manager	1. Student Services Coordinator	1. Typist
2. Admin. Services Officer	2. Prod. Asst. (Crops)	2. Instructor-Crops*	2. Farm Clerk
	3. Prod. Asst. (Livestock)	3. Instructor Equipment	3. Senior Driver
		4. Instructor Coops/Extension	4. Driver
			5. Watchman
			6. Cook
Total Occupied Positions	2	3	4
			6

\* The only instructor engaged in full-time teaching

has resulted in unfavorable support staff\*/trainee ratio of 1:1.3 as mentioned earlier in section II.1.a of Part C (Project Purpose/Training Capacity). Some increase in enrollment is necessary to improve the efficiency ratio, since further staff reduction (which may be an alternative) does not seem desirable inasmuch as it will impede the institutionalization process.

The issue of efficiency requires also a total review of the magnitude and relationship between input and output. Considering the large variances between planned and actual objectives discussed in various preceding sections, and given the problems related to some major assumptions noted earlier, the project seems to have been committed to some rather erroneously defined input-output relationships.

## 2. Finance

### a. Funding and Budgetary Status

Total funds obligated by USAID amounted to \$1,087,515

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\*Support staff is defined as the total number of TCT and local staff members involved in production and/or training activities (including counterpart training), the objective of which is to strengthen and institutionalize the training program. The inclusion of TCT is due to indirect benefits to trainees.

as of March 31, 1980. The projected five-year budget for the project (FY1978 thru FY 1982) is \$1,314,655. Available records indicate that a revised budget totaling \$1,599,927 was submitted by OICI in 1977 to USAID/Wash. prior to funding approval. Thus, for evaluation purposes, it was difficult to determine which budget should be in effect, although local project management has cautiously adopted, for planning purposes, the lower ceiling figures.

Pending clarification and/or decision by the funding agency, evaluators decided to use the \$1,314,655 figure for consistency and ease of budgetary analysis. On the basis of this figure, total fund balance to be obligated by USAID for FY1981 and FY1982 amounts to \$227,140 which will evidently be insufficient to sustain project operation. Local operating costs for FY1981 alone may approximate \$250,000, which is a conservative estimate considering the need to increase both production and enrollment levels.

The imminent fund shortage, unless additional resources are forthcoming, will result in an overall cost overrun of \$245,069 relative to proposal budget for the first three years of project operation\*. Cost overrun (over obligated amounts) will still occur in the amount of approximately \$53,253\*\*. It should be noted,

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* Planned:	\$ 895,699	Actual:	\$1,140,768
** Obligated:	\$1,087,515	Actual:	\$1,140,768

however, that if \$1.6 million were used as the life of project figure, OICI might well reach most of its important program targets by the end of the fifth year or even sooner.

b. Major Expenditures

Exhibit IV.2.1 details the distribution of local operating costs from FY1978 thru FY1980 with a view to identifying the major sources of expenditures. As evidenced in this Exhibit, commodities and equipment accounts for 37.7% of all expenditures in the first three years of project life. Second to commodities and equipment in terms of share in total expenditure is indirect cost which accounts for 35.3% of all expenditures, and 30% of which was due to the construction of infrastructure. Trainee living cost, recorded as an indirect cost item, was not even anticipated in the proposal. According to Article 4 of the initial Memorandum of Agreement between GOG and OIC International, GOG was expected to provide dormitory accommodation, stipends and food for TGOIC trainees in cooperation with the U.N.C.E.F. and World Food Program. Also the proposal did not anticipate the logistical difficulties and the

EXHIBIT IV.2.1

DISTRIBUTION OF LOCAL OPERATING COSTS

FY 1977 through FY 1980\*

	<u>Dalasis</u>	<u>% Distribution</u>
Local Salary and Benefits	111,609.28	10.7
Direct Costs	94,716.46	9.1
Production Costs	74,874.70	7.2
Commodities and Equipment	391,367.28	37.7
Indirect Cost	366,761.37**	35.3
Total	<u>D1,039,329.09</u>	<u>100.0%</u>
	\$ 593,902.34	

\*Figures presented are based on actual expenditures for period FY 1978 through April 30, 1980 and estimated expenditures for period May 1, 1980 through September 30, 1980.

\*\* Consisted of:

Training Living Cost	D 25,988.55
Infrastructure	307,323.13
Delivery Charge	33,449.69
	<u>D366,761.37</u>

relatively high delivery charges associated with the transport of program equipment, commodities, and construction materials to the project site.

c. Analysis of Financial Input Indicators

The proposal's Logical Framework identifies four (4) financial input indicators: short-term consultants, participant training cost, costs of commodities, equipment and infrastructure, and other direct costs.

The following sections provide a comparison of planned with actual costs in the first three years of project operation (FY1978 through FY1980)\*. The analysis is limited to the financial input indicators presented in the Logical Framework Matrix\*\*.

• Short-Term Consultants

The budget for Consultants has not been fully utilized as indicated by the following planned and actual figures:

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\* Figures on actual costs presented in this analysis reflect the actual expenditures for the period FY1978 through March 31, 1980 and estimated expenditures for period April 1 through September 30, 1980. US Dollar figures are converted from Dalasis applying the exchange rate of D1.75 per US Dollar.

\*\*It should be noted that these are the most critical input indicators, vis-a-vis project operation, in addition to the man-months (of TCT and local staff services) which serve as manpower input indicator.

<u>Fiscal Year</u>	<u>Planned</u>	<u>Actual</u>
1978	\$2,500	-
1979	1,500	-
1980	1,500	\$3,178
<b>Total</b>	<b>\$5,500</b>	<b>\$3,178*</b>

Thus actual consultants expenses were \$2,322 less than the \$5,500 projected for the first three years of project life, or 42% of the amount allocated.

- Participant Training

A total of three (3) Board Members attended OICI's Participant Training Programs in the U.S. in FY1978 and FY1979. One of them is the Board Chairman who attended the Participant Training Programs both years. The following exhibit details the planned and actual number of participants:

Fiscal Year	FY1978	FY1979	FY1980
Planned	0	1 Board Member 1 Staff Member	1 Board Member 2 Staff Members
Actual	1 Board Member (Chairman)	3 Board Members (Chairman and two others)	0

\* consultant expenses for FY 79-80.

Thus, actual number of trips to the U.S. doubled that which was planned in the proposal through FY1979. Financial records show total expenses for these trips to have amounted to \$6,543, or 68% higher than the \$3,892 projected for Participant Training through FY1979. However small in absolute amount, this line item too has contributed to the current financial difficulties.

In terms of beneficiaries, no local staff was brought to the U.S. for training as planned, although this was due to delayed program start-up and late hiring of local personnel. On the other hand, more Board members traveled to the U.S. for training than was called for in the proposal.

As a result of the present financial difficulties, no representative of either the Board or local staff was scheduled for Participant Training in the current year (FY1980).

- Commodities and Equipment

Actual expenditures on commodities and equipment exceed the planned level by \$97,875, which means a cost overrun of 73% as indicated below.

Planned :	\$134,644	(FY1978 through FY1980)
Actual :	\$232,519	
Variance:	(\$ 97,875)	

Cost overrun in this line item accounts for 28% of all excess expenditures which amount to \$350,867\* in the first three years of project life. Training and production equipment from the U.S. is the major expenditure item, responsible for 71% of total investment in commodities and equipment. Shipping costs in turn account substantially for the expenditures on training and production equipment purchased in the U.S.

- Infrastructure

Investments in infrastructure brought about a 240% cost overrun:

Planned: \$ 52,750 (FY1978 through FY1980)

Actual : \$179,570

Variance: (\$126,820)

The above variance represents 36% of all cost overruns in the three-year period under study. Cost overrun in this line item was due to the unexpected need for extensive construction works, land clearance, large investment in water supply system, and specially the underestimated costs of labor, materials, and transportation. The distribution of infrastructure-related costs is as follows:

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\*To be distinguished from net cost overrun (\$245,069 as stated in page 68, i.e. excess expenditures minus budgetary savings) which takes into account the positive balance (unspent funds) of some budgetary line items.

Labor	17.9%	Land clearing, fuel	2.0%
Materials	57.2%	Water supply system	17.2%
Maintenance	0.4%	Fencing	0.7%
		Transportation	4.6%

As indicated in the above percentage distribution of expenditures, the combination of labor, materials and water supply system accounts for 92.3% of the total cost of developing infrastructure.

● Other Local Direct Costs

Planned : \$76,199

Actual : \$94,985

Variance: (\$18,786)

Accounting for only 5% of all cost overruns from FY1978 through FY1980, the actual other direct costs line item figure reflects a 25% excess expenditure relative to proposal figure.

3. Other Input Indicators

Other input indicators contained in the Logical Framework include 60 man-months of counterpart services from host country, 208 ha of land surveyed and utilized by 1981, and tax-exempt status granted to TCT and program commodities and equipment.

As already discussed, TGOIC still needs formal recognition by the Cabinet of the Government of

The Gambia prior to being considered for support and counterpart technical assistance services by the government.

Although land was not granted by the government, a rent free plot of 408 acres was secured from the local community. Land survey was conducted by the Department of Public Works at nominal cost.

Tax-exempt status has been granted to TCT staff members and project's commodity and equipment.

4. Verification of Major Assumptions

Major assumptions related to project input include:

- Timely arrival of program supplies and equipment purchased abroad.
- GOG land and facilities available as scheduled.

As mentioned earlier in section III. 6 of Part C (Project Output/Verification of Major Assumptions) some major equipment and materials arrived late in-country in 1979 and have caused unnecessary delays and additional expenses during the planting season of the same year. Shipping and procurement difficulties

with respect to spare parts and some equipment are also delaying the full use of machinery currently available on the farm and hinder the expansion of poultry raising (hammer mills are still not available for food preparation).

The assumption on availability of GOG land and facilities was invalid. However, land was made available to TGOIC by the local community, while TGOIC had to develop/construct all infrastructure currently observed at the project site.

## PART D: RECOMMENDATIONS

The following recommendations are based on the evaluation findings presented in Part C of this report. Three (3) crucial findings constitute the basic framework for the formulation of recommendations:

1. Initial success of TGOIC in recruiting, training, and motivating school dropouts and school leavers to engage in farming.
2. High level complementary skills of TCT and Local staff necessary to develop and institutionalize a training center/production farm.
3. Acceptance of TGOIC by local community and surrounding villages, and explicit interest of GOG in eventually absorbing the project.

Some major problem areas are also part of the framework for recommendations:

1. Critical fund shortage and large cost overruns in key budgetary line items.
2. Large variances between some planned and actually achieved objectives.
3. Absence of explicit government recognition and support.
4. Initial production losses.

### I. RECOMMENDATIONS RELATED TO PROJECT GOAL

Goal statement: To strengthen and diversify the capacity of the rural labor force.

Recommendation I.1: TGOIC should intensify and accelerate its effort in identifying and developing sources of financial assistance to enable the effective resettlement of farmer - graduates. The Board of Directors, the Advisory Committees, the project's administrative staff and student services unit (intake/counseling/cooperative and extension services) should develop a coordinated strategy to: (a) help realize the revolving fund project which has already been initiated, (b) enlist maximum support from local cooperative societies for TGOIC farmer - graduates, (c) obtain special loan packages for trainees and/or groups of trainees, and (d) assist in ensuring the proper utilization of these loans.

Recommendation I.2: Although land may be available to most graduates as demonstrated by past experience, TGOIC should initiate an on-going land identification and 'acquisition'\* program to ensure the early settlement of the few graduates who may face difficulties in securing land. Thus, land problems should be resolved prior to and not after graduation. The student services unit should identify trainees who require special assistance in resolving land problems.

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\* Since land outside Banjul and Kombo St. Mary cannot be sold, rented, mortgaged or pledged under existing land tenure laws, the recommended effort should be directed to gain acceptance and/or authorization for trainees to farm in specifically available land areas.

Recommendation I.3: The training program and follow-up services should emphasize the diversification of not only crops but also of farming activities in general. Greater training emphasis should be given to livestock and poultry raising to reduce the uncertainty and fluctuations of income due to the unpredictability of climatic conditions.

## II. RECOMMENDATIONS RELATED TO PROJECT PURPOSE

Purpose statement: To introduce a training program of intermediate level agricultural technology for rural school leavers in the North Bank Division of The Gambia.

Recommendation II.1: Negotiations between the Government of The Gambia (GOG) and OICI-TGOIC should be initiated in the immediate future to resolve the issue of government's recognition and support of TGOIC. The Program Advisor should actively assume, as representative of OICI, the role of liaison between TGOIC and GOG until all problems have been resolved. The Program Advisor should also develop a time-table, in collaboration with GOG and the Board of TGOIC, for both negotiation and subsequent implementation of decisions reached.

Recommendation II.2: TGOIC should be under the auspices of the Department of Agriculture and Natural Resources, once government recognition is accorded. This recommendation is based on the following considerations.

- a) GOG's Developmental Budget far exceeds its Educational Budget.
- b) Acquisition of needed agricultural inputs can be better streamlined.
- c) TGOIC production and training components can dovetail GOG's development strategies. Cooperative/Extension agencies can better absorb trainees not returning to land.
- d) The objectives of TGOIC are in harmony with the operational goals and strategies of the Department of Agriculture and Natural Resources.

Recommendation II.3: The Logical Framework Matrix of the original proposal should be thoroughly revised, redefining the magnitude of input, output, and the relationship between these on the basis of actual local conditions and TGOIC's experience from inception to date. Conditions for project's success which are within the control of project management should be targetted as output and not considered as assumptions.

Recommendation II.4: A new comprehensive farm production plan should be developed to better reflect actual local conditions. The plan should detail short and long-term strategies and objectives, and should realistically project potential revenues and expenses, applying the lessons learned in 1979. It should be noted that, while farm production alone is insufficient to fully sustain the project (even under best climatic conditions)\*; it can help reduce training costs, thereby raising overall cost - efficiency. It is highly

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\* Due to the number of trainees and staff members, and the wide scope of training activities and other services.

recommended that as much land as possible at the project site be cleared and plowed for the 1980 growing season. If the financial situation prevents maximum utilization, effort should be made to attract nearby farmers to utilize the land.

Recommendation II.5: Full use should be made of all farm implements currently available on the farm. With the number and quality of tractors, spare parts and skilled operators on board at Farafenni, approximately 400-500 acres under ground-nuts, maize, sorghum, millet, and rice would be considered an optimal area under production assuming normal climatic conditions and ready availability of additional agricultural inputs such as seeds, fertilizers, insecticides, etc.

Recommendation II.6: An in-depth cost effectiveness study should be conducted to determine the ultimate role of the Gravely cultivators in the training and production programs of TGOIC. Assuming availability of funds for fuel, maintenance, transportation and labor costs, motorized cultivator services may be hired out to interested surrounding villagers as part of the suitability study of the cultivators. The criteria for the selection of farmers should include:

- (a) most influential change agent/farmer, (b) willingness and ability to pay direct and variable costs of operation and,
- (c) a desire and ability to feed the student operators. If the demand for testing the cultivator exists, students should be freed from the classroom for on-the-job training (cultivator operation and maintenance). It is important that all

operating costs are covered and additional fixed costs accrued to the farmer. Renting the machines to rice cultivators would also be appropriate. This model of tractor appears to be ideal for swamp rice puddling or even rain fed varieties with certain cropping patterns/transplanting. Although puddles have not been included in the accessory inventory, demand should be assessed at this early date for potential implementation in the next growing season.

Recommendation II.7: A formal, systematic, and more purposeful counterpart training program should be developed in the immediate future. Formal counterpart training is needed most in the management and production areas. The program to be developed should take into account the reduction in man-months which TCT staff members spend with the project due to their delayed phase-in and accelerated phase-out.

### III. RECOMMENDATIONS RELATED TO PROJECT OUTPUT

Recommendation III.1: In conjunction with the revision of the Logical Framework Matrix (Recommendation II.3), staffing level and trainee population should be redefined in the context of the revised input and output so as to achieve the optimal support staff/trainee ratio.\* Efficiency considerations should not be limited to the teacher/trainee ratio.

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\* Support staff includes all teaching and non-teaching personnel working directly or indirectly in support of the training program.

Recommendation III.2: Additional trainees should be enrolled in the immediate future. To increase the enrollment level while limiting the ensuing increase in costs, project management should consider de-emphasizing the intake of boarding trainees and intensifying the day program enrollment at least until the production farm realizes some increases in net returns.

Recommendation III.3: Project management should set specific goals for resettlement, and should distinguish the latter from training completions. Also, provisions for the recruitment and training of women should be clearly defined in the project's operating procedures and training program.

Recommendation III.4: Comparative study should be initiated to compare and contrast TGOIC curriculum with those of the existing agricultural training centers in The Gambia; i.e., Lamin Technical Center and Gambia College. Based on the findings, TGOIC curriculum may be streamlined to qualify trainees for possible employment as Agricultural Demonstrators or Agricultural Assistants. This recommendation is intended specifically to enhance TGOIC's capacity in assisting trainees who may be unable to return to the land for one reason or another.

Recommendation III.5: Project management should develop a formal long-range operational plan ranging from at least three (3) to five (5) years. Work plan of one component should be coordinated with those of others. Both short and

long-range plans should be formally monitored and evaluated, and local staff be extensively involved in the planning process as part of the counterpart training program.

Recommendation III.6: In conjunction with Recommendation III.5 mentioned above, an evaluation scheme at the project level should be developed, although one (1) is also needed specifically for the production component.

Recommendation III.7: The following is recommended to improve the Student Services Unit:

- (a) A 'Standard Operating Procedures' Manual should be developed and should detail the processes of recruitment, intake, orientation, screening, counseling, and follow-up.
- (b) Greater emphasis should be given to explaining the objectives, benefits and process of counseling during orientation programs.
- (c) A diagnostic test should be developed to enable the classification of trainees into more homogeneous groups for Feeder training.
- (d) A more formal, systematic, and accelerated counterpart in-service training program should be designed for staff involved in counseling and guidance.
- (e) Follow-up activities should be conducted on an individual basis, or at least records should be maintained individually and not in groups.
- (f) Trainee records should be reorganized and completed where necessary. Counterpart training in this area also needs special emphasis.

Recommendation III.8: TCT staff members should resume Board development activities through a formalized scheme and schedule, since this task seems to have been neglected in the recent past.

Board training is all the more important in the immediate future, since the Board is expected to comprise mostly new members.

Recommendation III.9: Efforts to develop an Agricultural Advisory Committee should be reactivated in the immediate future, and the Committee should begin, if possible, functioning concurrently with the revision of the project's Logical Framework.

Recommendation III.10: Regardless of how the Board may be reorganized per request of the Government, an Executive Committee should be formed to assume the lead role in planning and implementing vital policy decisions. This recommendation, if carried out, will enhance the effectiveness of the Board in responding to the needs of the project.

#### IV. RECOMMENDATIONS RELATED TO INPUT

Recommendation IV.1: A comprehensive assessment of counterpart training requirements should be made to determine the recommendable rate of TCT phase-out during the remainder of project life.

Recommendation IV.2: A comprehensive assessment of local personnel requirement should be made to determine the specific staffing level needed to achieve better cost effectiveness than has been the case heretofore. The basis for re-evaluating

personnel requirement should be the revised Logical Framework recommended earlier. Meanwhile, local staffing should remain at the current level until additional resources are available.

Recommendation IV.3: USAID and OICI should consider the possibility of extending assistance to TGOIC through FY 1985, per request of GOG, to allow government adequate time to plan and mobilize its own resources for the support of the project.

Recommendation IV.4: USAID should consider additional funding to the project to enable operation through FY 1982 (end-of-project per proposal) considering: (a) TGOIC has demonstrated its potential as an effective training and rehabilitation project, (b) delayed project start-up, (c) project's capacity to generate total number of trainees resettled as initially projected, (d) initial budget out of line with actual costs and without adequate built-in allowance for inflation and contingencies, (e) the need for at least \$1.6 million had been foreseen by OICI as early as 1977 per revised budget submitted to USAID/Wash. prior to funding approval.

It is projected that TGOIC direct costs will require in the general order of \$550,000 to sustain its operation through FY 1982. Considering a 20% allowance for inflation and contingency, the projected required funds should be adjusted to \$660,000.

Recommendation IV.5: OICI and TGOIC should develop a realistic program and budget proposal for the period FY 1982 through FY 1985, detailing the specifics of expected revenues,

expenditures and the proportionate amounts of expected funding/income from various sources. The above recommendation implies the need for a feasibility study sometime during the fifth year of the project.

Recommendation IV.6: TGOIC Board of Directors should intensify resource mobilization effort to supplement farm income and funding from GOG and USAID. The same should also explore possible sources of funding other than USAID and GOG in order to augment project revenue.

Recommendation IV. 7: TGOIC should expand its livestock and poultry raising enterprise to derive higher revenue from these components, thus reducing the adverse effect of crop revenue fluctuations stemming from unpredictable climatic conditions.

Recommendation IV.8: OICI management should consider the possibility of relocating the Finance/Administration Specialist to the project site to: (a) facilitate counterpart training for the local administrative services officer, and (b) upgrade farm accounting system. These objectives may be realized with savings, if the present house of the TCT Finance/Administration Specialist and the present TGOIC office space in Banjul are vacated, and a modest "contact" office/lodging quarter is secured, instead. This modest office/lodging quarter should adequately meet transient lodging needs and office space requirement whenever the Program Advisor or the Finance/Administration Specialist commutes to Banjul for business purposes.

## APPENDIX A

### LIST OF PERSONS INTERVIEWED

**Auber, M.L.**, Permanent Secretary of Education, GOG  
**Bah, Amadou**, TGOIC graduate  
**Bah, Bubacarr**, TGOIC graduate  
**Bah, Mamado A.**, Extension Project Assitant, Freedom from Hunger Campaign  
**Bobb, Ousman**, Co-operative Extension Coordinator, TGOIC  
**Boldeh, Fullo**, Extension Worker, Freedom from Hunger Campaign  
**Ceesay, Ali**, TGOIC graduate  
**Ceesay, Famara**, TGOIC graduate  
**Ceesay, Momat**, Parent of Ali Ceesay (TGOIC graduate)  
**Dafiel, J.L.B.**, Alhaji, Minister of Agriculture and Natural Resources, GOG  
**Dampha, Musa**, TGOIC graduate  
**Danso, Lang**, TGOIC graduate  
**Drammeh, Sulayman**, TGOIC graduate  
**Fatty, W.A.K.**, Student Services Coordinator, TGOIC  
**Faye, J.C.**, Rev. Fr., TGOIC Vice Chairman  
**Funicello, Anthony**, Program Officer, USAID/Banjul  
**Giday, Tilahun**, Farm Manager/Equipment Specialist, TGOIC  
**Jagne, A.M.B.**, Permanent Secretary of Agriculture and Natural Resources, GOG  
**Jallow, Buba**, TGOIC graduate  
**Jammeh, K.T.**, Chief, Board Chairman, TGOIC  
**Jammeh, Kebba**, TGOIC graduate  
**Jarju, Seedy**, Farm Manager, TGOIC  
**Jarra, Brenda**, Feeder/Counselor Specialist, TGOIC  
**Jobe, Patch**, TGOIC graduate  
**Joof, Dedeh**, TGOIC graduate  
**Keita, Gallo**, TGOIC graduate  
**Mamboury, Mamadou**, Alkali of Kubandou  
**Mannings, Connie Dr.**, Program Adivsor, TGOIC  
**Morang, Lang**, TGOIC graduate  
**Morang, Mamadi**, Alkali of Tankanto  
**Mendy, Sophie**, TGOIC graduate  
**N'Jie, A.A.B.**, Senior Economist M.E.P.I.D., Board Secretary, TGOIC  
**N'Jie, Majomeh**, TGOIC graduate  
**Pardon, Raymond**, Charge D' Affairs, U.S. Embassy, Banjul  
**Sallah, Samba**, Parent of Yorro Sallah (TGOIC Trainee)  
**Sallah, Yorro**, TGOIC graduate  
**Sanyang, I.F.B.**, Crop Instructor, TGOIC  
**Senghore, T.G.G.**, Permanent Secretary of Finance, GOG  
**Silla, R.J.**, Training Manager, TGOIC  
**Singhateh, Alhaji**, TGOIC graduate  
**Sparks, Daniel**, Finance Administration Specialist, TGOIC  
**Sowe, Braham**, TGOIC graduate  
**Touray, Alhaji**, TGOIC graduate  
**Touray, Baboucar Alhaji**, Parent of Alhaji and Mamadi Touray (TGOIC graduates)

Appendix A (continued)

Touray, Gibril, TOGIC graduate  
Touray, Katim, TOGIC graduate  
Touray, Mamadi, TOGIC graduate  
Touray, Mamud, TGOIC graduate  
Touray, Yosupha, Parent of Mamud Touray, TGOIC graduate  
Toure, L.B., Administrative Services Officer, TGOIC

## APPENDIX B

List of official correspondence between OICI, TGOIC and Government of The Gambia prior to project funding and implementation.

March 3, 1975

TGOIC interest group requested appointment with Secretary General, Permanent Secretary, Ministry of Education, Youth, Sport & Culture, Permanent Secretary, Ministry of Economic Planning & Industrial Development, and Permanent Secretary, Ministry of Agriculture and Natural Resources. The purpose was to discuss program for the visit of the OIC International Feasibility Team.

October 15, 1975

Interest group requested Government recognition of TGOIC through the Permanent Secretary, Ministry of Economic Planning and Industrial Development.

October 23, 1975  
Ref. MP/548/10-J

Letter received from Ministry of Economic Planning and Industrial Development by TGOIC interest group in Ref. to letter of October 15, 1975, stating that the TGOIC would have to submit a Draft Co-operation Agreement to The Gambia Government through the President's Office, Ministry of Finance and Trade, and External Affairs.

April 22, 1975  
Ref. 594/Vol.V/(15)

The Ministry of Economic Planning forwarded to TGOIC project document on multi-purpose Rural Development Centers prepared by the Ministry with a request for TGOIC input and further discussion on the subject.

July 13, 1976  
Ref. D.Y.SC/244/(10)

Letter from Department of Youth, Sports and Culture to Permanent Secretary Ministry of Economic Planning providing input to the Draft Article of Agreement between OIC International and the Republic of The Gambia.

Appendix B (continued)

July 14, 1976  
Ref. MP/548

Letter from Ministry of Economic Planning and Industrial Development to Director of Youth and Sports, supporting the department's input on the Draft Article of Agreement between OIC International and the Republic of The Gambia.

August 18, 1976  
Ref. MWC.1/95/(2-N)

Letter from Ministry of Works and Communications to Permanent Secretary Ministry of Economic Planning and Industrial Development supporting the Draft Agreement.

August 23, 1976  
Ref. DYSC/122/(40)

Letter from Department of Youth, Sports and Culture to Ministry of Agriculture, Ministry of Economic Planning and TGOIC, detailing the Department's support of Rural Youth Development Centers.

October 11, 1976  
Ref. MP/548/(21-5)

Letter from Ministry of Economic Planning and Industrial Development to Permanent Secretaries:

Ministry of External Affairs  
" " Finance & Trade  
" " Agriculture & Natural Resources  
" " Education Youth & Sports  
Commissioner of Labour  
Director of Animal Health

Referring to MP/548/(13-J) of July 6th relating to Draft Agreement: Gambia Government/OICI. Ministry requesting early response on subject.

October 25, 1976  
MA/3183/(137)

Letter from Ministry of Agriculture and Natural Resources to Permanent Secretary Ministry of Economic Planning and Industrial Development providing input on Draft Agreement: Gambia Government/OICI.

Appendix B (continued)

December 29, 1976  
Ref. MP/548/(26-N)

Final proposal for The Gambia OIC Agricultural Training and Youth Development Programme forwarded from Ministry of Economic Planning to Permanent Secretary Ministry of Agriculture and Natural Resources requesting the Ministry feedback on ways of integrating the proposed project into the present Agricultural Development Programmes.

January 29, 1977  
Ref. MF/154/113

Letter from Ministry of Finance and Trade to Permanent Secretary Ministry of Economic Planning and Industrial Development stating the Draft Gambia Government/OICI Agreement is acceptable to the Ministry. Also mentioned made to dovetailing the TGOIC into existing programme in order to insure continuity and reduce costs when The Gambia Government takes over.

February 4, 1977  
Ref. MP/548/(29-J)

Letter from Ministry of Economic Planning and Industrial Development to Permanent Secretary Ministry of Agriculture and Natural Resources, Acting Director of Agriculture and USAID requesting a meeting on February 9, 1977, to consider issues related to Rural Youth Development Project.

February 15, 1977  
Ref. MP/543/(33J)

Letter from Ministry of Economic Planning and Industrial Development to Permanent Secretary Ministry of External Affairs covering the submittal of four (4) copies of the Agreement between OICI and the Government of the Republic of The Gambia for the Hon. Minister to sign on behalf of The Gambia Government and to be subsequently forwarded to OIC International in the United States for signature.

Appendix B (continued)

February 19, 1977  
Ref. M P/548

Ministry of Economic Planning and Industrial Development  
forwarded letter to US Charge d'Affairs, US Embassy,  
Banjul. Copies were sent to:

Director, OIC International  
Chairman, TGOIC  
Permanent Secretary, Ministry of Agriculture  
and Natural Resources  
Director of Youth & Sports  
USAID/Banjul

Stating that the Gambia OIC Agricultural Training Programme  
has been studied closely and that the aims and objectives  
are very much in line with The National Development Policy  
as outlined in the Five Year National Development Plan, and  
that The Gambia Government endorsed the project proposal  
and it is ready to cooperate with and support OIC Interna-  
tional and The Gambia OIC in implementing the project.

March 16, 1977  
Ref. MEA/5083/Vol.3/(118)

Letter from Ministry of External Affairs to OIC Interna-  
tional, enclosing four (4) signed copies of the agreement  
between The Gambia Government and OIC International for  
signature by OIC International representatives.

May 12, 1977

OIC International forwarded two (2) signed copies of the  
Agreement between OIC International and the Government of  
the Republic of The Gambia to the Gambian Ministry of Ex-  
ternal Affairs.

May 23, 1978

Letter from TGOIC to Permanent Secretary, Ministry of  
Economic Planning and Industrial Development requesting  
support for the following per Agreement between The Gambia  
Government and OIC International

- (1) Dormitory accommodations
- (2) Kitchen Requirements
- (3) Food for Trainees
- (4) Stipend for the Trainees

APPENDIX C  
RECOMMENDATIONS FOR FOOD CROPS\*  
JOHN DORMAN, REGIONAL AGRICULTURAL ECONOMIST  
REDSO/ABIDJAN

The government is anxious to achieve improved national food security (self-sufficiency) and thus wishes to see an increase in production of cereal crop. At the same time groundnuts will remain the primary cash crops with a policy to increase yields through a technological package. If GOICI wishes to be a vital partner in the government's overall development strategies it must concentrate on similar interventions and take a lead in the research.

The crops that should be emphasized are: maize, groundnuts, sorghum, millet and rice. It is advisable to keep a small plot of vegetable bunds. Cultivation for training purposes only, such as cassava, sweet potato and other roots and tubers, should be avoided.

In all crops, timeliness of field operations, particularly planting and weeding; use of seed of higher yielding variety, seed dressing, and fertilizer; correct spacing and plant density of applicable introduction of oxen/donkeys is stressed - not only to aid in training but to adhere to basic philosophy of appropriate technology.

A basic rotation of groundnuts cereals groundnuts fallow is recommended.

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\* This is part of Author's written input which was submitted to Evaluation Team Leader.

## Appendix C (con't.)

Recommended inputs of fertilizer and seed are as follows:

<u>Crop</u>	<u>Fertilizer</u>	<u>Seed kg/ha</u>
Groundnuts - mechanized	- 125 (single supers)	125
with oxen-manual	- 125 ( " " )	125
Rice - rainfed	250 ( 26-140)	80
short duration or medium duration		

<u>Crop</u>	<u>Fertilizer</u>	<u>Seed</u>
Early millet	250(26-14-0)	8
Late millet <sup>a</sup>	250 "	8
Sorghum	250 "	8
Maize	375	34

a/ Possibly not recommended because of past problem of pest attack. These recommendations have been advanced by several years of trials - The Gambia with RDP I and field programs - Senegal.

Labor requirements should be researched before entering a full production cycle. Of course, the large demand for labor would be for groundnuts and rice, but with the projects harvester labor requirements may not necessarily conflict with rice harvesting.

Groundnuts variety - recommended oil seed variety should be 528-206 with growing period of 120 days, and confectionary philippine pink with 90 days growing period.

Land preparation - plowing up tractor as usual - 125 kg/ha single super before planting or at time of first weeding.

### Seed Preparation and Planting

Seed dressing at 200g per 100kg of seed plant within 3 days following first rains 3 to 5 cm deep; rouse of 66 cm apart and 15 cm between row at 125kg/ha of 99,000/ha. This will be

applicable with mechanic cultivations.

### Weeding and Harvesting

First inter-row cultivation would be about 7-10 days after planting, the second 15 days later. After peanut harvester picks, let dry 4-5 days and stocked to be stripped by hand, November-December.

### Rice

1. Free draining rice recommendation = 302G 85-90 day duration up trial conditions of 4,177 kg/ha.
2. It is highly recommended that research to irrigated rice next production season is thoroughly analyzed.
3. Upland - (MD and SD rainfed) Wherever possible banded land to maximize water conservation. A 26-14-0 fertilizer compound at a rate of 250/kg/ha would be applied half at planting time and half at the time of last weeding. Seed at 80 kg/ha in continuous rows - inter-row spacing at 40 cm. Planting should occur after start of first rains and should be completed by end of first week of July.

### Weeding of Upland

The first and most important weeding should take place 7-10 days after planting and followed by a 2nd or 3rd if necessary. Stop weeding about 40 days after planting to prevent damage to the roots. Bird scaring would be done from about a week after flowering up to harvest.

Blast, being most prevalent - currently not considered serious. Routine spraying not recommended unless crop is under heavy attack.

### Seed Multiplication

It is likely that the most significant aspect of planning for this growing season concerns the improved seed multiplication

## Appendix C (con't.)

scheme. To be certified seed grower will not only legitimize project concern with government official but save costs.

If proposed scheme is in order, additional storage place may have to be provided.

### Credit

Credit at present is being provided by the GCU - Gambia Cooperative Union through its 34 primary societies. Seasonal loans for fertilizer and seed are now at 11% /annum interest. Loans (ox) for example are also at 11% with 4 years repayment and 1 yr. grace on principle. Eligibility for credit will be 95% repayment and primary society level based on the year preceding the season under application. Individual farmers eligibility will be, as proposed by government, 100% repayment based on the year preceding the season under application.

All trained applicants are advised to subscribe to a credit society upon graduation. The number of trained graduates in December 1979 to subscribe was 20 out of 29.

A revolving fund has been proposed. The feasibility of revolving funds as reliable credit vehicles has been proven effective in the past. Research on the mechanics of optional use and structuring of such a fund is recommended for 1981 production year. To burden the management with new credit terms at this critical phase would further complicate financial matters. A large additional fund of money would need be available and freed up which might prove more efficient in the first production process in FY 1980. It is advised that management work closely with USAID team members of the Mixed Farming Project. One important component of this project is introduction of revolving fund credit.

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

AID General Notice  
August 11, 1980  
ASIA/EMS  
Issue date: 8-11-80

**SUBJECT: Designations of Office Directors--Bureau for Asia**

Effective immediately, Messrs. Arthur M. Handly and James A. Norris have assumed positions as Office Directors with the Bureau for Asia.

Arthur M. Handly is designated as Director of the Office of Pakistan, Nepal and Sri Lanka Affairs (ASIA/PNS). He is located in Room 3313 New State and can be reached on extension 63-28226.

James A. Norris is designated as Director of the Office of Bangladesh and India Affairs (ASIA/BI). He is located in Room 3317 New State and can be reached on extension 63-25829.

**DISTRIBUTION:**

AID Lists H and B-1, Position 8

1. inappropriate to do 2 yr budget.  
Bd problems

2. come in with ~~1~~ yr,  
with a second OPG for NOV/Dec.