

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE  Agricultural Sector Planning and Support Services USDA/RSSA 6-74			2. PROJECT NUMBER  931-0060	3. MISSION/AID/W OFFICE  S&T/AGR
5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>74</u> B. Final Obligation Expected FY <u>C</u> C. Final Input Delivery FY <u>C</u>			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>3,195,000</u> B. U.S. \$ <u>3,195,000</u>	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>82-1</u> 1026/81 <input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION
7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>October 1979</u> To (month/yr.) <u>September 1981</u> Date of Evaluation Review				

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, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Prepare detailed budget for RSSA 6-74 in the last quarter of each fiscal year for planned expenditures in the following fiscal year. (See budget attached as Appendix B.)	S&T/AGR/EPP Project Manager	Sept. 30, 1981
2. Design system for better tracking of expenditures under RSSA 6-74.	S&T/AGR/EPP Project Manager	Dec. 31, 1981
3. Establish practice of initiating requests for services under RSSA 6-74 by memorandum from project manager only. Except for domestic travel requests all such memoranda also will be signed by the Office Director.	S&T/AGR/EPP Project Manager	Oct. 1, 1981
This is an ongoing project which is funded until there is no longer a need for the assistance it provides.		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input checked="" type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
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11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles) Richard E. Suttor, S&T/AGR/EPP, Project Officer Clearances: S&T/AGR/EPP:MBIakeney <u>M Blakeney 10/15/81</u> S&T/AGR:MMozynski <u>MEM 10/21/81</u> S&T/PO:ASilver <u>NOTED AS 10/21/81</u>	12. Mission/AID/W Office Director Approval Signature _____ Typed Name <u>J. K. McDermott</u> Date <u>10/26/81</u>
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### 13. Summary

The Agricultural Sector Planning and Support project began on a small scale in 1974 with initial funding of a resources support services agreement with the USDA. That RSSA has expanded over the years and a second RSSA was added in 1975. Today the project is among the more important in the portfolio of the Economic Policy and Planning Division of the Office of Agriculture, Bureau for Science and Technology.

The smaller of the two RSSAs, No. 2-75, funds a full-time agricultural economist, with travel and other support costs, to assist the Research Unit of S&T/AGR in work pertaining to the international agricultural research centers. RSSA 6-74 funds technical services on a long-term basis as an adjunct to the Office's technical managerial staff, and short-term services for project evaluation and design of the Office's projects and for technical assistance to missions and AID/W. A summary of activities funded under RSSA 6-74 in FY 1981 is attached as Appendix A.

Services provided under both agreements have been generally of high quality and timely. However, the evaluation concludes that performance of RSSA 6-74 can be improved by preparing a detailed budget for each fiscal year, by better tracking of expenditures, and by requiring that all memoranda requesting services under RSSA 6-74 be initiated by the project manager and signed by the S&T/AGR Director, except for domestic travel requests.

### 14. Evaluation Methodology

The evaluation was conducted in Washington by reviewing relevant AID and USDA files and by discussing specific aspects of the project with knowledgeable AID and USDA personnel. The most important documents were (a) action memoranda requesting incremental funding, (b) amendments to the resources support services agreement (RSSA) between AID and the USDA, (c) memoranda from AID requesting the USDA to implement specific activities, (d) monthly expenditure statements, (e) contracts executed by USDA, and (f) reports produced by individuals funded by the project.

In addition to evaluating the overall functioning of the project, several specific activities funded by RSSA No. 6-74 were examined in detail. Plans, as reflected in the first three sets of documents listed above, were compared with actual expenditures, inputs and outputs.

### 15. External Factors

Rapid turnover and a persistent shortage in the direct hire staff of S&T/AGR/EPP had an impact on the specific activities funded under the project, as did changes in the leadership and organization of the S&T/AGR Office.

## 16. Inputs

From its modest beginning in 1974, the project has grown to be one of the most important in the portfolio of the Economic Policy and Planning (EPP) Division. Amendment No. 13 to RSSA No. 6-74 obligated \$400,000 for services to be provided from October 1, 1979 through September 30, 1980. Personnel to be funded included 260 days (one person-year) of a grade 15 agricultural economist, 260 days of a grade 11 agricultural economist, 200 days of another grade 11 agricultural economist, and 780 days of "various agricultural specialists" at an average of grade 14. The budget by object class included \$223,749 for personal compensation and benefits, \$99,580 for travel and transportation of personnel, \$10,005 for other services and \$66,666 overhead.

Amendment No. 14 to RSSA No. 6-74 obligated \$400,000 for services to be provided from October 1, 1980 through September 30, 1981. Personnel to be funded included 260 days of a grade 14 agricultural economist, 260 days of an economic anthropologist on an IPA appointment to the USDA, 260 days of a grade 9 agricultural economist, 260 days of a grade 11 agricultural economist, and 520 days of various agricultural economists. The budget by object class included \$203,885 for personal compensation and benefits, \$75,890 for travel and transportation of personnel, \$40,749 for other services, and \$79,377 overhead.

Amendment No. 16 to RSSA No. 6-74 provided \$100,000 for the USDA "to enter into a cooperative agreement with the University of Minnesota". Amendment No. 15 refers only to procedures for travel requests and has no funding implications. The University will conduct a state-of-the-art study of food policy and carry out applied research in the Dominican Republic in collaboration with the USAID mission and appropriate Dominican institutions.

The project has also funded a second agreement with the USDA, RSSA No. 2-75. During fiscal years 1980 and 1981, a full-time agricultural economist, with travel and other support costs, has been funded to assist the Research Unit of S&T/AGR in work pertaining to the international agricultural research centers. Amendment No. 7 obligated \$80,000 for services to be provided from October 1, 1979 through September 30, 1980. A slightly larger amount, \$85,000, was budgeted for the October 1, 1980 through September 30, 1981 period.

Appendix A provides descriptions of twelve activities funded under RSSA 6-74 during FY 1981 and the associated input costs. In all cases inputs were provided on a timely basis. Turnover of long-term personnel was a problem in the USDA/ERS Food Policy Survey; the first activity leader was assigned promptly, but was replaced after about four months, resulting in some delay as "start up costs" were incurred for the second time.

## 17. Outputs

Due to the nature of the project, outputs usually are not precisely defined in the contractual documents. According to Amendment No. 14 of RSSA 6-74, "project planning, design and evaluation" services are to be provided. The personnel funded by the RSSA are to prepare project documentation, supervise and monitor projects; assist in "the design

and evaluation of agricultural sector assessments, country development strategy statements and agricultural development projects" in Washington and overseas; and undertake "specialized analyses in selected developing countries". Specific scopes of work are included in memoranda from AID to USDA requesting services.

RSSA 2-75 is more specific. The agricultural economist is expected to carry out a long list of administrative functions relating to the international agricultural research centers and do selected analyses on related topics. The incumbent, who has held this position several years, has continued to provide the planned services (outputs) on a timely basis. Quality of outputs is high.

Appendix A provides descriptions of twelve activities funded under RSSA 6-74 during FY 1981. Outputs have generally been delivered on time and have been high quality. However, outputs from the USDA/ERS Food Policy Survey have been delayed at least six months beyond the originally planned termination date of that activity. The delay apparently has resulted from lack of output specification in the original activity plan and turnover of personnel discussed in the "Inputs" section.

#### 18. Purpose

Although a complete project paper was never written, a project paper facesheet dated October 8, 1975, states the following purpose: "To continue RSSA with USDA to allow selective utilization of agricultural economists from the large pool of talent in USDA". Similar statements appear elsewhere. For example, Amendment No. 14 to RSSA No. 6-74, signed August 26, 1980, includes the following: "The purpose of this amendment is to provide funding for continued services of a team of agricultural specialists (from October 1, 1980 through September 30, 1981) to assist A.I.D.'s Economic Policy and Planning Division (EPP) and other Divisions in the Office of Agriculture in project planning, design and evaluation".

The general purpose has and continues to be fulfilled. Agricultural economists and other specialists have provided services funded by the project on a timely basis.

#### 19. Goal/Subgoal

Not pertinent. A complete project paper with a goal statement was never written.

#### 20. Beneficiaries

Not pertinent.

#### 21. Unplanned Effects

No unexpected results or impact were identified.

## 22. Lessons Learned

This type of project, which is used to fund resource support services agreements with the USDA, is a very useful and cost effective instrument for procurement of some types of long-term and short-term technical services. The several long-term professionals with a variety of management duties funded by both RSSAs have been indispensable. Those on short-term assignments with limited scopes of work have been effective in filling specific needs that arise unexpectedly.

It is important, however, that the project manager have an accurate picture of available funds at all times and a sense of priorities for use of these funds. Decisions are made throughout the year on funding of specific activities. Without accurate information on available funds or a sense of priorities, the inevitable rationing of scarce funds will be much less efficient than it could be.

## 23. Special Comments or Remarks

To achieve better financial control, it is recommended that a detailed budget for RSSA 6-74 be prepared in the last quarter of each fiscal year for planned expenditures in the following fiscal year. Such a budget for fiscal year 1982 is attached as Appendix B. Four major budget categories are used: (1) long-term assistance includes all expenses of maintaining full-time S&T/AGR professionals; (b) project evaluations refers to the costs of evaluating S&T/AGR projects; (3) short-term assistance includes projections of technical assistance to various missions and AID/W offices; (4) the cost of project paper development teams are budgeted separately. It is recommended that this or similar categories be used in future budgets.

Activities to be funded by RSSA 6-74 are initiated by a memorandum to the USDA specifying the scope of work. In most cases, the memoranda are initiated by the Agricultural Sector Planning and Support project manager. There have, however, been some notable exceptions. It is recommended that in the future all such memoranda be initiated by the project manager to assure better control of expenditures.

The USDA/OICD receives monthly printouts of expenditures under RSSA 6-74. It is recommended that S&T/AGR use those financial reports to update pipeline estimates, and compare actual expenditures with the budget.

## USDA/RSSA 6-74

## FY 81 Expenditures

1. Long Term Assistance \$155,786

This includes salaries, benefits, and travel for four persons serving on the EPP staff under RSSA 6-74. Work performed under this arrangement included project management, project development and technical assistance to the USAID missions and regional bureaus. TDYs were taken to Guatemala, Honduras, and Indonesia (Gordon Appleby), to the Dominican Republic (Ralph Hanson twice, Shirley Pryor once), to Senegal (Cathy Jabara twice), and to Tanzania (Shirley Pryor).

2. USDA "Food Policy Survey" \$145,000

This contract with USDA/ERS provides 12 pm of an agricultural economist to be part of the EPP staff who will serve as overall project manager for this study. Other inputs include 18 pm of agricultural economists and statistical assistants who will analyze the role that both policy and policy analysis play in the development process and in meeting food needs in LDCs. The final output will be a food policy survey which will look at 20 LDCs worldwide. This document is due in January 1982.

3. University of Minnesota - "Food Policy Study" \$91,000

This study is directly interrelated with the "Food Policy Survey" being conducted by USDA. In this study the Department of Agricultural and Applied Economics at the University of Minnesota is conducting research on appropriate food and agricultural policies in the Dominican Republic. This study will identify alternative policy mixes which will achieve the major policy objectives in the Dominican Republic. In addition to this work the University of Minnesota is preparing a paper on price policies for the USAID/DR Mission. The University of Minnesota will also write certain sections of the USDA "Food Policy Survey" and will be credited accordingly. The University of Minnesota involvement is arranged through a cooperative agreement. AID will pay for 4.5 pm of senior agricultural economists and 40 pm of other staff involvement. The University of Minnesota will also provide 4 pm of senior agricultural economists through the use of university funds.

4. University of Missouri - "CRSP Study" \$12,471

The University of Missouri or specifically Fred Mann prepared an assessment paper on AID's CRSP program. The final document of this study was submitted to the AID administrator. Fred Mann required 35 days under this contract to complete the paper.

5. University of Missouri - "Assistance to USAID/Honduras" \$17,616

Dr. Fred Mann and Kim Kennedy of the University of Missouri were hired to provide information and guidance in the design and initiation of a mission project in the private management of group farms. This request for technical assistance came from USAID/Honduras. Approximately 4 pm of technical assistance was provided to the Mission through this contract.

6. "Assistance to USAID/Tanzania" \$15,541

In response to S&T/AGR/EPP's initiative USAID/Tanzania requested assistance to develop a PID for an Agricultural Statistics project. A total of 15 person weeks were provided for this task. The three person team, two USDA employees and one faculty member from the University of Minnesota, wrote the PID for this Agricultural Statistics project which was to be located in the Ministry of Agriculture. This project was to aid the Ministry of Agriculture in agricultural planning for both food and export crops. Funding for new projects in Tanzania was subsequently reduced and the project was not funded.

7. "Assistance to USAID/Senegal" \$14,566

After initial solicitation by S&T/AGR/EPP, USAID/Senegal requested technical assistance to write the scope of work for the studies to be completed under the proposed Title III pricing and marketing study. A total of six weeks of technical assistance was provide to the Senegal Mission. The end product of this activity is the plan of work which is to be conducted over one year under the pricing and marketing study.

8. Dan Galt - "Assistance to USAID/Honduras" \$15,636

Dan Galt was hired to evaluate the USAID/Honduras Agricultural Research Project (522-0139). He participated in a team evaluation which also included Dr. Gordon Appleby, a S&T/AGR/EPP staff employee hired through RSSA 6-74. Dan Galt was also involved in the collection and analysis of information for a case study of the USAID funded Honduras Farming Systems Research program. This report was used to help develop S&T/AGR/EPP Farming Systems project. Fifty work days were involved in these analyses.

9. Global Interdependence Center \$11,020

This contract was to prepare a state-of-the-art paper on small farm production and marketing systems. This document served as the major document source for the development of S&T/AGR/EPP's Farming Systems Research PID. This contract was initiated in FY 82 with a short extension going into FY 81.

10. Farming Systems Research Seminar \$7,774

A four day seminar was held in Washington, D.C. in December 1980 to discuss and analyze the various approaches and concepts on Farming Systems Research. This seminar was co-sponsored by AID and USAID. RSSA - 6-74 only paid for travel and honorariums.

11. Rob Morris \$28,473

Dr. Robert Morris was funded to do research and analysis on Postharvest Food Losses for S&T/AGR/AP through RSSA 6-74. Dr. Morris had a series of contracts which started in FY 80 and continued through August 1981. S&T/AGR/EPP was not involved in any of the clearances of work performed by Dr. Morris.

12. Typing Contract - D & G Reproductions \$4,000

A contract was signed with D & G Reproduction, Inc. to provide secretarial services for work done under the various RSSAs in the Office of Agriculture. The other S&T/AGR Divisions will reimburse RSSA 6-74 when they use the services of D & G Reproductions.

## FY 82 RSSA Budget 6-74

I. Expenses for Long-term Assistance

## \*A. Salaries (Core Staff)

1.	\$ 47,438
**2.	\$ 46,685
3.	\$ 34,706
4.	\$ 28,245
5.	\$ 23,565
Sub-total	<u>\$180,739</u>
**Benefits @ 6.13% (2, 4, 5)	<u>\$ 6,038</u>
Total Personnel	\$186,777

## B. Travel

1. Air Fare	
a) Domestic	\$ 5,000
b) International	\$ 27,000
Total Air Fare	<u>\$ 32,000</u>
2. Per Diem	
a) Domestic	\$ 2,600
b) International	\$ 25,200
Total	<u>\$ 27,800</u>

Air fare based 15 international trips at \$1800/trip and 10 domestic trips at \$500/trip.

Per diem based on 21 days/international trip at \$80/day and 4 days/domestic trip at \$65/day.

C. USDA Overhead (23%)	<u>\$ 56,713</u>
Total Long-term Assistance Costs	\$303,290

\* Based on 4.8% increase as of 10/1/81.

\*\* Janet Lowenthal's salary and portion of benefits are included in budget although she has no division responsibilities.

## II. Active Project Evaluations

A. Small Farmer Credit	\$ 6,015
1. Air fare	\$ 1,500
2. Per diem	\$ 1,365
3. Salary	\$ 3,150
	<u>\$ 6,015</u>

Based on a 3 person team for 7 days at \$150/day (salary) and \$65/day (per diem). Air fare is \$500 per round trip per person.

B. IRRRI	\$ 20,490
1. Air fare	\$ 6,000
2. Per diem	\$ 5,040
3. Salary	\$ 9,450
	<u>\$ 20,490</u>

Based on a 3 person team for 21 days at \$150/day (salary) and \$80/day (per diem). Air fare \$2000 per round trip per person.

C. 21lds	\$ 10,530
1. Air fare	\$ 1,500
2. Per diem	\$ 2,730
3. Salary	\$ 6,300
	<u>\$ 10,530</u>

Based on a 3 person team for 14 days at \$150/day (salary) and \$65/day (per diem). Air fare is \$500 per round trip per person.

D. Yale - "Technology, Policy and Rural Incomes"	
1. Air fare	\$ 2,000
2. Per diem	\$ 1,300
3. Salary	\$ 3,000
	<u>\$ 6,300</u>

Based on 2 person team for 10 days at \$150/day (salary) and \$65/day (per diem). Air fare is \$500 per round trip per person. (2 trips per person).

Total Evaluation Costs	\$ 43,335
E. USDA Overhead (23%)	<u>\$ 9,967</u>
Total Costs	\$ 53,302

III. Short-term Expenses

A. Philippine price analysis	\$ 38,500
B. Sri Lanka price analysis	\$ 38,500
C. Assessment of LAC Region planning activities	\$ 4,980
1. Air fare	\$ 1,200
2. Per diem	\$ 1,120
3. Salary	\$ 2,660
	<u>\$ 4,980</u>

Based on 14 days of Jim Riordan's work \$190/day (salary) \$80/day per diem and one round trip to Latin America at \$1200.

D. Regional Farming Systems Conference (See Attachment A)	\$ 25,000
E. Unspecified	\$ 37,300
1. Air fare	
a) Domestic	\$ 1,000
b) International	\$ 9,000
Sub-total	<u>\$ 10,000</u>
2. Per diem	
a) Domestic	\$ 3,150
b) International	\$ 8,400
Sub-total	<u>\$ 11,550</u>
3. Salary	\$ 15,750

Based on 15-days assignments (5 international and 2 domestic) \$150/day (salary), \$80/day (per diem) international and \$75/day (per diem) in Washington (domestic). Domestic air fare is \$500/round trip and \$1800/round trip for international trips.

Short-term Assistance Costs \$114,280

F. USDA Overhead (23%)	<u>\$ 33,184</u>
Total Costs	\$177,464

#### IV. Farming Systems Research and Extension

Project Preparation Budget (Work to be carried out over a 3 1/2 month period)

A. Personnel	PM	Cost
Agricultural Economist	3 1/2 (15 wk)	\$ 15,000
Agronomist	3 (13 wk)	13,000
Research Administrator	3 (13 wk)	13,000
Extension Specialist	3 (13 wk)	13,000
Livestock Specialist	1 ( 4 wk)	4,000
Training Specialist	1 ( 4 wk)	4,000
Short Term Consultant	1 ( 4 wk)	4,000
Sub-total		<u>\$ 66,000</u>
B. Travel		
Domestic - 20 trips (@ \$500)		\$ 10,000
International - 4 trips (@ \$2600)		<u>\$ 10,400</u>
Sub-total		<u>\$ 20,400</u>
C. Per diem		
Domestic - 100 days (@ \$75)		\$ 7,500
International - 120 days (@ \$90)		<u>\$ 10,800</u>
Sub-total		<u>\$ 18,300</u>
Sub-total		\$104,700
D. USDA Overhead (23%)		<u>\$ 24,081</u>
Total		<u>\$128,781</u>

Based on the following assumption:

##### Domestic Travel

- 3 trips/team member (18 trips total);
- 1 trip to University of Florida to review FSR training program;
- 1 trip to Colorado State University to attend CID conference.

##### International Travel

- 2 reconnaissance trips for 2 people to IRRI in the Philippines and Indonesia and to East Africa.

V. Agricultural Policy Analysis - Project Development

A. Consultant fee	PM	Cost
1. 3 Agricultural Economist	9	\$ 39,000
2. 1 Political Economist	3	\$ 13,000
Salary Totals	<u>12</u>	<u>\$ 52,000</u>
B. Travel		
1. Air fare		
a) Domestic (4 trips @ \$500/trip)		\$ 2,000
b) International (16 trips @ \$180/trip)		<u>\$ 28,800</u>
Sub-total		<u>\$ 30,800</u>
2. Per diem		\$ 14,400
Based on 160 days at \$90/day		
C. USDA Overhead (23%)		<u>\$ 22,356</u>
Total Costs		<u>\$119,556</u>

VI. Agricultural Information Systems - Project Development

A. Consultant Fees	PM	Costs
1. Jim Murphrey	3	\$ 13,000
2. Unspecified consultant	3	13,000
Sub-total	<u>6</u>	<u>\$ 26,000</u>
B. Travel		
1. Air fare (6 domestic round trips at \$500/trip)		\$ 3,000
2. Per diem (180 days at \$75/day)		<u>\$ 13,500</u>
Sub-total		<u>\$ 16,500</u>
C. USDA Overhead (23%)		<u>\$ 9,775</u>
Total Costs		<u>\$ 52,275</u>



United States  
Department of  
Agriculture

Office of  
International  
Cooperation  
and Development

Washington, D.C.  
20250

August 12, 1981

To Richard Suttor, AID/ST/AGR

From John Hyslop, OICD/TA

Subject Farming systems research workshop in Costa Rica

Last spring, during a visit to IICA in Costa Rica, Quentin West discussed with officials of that agency the possibility of their hosting a farming systems research workshop. Jorge Soria, IICA's Director of Agricultural Science, subsequently wrote to Dr. West indicating enthusiasm for the idea and suggesting it could be held in conjunction with an event in which high level decision makers in research and extension will participate. One such event is an upcoming meeting of Directors of Agricultural Research late in 1981 or early 1982. Dr. Soria stated that one full day of the meeting could be devoted to farming systems research.

He has IICA's assurance that it would host the workshop, provide space and some secretarial assistance, and assist in agenda planning and participant identification. He mentioned a global figure of \$25,000 to cover the cost of participation of 20 Latin American research people.

We have responded to Dr. Soria that neither USDA nor, presumably, AID funds for such a conference are immediately at hand, and in any case, both USDA and AID would have to have a supporting proposal, with an itemized budget, from IICA before serious consideration could be given to the idea.

It seems to us, however, that the notion has merit. There are a number of farming systems research programs underway in the region, and, I understand, more are planned. It could be very timely to institute a forum at the research administrators' level at which program experience is examined for future guidance. Further, such a review could be consistent with ST/AGR's program for developing the technical assistance project in farming systems research.

Pending receipt of IICA's proposal, I propose that you include, as a tentative item, the \$25,000 he mentioned in the RSSA budget for FY 1982.

