

May 15, 1990

MEMORANDUM

TO: See Distribution.  
THROUGH: Diane Ponasik, ANE/DP/E  
FROM: Marlies Backhaus, ANE/DP/E  
SUBJECT: ANE Bureau Evaluation Digest for the First Quarter of  
FY 1990

Attached are short summaries of evaluations received during the first quarter of FY 1990. The summaries are distillations of the evaluations most salient findings, conclusions and recommendations. The full evaluation reports are available in our office and can be checked out at any time.

We have presented the summaries by development sectors to permit review of comparable projects across the region. For your convenience, the abstracts are indexed by sector and country.

We would also appreciate any comments and suggestions on ways the Evaluation Digest could be improved.

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BUREAU FOR ASIA, NEAR EAST AND EAST EUROPE

EVALUATION DIGEST

FIRST QUARTER FY 1990

Prepared by  
ANE/DP/Evaluation  
May, 1990

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AGRICULTURAL AND RURAL DEVELOPMENT

AGRICULTURAL AND RURAL DEVELOPMENT

- o Jordan National Agricultural Development, (278-0264),  
Jordan.

Proj. Authorization: 1985; Proj. Funds: \$27.5 million.

This interim evaluation was performed by a five-person team between October 20 and November 14, 1989.

The evaluation assessed the project's relevance and appropriateness within the current Jordanian economic environment and determined progress of purpose and output achievement.

The evaluation focuses on two programatically important issues: (1) The status of the National Center for Agricultural Research and Technology Transfer (NCARTT), and (2) the changed economic environment in which project implementation takes place. The establishment of the National Center for Agricultural Research and Technology Transfer (NCARTT) and its regional agricultural service centers which carry out research, extension services, on-farm trials, and technology transfers are the main outputs toward the purpose of increasing upland cereal production.

The evaluation is unambiguous about the limited results in most areas, and notes that purpose achievement does not depend on successful outputs. Conversely, output success does not necessarily contribute to project purpose. An altered macroeconomic environment has invalidated the project's underlying economic assumptions which consequently cast doubts about the relevance of project purpose of promoting upland cereal production. Jordan's recent currency devaluation, exchange rate fluctuation, inappropriate marketing policies and marketing system have changed the relative profitability of farm crops in favor of production and export of fruit and vegetables. This new economic reality explains why in spite of extension services the farmers have not adopted the cereal packages but continue to grow high-value cash crops.

(Agric. continued)

The assessment concludes with several lessons learned.

(1) Host country administrative arrangements must be unambiguous, solid and firmly in place prior to implementation to avoid confusion, delays and underutilization of technical assistance; (2) Pipeline pressures should not determine premature contract actions; (3) project designs must incorporate on-farm-factor-product interrelationships and be flexible in order to adjust to macroeconomic policy changes.

o Agricultural Technology Transfer, (ATT), (493-0337), Thailand,

Proj. Authorization: Sept. 1984; Proj. Funds: \$15 million.

The evaluation was undertaken in September, 1989.

As an umbrella project supporting more than 40 agricultural subprojects, the ATT makes resources available to finance equipment procurement, operating expenses, training and technical assistance for technology transfers and adoption-related activities in various agricultural subsectors.

The team found that most subprojects showed substantial impact on the Thai agricultural economy and produced benefits to technology end-users. Specifically, five subprojects showed measurable benefits, of which two are directly attributable and three of which are partially attributable to the ATT project. Increased farm incomes and exports, business profits, and reduced loss from disease are the most tangible benefits of subprojects.

The evaluation team suggests that future project proposals include detailed discussion of the economic effects of applied technologies and their commercial potential and use in the private sector. Early involvement of private sector representatives and officials from the Ministry of Agriculture encourages inclusion of economic analysis in project proposals. The team also recommends that the USAID use a more flexible project management style and consider establishing units within various departments of the Ministry of Agriculture and Cooperatives, especially within the Department of Fisheries.

Finally, the evaluation recommends that future subproject proposals adopt an investment approach, including (early) appraisal of expected returns on investments, their impact on agricultural growth and on distribution of benefits.

(Agric. continued)

- o Farming Systems Development-Eastern Visayas, (492-0356),  
The Philippines

Project Authorization: 1981; Project Funds: \$5.6 million.

The evaluation was carried out during August/September, 1989.

The project's main objectives are development and dissemination of upland technologies, and the institutionalization of the Farm System Research-Extension (FSR/E) approach into the Department of Agriculture and the State College of Agriculture.

Research has been effective in developing technology profiles which are tested in the field. The farm-to-farm teaching method has been adopted by 1600 farmers and appears to have had positive economic impacts. Contrary to popular belief, technology adoption is not influenced by land-tenure concerns. Institutionalization of the FSR/R approach has made satisfactory progress.

The evaluation team noted some implementation problems notably in the areas of financial management and in workplan development. General recommendations include: (1) retention of trained staff in region eight; (2) incorporation of the FSR/E approach into all upland research/extension programs; (3) establishment of 8-10 Municipal Research Extension Areas; (4) expansion of training; and (5) development of a technology database.

**EDUCATION AND DEVELOPMENT TRAINING**

### EDUCATION AND DEVELOPMENT TRAINING

- o Management Development, (278-0261), Jordan,  
Proj. Authorization: 1984; Proj. Funds: \$5 million.

The evaluation was performed in March, 1989.

The resources applied to this project appear to have produced very limited results. All three USAID-supported programs have in common inadequate and insufficient links to the business community and to other organizational entities that constitute the programs' principal clients and service recipients. The lack of outreach prevents financial sustainability and affects teaching, staffing, curricula and research activities as well.

The Jordan Institute of Management has trained about 3,380 mid-level managers and the demand for computer skills training is very high. The MBA program at the Faculty of Economics and Administrative Services however has only graduated 25 out of 200 students in six years. Accreditation standards also have not been met, lowering the value of the degree. Similarly, the health science management program is not viable, although the expected return of two U.S. trained Ph.D. candidates may change the program's survival prospect.

The team recommends that assistance be provided to set up a strategic plan that involves the business community, that the MBA program's staffing and salaries be reviewed, the program be made into a separate department within the Faculty of Economics and Administrative Services (FEAS), and a senior professor be appointed to replace the current visiting program coordinator.

- o Educational Policy and Planning (EPP), (497-0344),  
Indonesia,  
Proj. Authorization: 1984; Proj. Funds: \$8.5 million.

This second external evaluation was performed in July, 1989.

The evaluation indicates that institutional and capacity-building of educational policy research and analyses have made considerable strides during the past three and a half years. An integrated Education Management Information System (EMIS) has improved administrative efficiency both on the provincial and central level. Extensive data are being generated and effectively used for policy research and analysis.

(Education/Training, continued)

The Policy Analysis Unit in the Ministry of Education and Culture has gained stature; its services are in high demand due, in part, to a highly dedicated and qualified staff that conducts special policy studies and provides policy analysis support to the Minister of Education and to provincial entities.

The evaluation recommends consolidation of accomplishments; project expansion to five pilot provinces and increased funding. For the future, the team suggests that the EPP concentrate on policy research and analysis, including the implications of alternative policies, and on policy application and utilization with respect to external efficiency; that is, research should focus on educational quality and on vocational skills analysis that takes into account present and future needs of Indonesia's job market.

While the USAID agrees with most of the evaluation's findings and recommendations it plans to orient the project toward open market/open society objectives.

- o Yemen-American Language Institute (YALI), (279-0080), Yemen, Component of the Development Training III, Project. Proj. Authorization: 1984; Proj. Funds: \$7.3 million.

The evaluation was conducted in November, 1989.

The Yemen-American Language Institute (YALI) prepares Yemenis for U.S. studies in English language and cultural skills. The subproject is implemented through a cooperative agreement with Oregon State University.

The evaluation team is candid about the program's lack of cost-effectiveness in terms of training cost per student. Due to less than anticipated enrollment, the cost per student is unusually high; TOEFEL scores of 500 are achieved at an average of 14-15 months; and classroom instruction is of varied quality. Semester cost comparison with English language institutes in the U.S. indicates that even if maintenance allowances are included into the calculation YALI's costs are higher, than the costs in the most expensive U.S. institutions.

The low female enrollment is also a concern. From a student population of 140 participants only two women have graduated from the program.

(Education/Training, continued)

The evaluation suggests that some months of study in the U.S. would be beneficial to Yemeni students to strengthen their listening and speaking skills. It therefore recommends that they depart before reaching the required 500 TOEFEL score. The team also recommends that the cooperative agreement be replaced by a competitive contract which explicitly states management oversight, cost control and criteria of contractor performance.

**ENERGY AND ENVIRONMENT**

ENERGY AND ENVIRONMENT

- o Technology Transfer for Energy Management, (492-0381),  
The Philippines,  
Proj. Authorization: 1985; Project Funds: \$4.9 million.

The evaluation was conducted in November, 1988.

The Philippines' political crisis in the mid-eighties has caused a three-year delay in project implementation. However, the new configuration of GOP policies has not diminished the need, relevance and importance of energy conservation technology for the Government.

The project's DLF program, a revolving fund set up to finance demonstration of equipment and technologies for energy conservation, has not been utilized effectively. Although the DLF finances energy conservation technologies at below market rates and at five-year terms, many companies have not taken advantage of the fund while others have adopted energy conservation measures without availing themselves of DLF resources. Some technologies selected for financing have been inappropriate and of limited application.

Linkages to industrial and commercial users are not well developed which suggests lack of direction and weakness in promoting and marketing the Fund. To date, the project has not made an impact on energy conservation because of insufficient attention given to planning, information dissemination, finance, promotion and marketing of energy data. The management of the DLF program by the Office of Energy Administration (OEA) which also administers other donor-financed projects could be improved through better coordination, planning, using and sharing energy conservation data.

The project has the potential to make a difference in energy conservation. The project must establish priorities and concentrate on feasible areas of energy conservation through effective planning, marketing and coordination. In light of availability of local expertise, the use of short-term, expatriate consultant is not cost-effective, and should be discouraged.

(Energy/Environment, continued)

Recommendations include strengthening project leadership, emphasizing the project's marketing aspects, and improving coordination between the USAID and the project's Steering Committee. An effort should be made to reach out to the private sector; to publish a list of U.S. suppliers of energy saving equipment; and to maintain an information databank that can be readily used for policy and strategy development.

o Winter Snowpack Augmentation, (608-0190), Morocco, Proj. Authorization: 1984; Proj. Funds: \$6 million.

The Project Evaluation Completion Report (PCR) was prepared in September, 1989. The findings and recommendations are based on an evaluative study by the Bureau of Reclamation, U.S., Dept. of Interior, Colorado Office.

In response to Morocco's prolonged drought in the early 1980s, USAID and the GOM, in collaboration with the U.S. Bureau of Reclamation, initiated this weather modification project using the latest U.S. weather modification techniques and equipment to seed clouds with silver iodide over the Central High Atlas Mountains. Cloud seeding efficiency was initially very low; however seeding efficiency increased to more than 70 percent after installation of ground-based silver iodide generators. During the five years of operation, a total of 144 seeding days were recorded.

The project's major accomplishments consisted in the technology transfer, training of scientific personnel, and acquisition of equipment. More than 500 Moroccan scientists were trained, numerous seminars were held, and 8 operational and research meteorologists conducted project-related studies in the U.S. A spread effect of project's activities has been on water resource management. Economic analysis of hydrologic impacts showed that benefits from cloud seeding will most likely exceed costs. Increased hydroelectrical power generation, irrigation and municipal and industrial water users will benefit the most from improved water use management.

Scientific analyses and evaluation of cloud physics data indicated that supercooled liquid water occurs often over large areas at temperatures of -5 to -12 Celcius. However, statistical analysis of streamflow data revealed that at least six years of cloud treatment are required to obtain a 50 percent probability to achieve a mere 10 percent increase in precipitation.

(Energy/Environment, continued)

The PCR provides some useful lessons learned with respect to project management, operations, and training. The final report recognizes that project management would have been more efficient if a team of experts had been set up in-country at the outset and a scientific operation plan, including position descriptions, had been developed prior to implementation. Substituting long-term training for specific research contracts and Peace Corps English language training were also found to be valuable. On the operational side, an equipment procurement, installation, control and training plan should have been developed prior to implementation. The report also urges publication and dissemination of experimental results in scientific journals for the benefit of meteorologists world-wide.

The final report recommends USAID's continued involvement. In view of the GOM's ambivalent commitment to the project the Mission plans no further activities.

o Nepal Coppice Reforestation, (367-0156), Nepal,  
Proj. Authorization: 2/87; Proj. Funds: \$2.28 million.

This interim evaluation was carried out in October/November, 1989.

The evaluation assessed the project's three components: (1) tree nursery; (2) research and demonstration; and (3) technology transfer and technical assistance in terms of project progress and achievements.

From its inception the project has suffered from confusion, lack of direction and communication difficulties. The original project life of 10 years has been reduced to 3.3 years without corresponding adjustments in outputs. As a result, only the construction of the tree nursery at three different sites has been accomplished. To date, this project has not progressed sufficiently to begin extension and technology transfers. The evaluation recommends that activities concentrate on research and demonstration, strengthening communication and coordination with its various participants and with other donors involved in Nepal's reforestation program, and on becoming institutionalized within the Department of Forestry and Plant Research.

(Energy/Environment, continued)

Furthermore, intensive training for managers in research and methodologies is needed and plans for data collection and analysis should be developed. All activities should be geared towards support of the Forestry Master Plan. To note is the inclusion of women in project activities, particularly for data collection and processing. The team also recommends that the project be fully funded until 1990, and possibly extended into a second phase.

**LOCAL DEVELOPMENT**

### LOCAL DEVELOPMENT

- o Economic Support Fund Projects, (492-0343), (492-0361), (492-0365), (492-0374), The Philippines.  
Proj. Authorization: July, 1980; Proj. Funds: \$291 million.

The process evaluation of the ESF's four major subcomponents was performed in July of 1989. The ESF project encompasses a project design component, a municipal and a regional development fund, and the markets project.

The evaluation assessed subprojects' performance in terms of program, technical and financial management, and the institutional roles of the principal actors involved in implementing the economic support funded projects. Program administration and managerial oversight are exercised by the Economic Support Fund Secretariat (ESFS). The assessment focuses primarily on the role and relationships between the ESFS and other agencies.

An overriding strategic issue of the ESF that affects program management effectiveness is the lack of clarity of institutional roles and relationships. The Secretariat's lack of purpose, continued leadership, sense of future and identity, and its undefined relationship with the National Economic Development Administration (NEDA), the President's Office, and with the USAID are inimical to operational and managerial effectiveness of ESF-funded activities. While the undefined character of institutional relations appears to be pervasive throughout Philippine government agencies, it has serious consequences and implications for U.S. economic assistance. At the heart of the problem is the unresolved issue of the ESF's role and use in the Philippines. The evaluation recommends that these issues be resolved at the highest levels of the U.S. and Philippine governments.

Overall, the infrastructure projects (schools and roads) financed through the funds have been quite successful, but the income-producing projects (markets development) are not economically sound and financially sustainable. Because of design flaws, unfavorable lending and operational conditions, the team recommends that the market subprojects be discontinued.

With respect to local government units, engineering and management offices that function under the local government councils are capable of implementing small standardized school and road projects, though more complex projects still require

(Local Development, continued)

the Secretariat's assistance/interventions. An improved atmosphere of communication and cooperation between the Secretariat and the local councils would strengthen local capacity and reduce the need for central level involvement. Delegating more authority and responsibility to the local councils would also support the GOP's efforts to decentralize the administration of economic and social development.

The ESFS financial management has improved, particularly with respect to the peso balances in the Special Accounts which have been reduced. However, there is concern that the "new disbursement system" does not function as envisioned. Delays in the release of Advice of Allotments and Funding Warrants has led to an accumulation of these requests. The team recommends holding quarterly meetings between the Secretariat, the Department of Budget Management and USAID, and developing a system that strengthens the Secretariat's internal financial management controls.

The evaluation team urges the USAID to disengage from its intense involvement in subproject activities and instead concentrate on improving the project's environment, policy, and bureaucratic and institutional relationships. The USAID's tight control over the project's engineering and fiscal aspects should be eased and replaced with a "Secretariat-supervised field office". For the future, the team recommends that the Secretariat change into a leaner, capacity-building institution which assists local government, sets standards, provides technical assistance in finance planning and monitoring, and ensures that programs are integrated into regional and national planning.

- o Upland Access Component of the Rainfed Resources Development Project, (492-0366), The Philippines.  
Proj. Authorization: 9/84; Proj. Funds: \$3 million.

The final evaluation was performed in March, 1985.

This subcomponent supports the construction of minor roads, trails and bridges using labor and equipment-supported (LB/ES) construction techniques. The project's purpose was to create employment opportunities in some of the poorest regions of the Philippines.

(Local Development)

The project's reorientation from construction to rehabilitation has generated jobs, employed women, and improved access to government services in the targetted communities. The LB/ES work technique generated five times more person-days of labor than was the case with equipment-based construction work. The team identified some difficulties and problems with financial management and with the maintenance of rehabilitated infrastructures.

The evaluation recommends annual adjustments of material costs and wages; provincial contributions to be budgeted as part of their regular budget instead of reliance on supplementary appropriations; maintenance work to be financially supported and regularly carried out. Although the team advocates project expansion, the Mission does not plan to provide further funding for this project.

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Drafter: Marlies Backhaus, ANE/DP/E, April 15, 1990, doc 2680Q