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DEPARTMENT OF STATE

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TO - AID/W TOAID A 50

FROM - USAID/Port-au-Prince, Haiti

SUBJECT - PES #521-79-2

REFERENCE - Integrated Agricultural Development 521-0078
AID 1330-15 & 15A

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A. I. D. AND OTHER CLEARANCES

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PROJECT EVALUATION SUMMARY (PES) PART I

1. PROJECT TITLE Integrated Agricultural Development <i>IPB/064 #92</i>			2. PROJECT NUMBER 521-0078		3. MISSION/AID/W OFFICE Haiti	
5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION	
A. First PFO-AG or Equivalent FY 77	B. Final Obligation Expected FY _____	C. Final Input Delivery FY 80	A. Total \$ 8,000,000 (L) \$ 4,090,000 (G)		From (month/yr.) 8/77 To (month/yr.) 8/79	
8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR						
A. List decisions and/or unresolved issues, cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SFAR, PFO, which will present detailed request.)				B. NAME OF OFFICER RESPONSIBLE FOR ACTION		C. DATE ACTION TO BE COMPLETED
<p>This PES reports the findings of a special in-house evaluation which was undertaken to clarify major implementation problems. Mission actions resulting from this evaluation are cited in Part II.D.</p>						
9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS					10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT	
<input checked="" type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CFI Network	<input type="checkbox"/> Other (Specify) _____				
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PFO/T	<input type="checkbox"/> Other (Specify) _____	A. <input type="checkbox"/> Continue Project Without Change			
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PFO/C	<input type="checkbox"/> Other (Specify) _____	B. <input type="checkbox"/> Change Project Design and/or			
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PFO/P		<input checked="" type="checkbox"/> Change Implementation Plan			
					C. <input type="checkbox"/> Discontinue Project	
11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)					12. Mission/AID/W Office Director Approval	
ADO: G. Neptune <i>G. Neptune</i> PRM: R. Ballantyne <i>R. Ballantyne</i>					Signature <i>Allan R. Furman</i>	
					Typed Name Allan R. Furman	
					Date <i>8/79</i>	

A. Summary. The grant agreement for the Integrated Agricultural Development Project was signed in September, 1976. The loan agreement was signed in April, 1977. The agreements call for an \$8.0 million loan (to finance technical assistance, construction commodities and training) and a \$4.1 million grant (to finance technical assistance). The project purpose is to develop the institutional capacity of the Ministry of Agriculture and community organizations to deliver productive resources and services to small farmers. To accomplish this purpose, AID agreed to finance inputs of technical assistance, commodities, training and construction for the administrative, irrigation, extension, soil conservation, research, credit, and educational systems of the Ministry of Agriculture. Activities focus on four pilot areas: Les Cayes, Jean-Rabel, Jacmel, and the Cul-de-Sac.

An in-house evaluation was launched in April 1979 to ascertain the reasons for delays in implementation and to make recommendations for redesign of the project. In-depth reviews were conducted by USAID with all levels of the Ministry of Agriculture and counterpart project personnel over a period of several months. Field trips were also taken to assess progress in major project areas.

B. Implementation Problems. Following AID's return to Haiti in 1972, the Integrated Agricultural Development Project was the first major agricultural sector program financed by AID. Thus, this Project represented the Ministry of Agriculture's (DARNDR's) first involvement in a complex project, requiring a critical mass of administrative and organizational skills heretofore not in demand under DARNDR's on-going programs. Institutional weaknesses were exacerbated by the complex requirements established under the Conditions Precedent. The inability of the relatively

inexperienced DARNDR staff to meet the CPs within a reasonable timeframe was, in hindsight, probably a predictable occurrence given the nature of the CPs. Nevertheless during project design both USAID and the GOH believed that the CPs were both logical and achievable when measured in terms of the ambitious scope of the Project.

To assist DARNDR in the implementation of the Project, AID grant financed the services of a management implementation team (MIT). However, because of the inexperience of the DARNDR staff with the host country contracting process, two years were required to secure this technical assistance, and thus the MIT was unable to assist the Ministry in the execution of the C.P.s. Due to the absence of in-house administrative capability, and without access to the MIT, DARNDR encountered extreme difficulties in executing the activities necessary to initiate Project implementation. A contract for the Management Implementation Team (MIT) was finally signed in January 1979, 27 months after signing the grant agreement.

The C.P.s to loan disbursement were met in April 1979, 24 months after execution of the loan agreement. The necessary actions preliminary to initiating the implementation of the Project, under both the grant and the loan, were not completed on a timely basis and therefore project implementation was at a virtual standstill.

In conjunction with the C.P. and host country contracting difficulties, the organizational framework for project implementation developed into a major problem area. Upon signing the original project agreements, DARNDR established a special unit responsible for project implementation. The purpose of the project unit was

to attract to the project top quality Haitian technicians, in or out of DARNDR, who in turn would coordinate project activities through the appropriate technical offices and thereby provide efficient project implementation. Initially USAID concurred with this GOH initiative (it was included in the C.P.s) and regarded this unit as the focal point for channeling the programmed inputs to the appropriate officer of the Ministry. Unfortunately, it soon became apparent to USAID that the project unit was not developing the necessary relationships with the regular DARNDR technical offices (Irrigation, Soil Conservation, Ag. Extension) who were directly responsible for executing the Projects' activities. Thus, a situation was created whereby the intended institutional strengthening of DARNDR could not occur if the units unilateral initiatives were continued unchecked. During the evaluation both DARNDR and USAID reached an agreement in which it was decided to dismantle the special unit and incorporate the Project implementation activities into the respective technical offices of DARNDR. On a parallel basis the Administrative office of DARNDR assumed the coordination role previously held by the project unit and thus in fact the interface between USAID and the technical offices. Although this operational re-structuring required several months of joint discussions and negotiations, its satisfactory completion is a significant indication of DARNDR's resolve to revitalize the implementation of the Project.

C. Redesign Recommendations. The Mission in collaboration with the Ministry of Agriculture has completed a detailed review of all aspects of the original Project Paper and will submit a proposed amendment to AID/W for review and approval in October 1979. The Mission's basic recommendations with regard to the Amendment are: 1) The Project be entirely grant financed; 2) increased resources be devoted

to technical assistance and training; 3) the fifth year Faculty of Agronomy component be eliminated; 4) the life of project be extended for an additional two years, and 5) the implementation plan be revised.

D. Mission Actions.

- As has been noted above, the Mission has satisfactorily resolved the problem of the parallel project organization within DARNDR. All project support activities and personnel are being reintegrated with the appropriate services of the Ministry.
- The Project Paper is being amended per recommendation of the evaluation.
- Long-term technical assistance is being identified and is expected to arrive in the second quarter of FY80.
- In view of the lack of basic and prerequisite implementation of the project, no evaluation of project outputs or objectives was undertaken. An evaluation of the performance of the Management Implementation Team (Servicios Tecnicos) will be undertaken in November, 1979.