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PORTUGAL PROCALFER PROGRAM:
PRELIMINARY REPORT OF
REGIONAL LEVEL IMPLEMENTATION

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Based on Three Implementation Workshops
Held in Mirandela, Vairao and Pegoes, Portugal.

July 2-24, 1981

Jointly Sponsored by:

The Portugal Ministry of Agriculture and Fisheries

and

The U.S. Department of Agriculture

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Implementation Workshop Team:

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Mr. Moses Thompson, Consultant, OICD/USDA
Eng. Carlos Alberto Santos Gongalves, PROCALFER Group and
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Report Prepared by:

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I. EXECUTIVE SUMMARY:

OVERVIEW OF WORKSHOPS, FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

A. Overview of Workshops

In April 1981, USDA assisted the national PROCALFER Coordinating Group to develop a preliminary implementation plan for the PROCALFER Program. At that time, the Coordinating Group recognized the need to extend the implementation planning and management process to regional level program-related personnel, and to involve other major implementation organizations--both public and private sector--in a similar exercise. As a first step, OICD/USDA was requested to assist in the conduct of regional implementation workshops for key personnel in each of Portugal's seven regions.

In response, three one-week regional workshops were held in Portugal from July 6-24, 1981. The purpose was to assist the PROCALFER Coordinating Group to manage the implementation of the program by introducing appropriate program implementation concepts and team processes.

A joint American/Portuguese team of consultant/trainers conducted the workshops. They were attended, in total, by fifty (50) persons from five of Portugal's seven regions.

The conclusions and recommendations summarized below, and discussed in more detail in Part II, are based on the workshop products and observations/feedback of participants and USDA/MAP implementation team members.

B. Conclusions on the Status of PROCALFER Implementation

1. The three workshops succeeded in accomplishing their short-run objectives:
 - o There is a better understanding of PROCALFER objectives and responsibilities among regional MAP personnel.
 - o Regions have identified additional steps which are needed to continue PROCALFER implementation.

2. However, minimum conditions for the successful implementation of PROCALFER at the regional level do not yet exist:
 - o Several regions did not attend the workshops at all, and of those who did, several of the key personnel were absent.
 - o The time allotted to the workshops was insufficient to develop realistic implementation targets, schedules and budgets, and to deal with the establishment of mechanisms for revising plans over time.

- o Some critical implementation linkages between the region and the center and within the region have not yet been adequately developed.
- o Practical implementation guidance from the national level on key functions such as hiring staff, training, and procuring commodities still needs to be developed.

3. Our experience confirms that regional MAP personnel are receptive to PROCALFER if the purposes of PROCALFER are understood and PROCALFER's relationship to regional development activities can be clearly demonstrated.

4. Finally, MAP officials, with minimal external assistance, demonstrate the competence and confidence required to implement a complex program like PROCALFER. In addition they are receptive and skillful at working in a team mode, if given a proper challenge and incentives.

C. Recommendations

1. Immediately, the PROCALFER Coordinating Group should upgrade the scope of its PROCALFER implementation planning and management effort at the national and regional levels. Specifically, the national PROCALFER implementation system should be periodically revised, regional implementation plans should be developed and modified semi-annually, and other PROCALFER related organizations should be integrated into the implementation system.

2. The implementation planning and management function should be the responsibility of the Coordinating Group.

3. The capacity (personnel and procedures) to develop and maintain the PROCALFER implementation system should be housed in the Ministry of Agriculture. Envisioned is a Portuguese team of implementation consultants/trainers supported by external Portuguese and U.S. management experts.

4. The MAP should support this activity by identifying several individuals at the national and regional levels who can be made available to assist in the proposed implementation effort.

5. USDA should make technical assistance personnel available to assist in developing the MAP implementation team.

II. REGIONAL PROCALFER IMPLEMENTATION

WORKSHOP REPORT

A. Introduction

1. The Ministry of Agriculture and Fisheries (MAP) in Portugal has undertaken a \$200 million program to improve agriculture production and productivity in all Portugal regions over the next 5 years. The program, labeled PROCALFER, was initiated in late 1980 and is supported by PL 480 and grant funds from the U.S. Government.

USAID/Portugal has a PASA agreement with OICD to provide technical assistance, training and commodities in support of this program over the next 5 years.

2. In 1980, a team comprised of one American (Dr. Wheatley) and two Portuguese provided project planning assistance to the PROCALFER team. They concentrated primarily on a Logical Framework and networks for the project.

3. In early April 1981, Marcus Ingle and the same two Portuguese returned to Portugal to assist the PROCALFER team with implementation planning. (See the report to USDA dated May 5, 1981 by Marcus Ingle). As a result, the MAP requested a series of additional management and implementation workshops (See Ayling memorandum of April 13, 1981.)

In April 1981, the USDA assisted the national PROCALFER Coordinating Group to develop a preliminary implementation plan for the PROCALFER Program. At that time, the Coordinating Group recognized the need to extend the implementation planning and management process to regional level program-related personnel, and to involve other major implementation

organizations--both public and private sector--in a similar exercise. As a first step, CIGD/USDA was requested to assist in the conduct of regional implementation workshops for key personnel in each of Portugal's seven regions.

In response, three one-week regional workshops were held in Portugal from July 6-24, 1981. A joint American/Portuguese team of consultant/trainers conducted the workshops. They were attended, in total, by 50 persons from 5 of Portugal's seven regions.

The conclusions and recommendations summarized below are based on the workshop products and observations/feedback of participants and USDA/MAP implementation team members.

B. Workshop Description

1. Purpose and Scope

The purpose of these workshops was to assist the PROCALFER Coordinating Group and regional program staff manage the implementation of the program in an effective and efficient manner.

PROCALFER staff attending workshops were expected to understand the following at the completion of the workshops:

- o Program objectives
- o Roles and responsibilities
- o Schedule of implementation activities
- o Process for adjusting the program over time.

Following the workshops, it was expected that PROCALFER staff would:

- o Carry out their implementation responsibilities more efficiently and with less time delays.

- o Periodically meet as regional and national teams to consider major implementation problems/opportunities and decide on necessary actions and modifications.

The workshops focused on PROCALFER Program implementation issues, concerns, and approaches. An integrated set of implementation tools and techniques was introduced to structure the workshop and involve the participants in the actual implementation of the PROCALFER Program. The materials included both analytical/systems tools (a "PROCALFER Implementation Manual" was given to each participant) and human/team exercises.

The workshops were attended by personnel from five of seven of Portugal's agriculture regions. Basic data on the participants by region is summarized in Table 1.

A summary of the weekly schedule for each workshop is included in Appendix I. Copies of all the workshop products are with the PROCALFER Coordinating Group in Lisbon.

2. PROCALFER Implementation Observations

Several of the salient observations on PROCALFER implementation at the regional level are summarized in Table 2.

C. Conclusions on PROCALFER Implementation at the Regional Level

1. The three workshops succeeded in accomplishing their short-run objectives:

- o There is a better understanding of PROCALFER objectives and responsibilities among regional MAP personnel.
- o Regions have identified additional steps which are needed to continue PROCALFER implementation, including additional workshops on implementation.

TABLE 1: WORKSHOP PARTICIPANT DATA

Agriculture Region	Number of Workshop Attendees	Was the Regional Coordinator in attendance?	Number of Sub-regional Coordinators who attended (actual/possible)	Understanding of PROCALFER at Regional Level before Workshop
I. Entre Douro Eminho	17	No	0/3	Low
II. Tras os Montes	17	Yes	0/3	Medium
III. Beira Litoral	7	Yes	3/3	High
IV. Beira Interior	-	-	-	-
V. Ribatejo E Oeste	6	Yes	4/4	Medium
VI. Alentejo	3	Yes	0/4	Low
VII. Algarve	-	-	-	-
TOTALS:	50	4/7	7/17	-

TABLE 2: OBSERVATIONS ON THE WORKSHOPS

Agriculture Region	Attendees Agreement with Workshop Objective	Extent to which PROCALFER is viewed as a regional priority*		Participant Ranking of Workshop Usefulness
		Before Workshop	After Workshop	
I. Entre Douro Eminho	Low	Low	Medium	Medium
II. Tras os Montes	High	Low	High	High
III. Beira Litoral	High	Medium	High	High
IV. Beira Interior	-	-	-	-
V. Ribatejo E Oeste	High	Medium	High	High
VI. Alentejo	Medium	Low	Medium	High
VII. Algarve	-	-	-	-

* Based on observations of attendees by team members.

2. However, minimum conditions for the successful implementation of PROCALFER at the regional level do not yet exist:

- o Several regions did not attend the workshops at all, and of those who did, several of the key personnel were absent.
- o The time allotted to the workshops was insufficient to develop realistic implementation targets, schedules and budgets, and to deal with the establishment of mechanisms for revising plans over time.
- o Some critical implementation linkages between the region and the center and within the region have not yet been adequately developed. For instance, it is imperative that more attention be given to developing a farmer-oriented extension system at the zonal and sub-regional level.
- o Practical implementation guidance from the national level on key functions such as hiring staff, training, and procuring commodities still needs to be developed.

3. Our experience confirms that regional MAP personnel are receptive to PROCALFER if the purposes of PROCALFER are understood and PROCALFER's relationship to regional development activities can be clearly demonstrated.

4. Finally, MAP officials, with minimal external assistance, demonstrate the competence and confidence required to implement a complex program like PROCALFER. In addition they are receptive and skillful at working in a team mode, if given a proper challenge and incentives.

D. Recommendations

1. Immediately, the PROCALFER Coordinating Group should upgrade the scope of its PROCALFER implementation planning and management effort at the national and regional levels. Specifically, the national PROCALFER implementation system should be periodically revised, regional implementation plans should be developed and modified semi-annually, and other PROCALFER related organizations should be integrated into the implementation

system. A proposal for doing this is attached as Appendix 2.

2. The implementation planning and management function should be the responsibility of the PROCALFER Coordinating Group.

3. The capacity (personnel and procedures) to develop and maintain the PROCALFER implementation system should be housed in the Ministry of Agriculture. Envisioned is a Portuguese team of implementation consultant/trainers supported by external Portuguese and U.S. management experts.

4. The MAP should support this activity by identifying several individuals at the national and regional levels who can be made available to assist in the proposed implementation effort.

5. USDA should make technical assistance personnel available to assist in developing the MAP implementation team, and assuring that the PROCALFER implementation system is fully operational by June 1982.

APPENDIX 1: SCHEDULE FOR WORKSHOP I

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JULY 6-10, 1981

Monday	AM	Opening/Introductions Program Implementations Principles of Learning
	PM	Group Learning Exercise Objective Trees
Tuesday	AM	Regional Objective Trees
	PM	Objective Tree Presentations
Wednesday	AM	National PROCALFER Briefings
	PM	Regional PROCALFER Goals and Purposes
Thursday	AM	PROCALFER Credit Regional Outputs
	PM	Regional PROCALFER Activities and Resources
Friday	AM	PROCALFER Logic Diagrams
	PM	Responsibility Charts Feedback/Next Steps Presentation to Regional Director

SCHEDULE FOR WORKSHOP IIJULY 13-17, 1981

Monday	AM	Opening/Introduction Principles of Learning
	PM	Implementation Successes Exercise Regional Agriculture Problems
Tuesday	AM	Regional Problems Tree
	PM	Overview of National PROCALFER Goals and Purposes
Wednesday	AM	Regional PROCALFER Goals and Purposes
	PM	Regional Outputs and Logic Diagrams
Thursday	AM	Regional Outputs and Activities Extension Presentation
	PM	PROCALFER Activities
Friday	AM	Responsibility Charting Feedback/Next Steps Presentations

SCHEDULE FOR WORKSHOP IIIJULY 20-23, 1981

Monday	AM	Opening/Introduction Principles of Learning Project Implementation
	PM	Logic Diagrams
Tuesday	AM	Logic Diagrams--Revisions Why Programs?
	PM	PROCALFER Resources Regional PROCALFER Activities
Wednesday	AM	Regional PROCALFER Outputs
	PM	Regional PROCALFER Purposes and Goal Indicators
Thursday	AM	PROCALFER Responsibility Charting
	PM	Presentations Feedback/Next Steps

APPENDIX 2: PROPOSAL

PROPOSAL FOR DPMC/TAD/OICD
IMPLEMENTATION, PLANNING AND MANAGEMENT
ASSISTANCE FOR THE PORTUGAL
PROCALFER PROGRAM

Based on Discussions with
The PROCALFER Coordinating Group,
Mr. Jim Black, OICD, and USAID/Portugal
Personnel

Submitted to:

Dr. William Hoofnagle,
Deputy Administrator
Technical Assistance Division,
OICD/USDA

Submitted by:

Morris Solomon, Coordinator
DPMC/TAD/OICD
U.S. Department of Agriculture

PROPOSAL FOR DPMC/TAD/OICD
IMPLEMENTATION PLANNING AND MANAGEMENT ASSISTANCE
THE PORTUGAL PROCALFER PROGRAM

I. Introduction

At the completion of three one-week regional PROCALFER Implementation workshops on July 25, DPMC/OICD consultant Dr. Marcus Ingle met with the PROCALFER Coordinating Group, Mr. Jim Black, and AID Mission staff in Lisbon. The purpose of that meeting was to review the workshop findings and agree on appropriate follow-on actions (for full description of the regional implementation workshops held in July, see the DPMC report on the "Portugal PROCALFER Program" dated August 7, 1981, a copy of which is attached).

This document summarizes the agreements reached during the July 25 meeting, and sets out the proposal for TAD/OICD assistance in support of the PROCALFER implementation effort. As is evident below, the Portuguese are according high priority to this effort, and are hopeful that U.S. assistance will be forthcoming to immediately execute this proposal.

II. Elements of the Proposed PROCALFER Implementation System

A. Agreements to Date

At the July 25 Lisbon meeting of the PROCALFER Coordinating Group, an agreement was reached that the future success of the PROCALFER Program depended in part on the adoption and execution of the following recommendations:

1. There should be a substantial increase in the attention given to the planning and management of PROCALFER Program implementation.

2. This implementation planning and management function should be the responsibility of the PROCALFER Coordinating Group.
3. The capacity (personnel and procedures) to develop and maintain an effectively functioning implementation system should be housed in the MAP.
4. The MAP should actively support the development of this capacity by providing leadership and personnel to operate and sustain the system.
5. USDA should make technical assistance available to assist in developing the MAP PROCALFER implementation system.

B. Committed MAP/PROCALFER Support

The Coordinating Group agreed in principle to supporting the implementation system development effort by making the following personnel available:

1. A. Alves, Chairperson of the Coordinating Group, will serve as overall Director of the effort.
2. S. Gongalves, Coordinating Group staff, will serve as Manager of the effort.
3. Several additional national implementation personnel drawn from various divisions of MAP (two or three have already been identified).
4. Several persons (in implementation and planning roles) from each of Portugal's seven agriculture regions.

III. Proposed DPMC/TAD/OICD Support

This section sets out our proposal for external support to PROCALFER for developing and effectively operating an implementation planning and management system.

A. Objective of the Proposed Effort

The underlying rationale and scope of the proposed implementation system development effort are outlined in Exhibit III-1. Specifically, the purpose of this effort is to have key PROCALFER actors using modern and appropriate management technology--both concepts and processes--to implement the PROCALFER Program by December of 1983. The goal of this effort is to assist in the successful implementation of PROCALFER. In precise terms the long-term objective is to meet the program's agriculture productivity targets (within a 10% margin of accomplishment) by the end of 1983.

B. Proposed DPMC/TAD Products and Activities

The expected products and tasks involved in this effort include:

1. A work plan for the implementation system development effort will be completed by the end of October 1981.

Tasks: 1a. Assist coordinating Group to develop a work plan for the implementation effort.

1b. Facilitate Lisbon workshop with Coordinating Group to get acceptance of work plan.

2. National PROCALFER implementation system plan revised and accepted by the Coordinating Group by the end of October 1981.

Tasks: 2a. Advise on the revision of the national plans in Washington, D.C. in September 1981.

2b. Review the revised national plans with the Coordinating Group in October 1981.

3. PROCALFER regional implementation plans developed and systems operating by May 1982.

Tasks: 3a. Assist MAP select consultant/trainers for national/regional implementation teams by November 1981.

3b. Lead workshops to upgrade the competence and confidence of MAP implementation team members in January 1982.

3c. Assist MAP teams to develop and assist key PROCALFER actors operate effective and efficient implementation systems by May 1982.

4. Semi-annual modification visits and special assistance provided from May 1982 until December 1983.

Tasks: 4a. In June 1982 assist Coordinating Group to develop a plan for providing implementation consulting assistance to key actors on a periodic and special case basis.

4b. Assist the implementation team make its periodic modifications through 1983.

5. Impact evaluations of the implementation system effort completed at the end of 1982 and 1983.

Tasks: 5a. Assist Coordinating Group to develop an evaluation plan for the implementation system in January 1982.

5b. Assist in conduct of implementation evaluations in December 1982 and 1983.

C. Proposed Schedule, Staffing and Budget

1. Schedule of Activities

A bar chart of the proposed DPMC activities in support of the system development effort is included as Exhibit III-2. It is proposed that activities begin immediately, build up to a high level of intensity from January to June 1982, and gradually taper off in the remainder of 1982 and 1983. By the end of 1983 it is expected that the Portuguese

MAP will have adequate ability and commitment to operate and maintain the system with little or no continued external DPMC assistance.

2. Staffing Level and Personnel

A variety of short-term consultant assistance in Portugal and the U.S. is envisioned in this effort. The level of consultant effort associated with each activity is outlined in Exhibit III-3. This exhibit also breaks the total level of effort down by specific individual slated to assist with the activity.

We propose that three DPMC U.S. consultants assisted by various Portuguese consultants be involved in this effort--based on their technical competence and familiarity with the Portuguese PROCALFER Program. These include:

- o Dr. Marcus Ingle, Leader of the Implementation system planning and management effort.
- o Mr. Moses Thompson, Consultant/Trainer who would spend 4 to 6 months in Portugal early in 1982.
- o Mr. Ed Rizzo, Consultant/Trainer who would work with Dr. Ingle and Moses Thompson periodically in Washington, D.C. and Portugal.
- o Several Portuguese Experts, Consultant/Trainers already associated with PROCALFER who can assist Dr. Ingle and team.
- o Washington Support Staff, An individual that can assist with materials preparation, orientations, reports and report writing.

LOGICAL FRAMEWORK
FOR
SUMMARIZING PROJECT DESIGN

Est. Project Completion Date July 1981
Date of this Summary July 1981

Project Title: PROCALFER IMPLEMENTATION

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program Goal: The broader objective to which this project contributes: The PROCALFER Project is successfully implemented</p>	<p>Measures of Goal Achievement: Annual agriculture production and productivity targets are within 10% of being met by end of 1983 (?)</p>	<p>Results of the 1983 PROCALFER Program Evaluation completed in December 1983</p>	<p>Concerning long term value of program/project:</p> <ol style="list-style-type: none"> 1. Production increases will contribute to farmer income increases and decreases in imports 2. MAP will adopt same implementation approach for other projects
<p>Project Purpose: PROCALFER implementation actors adopt and correctly use modern principles, concepts and techniques of Agriculture Program Management</p>	<p>Conditions that will indicate purpose has been achieved: End of project status. By end of 1983, the National Coordinating Group, regional and sub-regional coordinators and USDA advisors are using modern management technology to implement the PROCALFER Program</p>	<p>Results of the 1983 PROCALFER Program Evaluation completed in December 1983</p>	<p>Affecting purpose to goal link:</p> <ol style="list-style-type: none"> 1. MAP officials external to PROCALFER do not undermine effectiveness of management technology by opposing its use 2. Production conditions external to project (e.g. assumptions) occur as
<p>Outputs: A PROCALFER Project Implementation System is developed, installed and continuously maintained</p>	<p>Magnitude of Outputs necessary and sufficient to achieve purpose.</p> <ol style="list-style-type: none"> 1. Work plan developed and approved by October 1981 2. National level implementation plans revised by October 1981 3. Regional implementation plans developed by May 1982 4. Semi-annual regional & national modifications made from '82 to 5. Evaluate in 1982 and 1983 	<p>MAP records at national and regional level</p> <p>'83</p>	<p>expected Affecting output-to purpose link:</p> <ol style="list-style-type: none"> 1. MAP officials perceive the system to be valuable for accomplishing important results (national & regional) 2. Initial visits to region yield positive feedback & appear useful to those
<p>Inputs: Activities and Types of Resources</p> <ol style="list-style-type: none"> 1a. Identify & procure team members 1b. Develop team work plan 2a. Revise national plans 2b. Review with coordinating group 3a. Train consultants/trainers 3b. Develop regional plans 4a. Develop schedule for making modifications 	<p>Level of Effort/Expenditure for each activity.</p> <ol style="list-style-type: none"> 1a. Santos, Saõ, regional, USDA 1b. Santos, Saõ, Marcus 2a. Santos, Saõ 2b. MAP, Coordinators, Marcus 3a. MAP, Moses, Marcus, Rui 3b. MAP, Moses, team members 4a. Santos, Saõ, Marcus 4b. Process Consultation Team 5a. Santos, Marcus, Moses 5b. Team members 	<p>MAP Budget USDA Budget</p>	<p>Affecting input-to output link: involved</p> <ol style="list-style-type: none"> 1. Regions agree to have systems installed and maintained 2. Team members remain with Implementation Team 3. Support for PROCALFER is sustained by MAP

EXHIBIT 11-2: SCHEDULE OF ACTIVITIES

PRODUCTS AND ACTIVITIES	PLANNED ACTIVITY DATES																						
	1981						1982												1983 (Quarters)				
	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec	1st	2nd	3rd	4th	
1. Work plan completed																							
1a. Assist to develop work plan	—	—	—	—	—	—																	
1b. Facilitate Lisbon Workshop				—	—																		
2. National Implementation Plan revised																							
2a. Advise on revision	—	—	—	—	—	—																	
2b. Review revision				—	—																		
3. Implementation system developed																							
3a. Assist in team selection		—	—	—	—	—																	
3b. Lead workshops							—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
3c. Assist in installation							—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
4. Periodic and special visits completed																							
4a. Develop plan							—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
4b. Make visits													—	—	—	—	—	—	—	—	—	—	—
5. Evaluations completed																							
5a. Assist in evaluation planning							—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
5b. Assist in conduct																					—	—	—

EXHIBIT III-3: ESTIMATED LEVEL OF STAFFING EFFORT
(AUGUST 1981-DECEMBER 1983)

TYPE OF PRODUCT OR OUTPUT	LEVEL OF STAFFING EFFORT (PERSON DAYS)				
	M. Ingle, Leader	M. Thompson, Consultant	E. Rizzo, Consultant	Portuguese Consultants	Washington, D.C. Support
1. Implementation system work plan completed	20	-	20	30	40
2. National implementation plan revised	20	-	10	10	20
3. Implementation system Developed	60	120	70	140	40
4. Period and special visits completed	35	45	45	60	30
5. Evaluations completed	40	10	30	60	40
Total	175	175	175	200	170