

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Agricultural Systems Support Project		2. PROJECT NUMBER 615-0169	3. MISSION/AID/W OFFICE USAID/Kenya
		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) 615-84-06	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING A. Total \$ B. U.S. \$49.8 Million	7. PERIOD COVERED BY EVALUATION From (month/yr.) Aug. 1978 To (month/yr.) Sept. 1984
A. First PRO-AG or Equivalent FY 78	B. Final Obligation Expected FY 86	C. Final Input Delivery FY 86		

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, PIC, which will present detailed request.)

B. NAME OF OFFICER RESPONSIBLE FOR ACTION
C. DATE ACTION TO BE COMPLETED

1. The major recommendations to receive attention, officer responsible and action completion date are included in section 8 on the following page.

2. Considering the size and complexity of this project it is felt that the reader of the PES would benefit from additional information, which is included in additional sections as follows:-

Section 14 - Evaluation Methodology
 15 - External Factors
 16 - Inputs
 17 - Outputs
 18 - Purpose
 19 - Goal and Sub-goal
 20 - Beneficiaries
 21 - Un-planned Effects
 22 - Lessons Learned

Executive summary

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. Continue Project Without Change

B. Change Project Design and/or
 Change Implementation Plan

C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Dwight L. Walker
Deputy Chief, AGR
USAID/Kenya

12. Mission/AID/W Office Director Approval

Signature:

Typed Name: Charles Gladson

Date: _____

EXECUTIVE SUMMARY

During the decade after independence (in 1963), agricultural growth substantially exceeded the population growth rate of nearly 4%. For most commodities small holder marketing as a percentage of total marketing increased rapidly. Since about 1973, growth in output has fallen below the rate of increase in population, and growth in the participation of small holders has fallen sharply. ASSP identified four constraints to more rapid growth in production of small holder pastoralists:

- a) lack of trained manpower
- b) lack of small holders' access to institutional credit, services, and infrastructure
- c) lack of relevant adaptive research, and
- d) macro economic policies

ASSP supported five disparate activities with a \$26.2 million grant and a \$23.6 million loan.

- 1) Agricultural Manpower Systems Support
- 2) Range Research Systems Support
- 3) Credit Systems Support
- 4) Cooperative Systems Support and
- 5) Crop Storage System Support

1. Manpower Development

Egerton College, the principal ASSP activity, received 70% of the total AID resources to expand its enrollment from 680 to 1632 students. A construction program to which AID contributed \$23.6 million is on schedule - about 95% completed with final work to be completed by October 1984. Student enrollment is about 1437. Compared with a target of 43, 52 faculty members have gone on training, and most are back. SECID provided 29 expatriate substitute faculty and 2 administrative officers; only three remain. An agricultural resource centre is being completed to provide a focus for research, extension and in-service training in furtherance of small holder development goals.

By these quantitative targets the Egerton program is successful. However, little improvement has been made in curricula to reduce the large amount of student and faculty time spent in lectures; reference books have been provided but textbooks are scarce. Curricula provide no room for electives, and course descriptions suggest considerable repetition in course content with curricula generally divided into too many brief courses.

Two feasibility studies were planned, one for a new coastal institute and the other for expansion of the Faculty of Agriculture, University of Nairobi. The former led to recommendation for a new institute now being financed by IBRD. The latter was not undertaken, apparently because of lack of interest in the subject.

A program of academic training in the U.S. was planned for MALD staff (100 participants). Delays and increases in costs have resulted in a reduction of the number of participants to 40. Despite these problems the program was greatly appreciated by MALD and considered a success.

2. National Range Research Station

This activity concentrated on development of NRRS at Kiboko to serve national needs. Under contract with Winrock, 23 PY of long term and 60 PM of short term advisor input was provided, and 21 NRRS staff members were sent to the U.S. for academic training (18 were planned). Some financing was provided for equipment and station operations. Housing construction, power and water development supply were delayed; power and water problems continue to restrict operations.

Research is progressing satisfactorily on the station, but off-station study and on-farm research are well behind plans.

3. Credit Systems Support

This activity concentrated on development of AFC as a lender to small holders. A contract with PAS - SGV provided five advisors (four for 2 years and one for 3.5 years); 15 academic participants will have been sent (7 advisors and 35 academic participants were planned). There has been some progress on solving manpower and operational problems, but one of the most critical, the shift to computer data processing using a 1980 installed computer system from Germany now will not be completed until mid 1985. This has delayed other planned improvements as well (financial management, internal audit, fiscal planning, etc.). Loans in arrears are increasing, and lending to small farmers is declining in real terms and as a percentage of total AFC loans.

4. Cooperative Systems Support

This activity concentrated on assistance to the MOCD and the Cooperative College. Under a contract with ACDI, 2 LT advisors were provided for 5.5 PY and 30 PM of ST advisors (as planned); 29 people went for academic training and 112 for short term training (targets were 50 LT and 44 ST participants). Major emphasis has been placed on participant training and development of the Cooperative College and MOCD in-service

training. These have been successful. Three studies of cooperative training leading to recommendation of a \$25 million investment in the college were completed, but the view now is that such an investment would be premature. Rather, a continuing education center at the college, costing about \$1 million, is seen as the most urgent physical need.

5. Storage Systems Support

A very small amount of ASSP resources were allocated to storage of food staples and related training. The study recommended a major on-farm storage project which AID has since financed. The training element was not undertaken. Marketing identified as a constraint was not supported except incidentally under the cooperative element.

SECTION 8

	Name of Officer Responsible for Action	Date Action to be Completed
<p><u>Egerton College</u> AID continued support for the development of AHC; additional training with U.S. universities and other appropriate institutions of faculty; professional interchange and support for TA in planning and maintenance improvement.</p>	Mission Mullei	12/84
<p>Improve curricula at Egerton; substitute text books for excessive lecture time; temporarily share AHC continuing education center facilities with Cooperative College continuing education program.</p>	Mission	12/84
<p>If the GOK opts to convert Egerton College to grant degrees, then AID should provide some assistance in this development, coordinated with the University of Nairobi.</p>		
<p><u>MALD Training Fund</u> Continue support for MALD academic training through the planned Agriculture Technology Project.</p>	Mullei Nissly	01/85
<p><u>National Range Research Station (NRRS)</u> AID Support completion of the current phase including one LT advisor (1PY) and some TA/ST input; three years support for recurrent costs.</p>	Nissly	12/84
<p>Provide modest level of support for 2nd phase of NRRS through the Agriculture Technology Project, LT TA - 5 PY, ST TA 45 PM; commodities; training of academic participants.</p>	Nissly	01/85 McDonald-PRJ
<p>Emphasize interdisciplinary study of range practices of users to identify superior methods of extension and research guidance and on-farm (and range) research.</p>	Nissly	12/84

	<u>Name of Officer Responsible for Action</u>	<u>Date Action to be Completed</u>
<u>Credit (AFC)</u>		
Preparation of detailed improvement plans for AFC, with outputs, inputs, and schedules well specified; if plans are adequately prepared AID extend the remaining advisor.	Walker	10/84
<u>Cooperatives</u>		
AID support development of a continuing education center at College and other MOCD activities, including construction plus some equipment; academic training; short term training LT TA ST TA; and operating costs.	Mission	12/84
If feasible the Cooperative College and Egerton College should arrange for some shared use of Egerton continuing education facility while the Cooperative College facility is being constructed.	Mullei	12/84
<u>Marketing and storage</u>		
AID support on marketing in its new projects.		
DPRA inclusion of other institutions in the farm storage program.	Thomas	12/84
<u>Other Recommendations</u>		
That AID support:		
Agriculture and related areas Text book production.	Mission	12/84
Visit to U.S. by National Manpower Committee.	Mullei	01/85
Visit to U.S. by Interministerial Coordinating Committee on training.	"	"
Development of a computer education facility.	"	12/84

14. Evaluation Methodology

This was one of three major in-depth evaluations planned in the original Project Paper (pp 230-35) to supplement regular in process evaluation by project managers. Because of delays in start-up of the project the 1980 in-depth evaluation was omitted. The first, (actually mid-project) evaluation was conducted in early 1982. The current evaluation is intended to be the last. Most of the activities are near completion or sufficiently so to make prediction of final results feasible.

Methodology included study of voluminous project plans and reports, extensive discussions with officials in all of the participating and coordinating agencies and their parent organizations, with Directorate of Personnel Management of the Office of the President and with USAID staff. Project sites of all the principal activities were visited and, where applicable, physical facilities supported by the project were inspected. During report drafting conclusions and recommendations were discussed with project personnel, DPM, the senior official of MOCD and MALD and with USAID. Recent macro-economics and sector data were reviewed in an effort to identify areas where ASSP already had measurable impacts in achieving small holder production and income goals.

15. External Factors

There has been some deterioration in Kenya's balance of payments and in the internal government financial situations which have required austerity in general GOK budgets for project activities. This has had some adverse effects on project activities, but generally the GOK has assigned high priority to components of ASSP. Two major devaluations of the shilling substantially increased the amount of shillings obtained from the \$23.6 million Egerton College construction loan. This made it possible to complete all the planned construction and add an additional facility (ARC) to be used for research, extension, and continuing education. The changes in external conditions have not affected the validity of initial assumptions.

16. Inputs

The basic inputs (AID and GOK) were provided on a timely basis and in accordance with project plans. The U.S. financing for construction because of chance timing of shilling devaluation, actually increased purchasing power. However, dollar costs of many elements were significantly under estimated and delays in start up further eroded the dollar value. As a result some of the services and material inputs procured with dollar funds other than the construction were significantly below planned levels. Illustratively the academic training of participants was only 50-60% of targets for sub-activities other than

Egerton College and NRRS. Egerton and NRRS both which exceeded their targets largely because time required to obtain degrees was substantially reduced from original plans. On most activities technical assistance began to arrive between one and 2 1/2 years after signature of the Pro Ag. The most delayed was the credit TA. Because of delays in completion of facilities at NRRS, most of the Winrock team was delayed until 26-30 months after the signature of the Pro Ag. In general both TA and training quality were more than satisfactory on all elements. Some small addition to inputs is needed to complete the current phase of the ASSP supported activities. These are outlined in section eight of this PES.

17. Outputs

TARGET

STATUS

1. Increased Agricultural Training Capacity

a. Egerton College Expansion Completed

1.
a.i Student enrollment 1632 by 1986.
a.ii 76 Kenyan lecturers in residence by 1985
a.iii All proposed construction completed, equipment in place by 1984.

- a.i Increased from 690 at start to 1437 in 1983/4.
a.ii Target surpassed by 1984.
a.iii 95% completed 4/84. All will be completed in 1984. Needed action on curricula and course content not taken.

b. Coast Institute designed

- b.i Academic feasibility study completed by FY 80
b.ii Technical feasibility study completed by FY 80

- b. both completed. IBRD is planning to finance this institute.

c. University of Nairobi expansion designed

- c.i Academic feasibility study completed by FY 80
c.ii Technical feasibility study completed by FY 80

- c. Study support not requested by U of N. Funds reprogrammed.

d. MOA Training Fund Operational

- d.i Annual training plans submitted by MOA to AID
d.ii 100 returned participants through FY 84 working in positions for which trained

- d.i Start up delayed
d.ii about 50% achievement expected by PACD. Major factors are delays and increased costs. Recognizing the increased costs, the MALD reduced the targets. New targets are likely to be achieved.

Achievements

2. Functioning Range Research Program at Kiboko
- 2.
- a. 18 trained Kenyan research officers in place by FY 85.
 - b. 6 range research activities fully operational by FY 82.
 - c. Annual research reports prepared by Kiboko Station.
 - d. Research facilities to accommodate staff of 18 in place.
 - e. Bi-annual training program for extension workers underway by FY 82
- a. 21 will be trained; 4 returned; 17 in training.
- b. 43 sub-activities underway.
- c. as planned.
- d. Development of water and electrical facilities delayed, but should be completed by PACD.
- e. Not underway in 1984 but facility should be completed by 1985
3. AFC operations upgraded and staff trained
- 3.
- a. 35 Kenyan Loan Officers, Financial Managers, and Agricultural loan officers completed U.S. academic training by FY 84.
 - b. 44 managers and trainers complete non-academic training by FY 84.
 - c. In-country training for AFC staff in financial management, internal audit, credit review, loan appraisal, administration, training, and data processing underway by FY 80.
- a. 15 trained or in process.
- b. About 80% of target expected.
- c. being well executed.

d. AFC internal audit, credit review, review financial management and data procedures in place.

d. major delays, most acute of which is data processing which is delaying most other improvements. Now expect this to be completed by June 1985.

4. Improved Cooperative Systems Support

a. Cooperative staff training and cooperative movement training improved

4.
a.i Cooperative Education and Training Evaluation report completed by FY 80.

a.1 Studies of cooperative education, (b.i) manpower and (b.iii) Cooperative College completed or slightly behind schedule.

a.ii 50 MOCD participants complete academic training by FY 84.

a.ii Expect 29 academic people will have been trained by PACD.

a.iii 40 MOCD participants complete non-academic training by 1984.

a.iii 106 non-academic participants have returned. Another 6 to go in FY 1984.

b. Cooperative College expansion design completed.

b.i Cooperative Manpower Study completed by FY 81.

b.iii Technical Feasibility Study completed by FY 81.

c. Cooperative banking sector evaluated

c. Cooperative banking sector management study completed by FY 81.

c. Banking sector study not funded. Nordic Group agreed to fund this.

5. Improved grain storage extension and services.

a. Grain storage extension and research staff trained.

5.
a.i 7 participants complete U.S. academic training by FY 84.

a.i, a.ii. No academic nor non-academic participants sent.

a.ii 5 participants complete non-academic training by FY 84

b. Grain storage assistance activity designed

b. National grain storage study completed by FY 81.

b. Study completed as scheduled. Recommendations are being implemented by new AID project.

18. Purpose

The purpose of the project is to increase small holder and pastoralist access to agricultural services (extension, research, credit, in-puts, storage, and marketing).

The EOPs are listed below with comments on expected accomplishments. In general the linkages between constraints and EOPs and the outputs of the project are indirect and tenuous.

- | | |
|---|---|
| 1. MOA extension contacts with small holder farmers increases 10% by FY 85, 40% by FY 90/ | May occur because of increased personnel trained under ASSP, but cause/effect difficult to trace. |
| 2. Range extension contacts increase by 15% by FY 85. | Because of delays in this ASSP activity, impacts not likely until later. |
| 3. AFC small holder loan portfolio increases by 25% by FY 85. | No increase likely by 1985. |
| 4. Small holder loan portfolio in cooperative banking system increases 15% by FY 85. | Increase likely to be exceeded. |
| 5. Cooperative small holder membership increases by 15% by FY 85. | Data indicates achievement likely if past trends continue. |
| 6. Volume of cooperative small holder marketing (and input) transactions increase 20% by FY 85. | Data indicate achievement likely if trends continue. |
| 7. Grain storage related extension contacts with small holder farmers increase 15% by FY 85. | AID follow-on project may help achieve this target. ASSP has had no direct impact. |

19. Goal and Sub-goal

The goal of the project is "increase small holder and pastoralist real incomes: by increasing crop production, livestock off-take and net farm gate prices. While production and income of small holders has increased, it is difficult to identify, much less quantify, direct causal project linkages except in the case of some of the cooperative activities. In the longer run more and better trained personnel and better research should help achieve these effects.

20. Beneficiaries

The direct beneficiaries have been GOK officials and educators trained and students benefiting from better facilities. Indirect benefits to small holders are difficult to determine for most elements. The cooperative program which trains cooperative members and cooperative managers and other personnel has direct benefits but these too are hard to quantify.

21. Un-planned Effects

One of the major unplanned effects is that Egerton, as a result of the high level of training of its staff is now likely to become a combined diploma level college and degree granting university. Many staff are now eager to become involved in active research programs. Also the large Shilling devaluation has permitted construction of more than the facilities planned at Egerton.

22. Lessons Learned

This project involves a large number of separate activities with, in many cases, little or no linkage involved. Economics of scale do not appear to have been realized in either AID or GOK management as a result of this combination of ~~disparate~~ ^{separate} activities. In general, major separate activities in the program have been managed as if they were separate projects. Two real advantages of this approach are that a) because of the size and spread of the project it received major attention of both senior GOK and USAID officials b) inclusion of some 14 separate activities in a single project permitted flexibility in reprogramming resources from lagging or less successful to leading or more successful elements. Illustratively, the University of Nairobi study and the marketing training sub activities were not undertaken and the resources were utilized in other activities. On the other hand, had these activities not been such minor parts of such a large program, some of the problems might have emerged during the design phase. The Egerton College program has been successful in achieving its principal target -- increasing number of students in a short time but the approach used, of bringing in large numbers of U.S. educators to serve as substitute for Egerton faculty in the U.S. is not an approach that should be used again. It is too costly.

ASSP demonstrates the advantages of packaging assistance in large project packages. However, it also demonstrates the need for care in considering minor elements to be included in the package.