A.I.D. EVALUATION SUMMARY PART I

PD-AAY-450

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

A. REPORTING A.I.D. UNIT: GUINEA-BISSAU (Mission or AID/W Office) (ES#)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN? yes ☐ slipped ☒ ad hoc ☐

Eval. Plan Submission Date: FY 87 Q 4

C. EVALUATION TIMING Interim ☒ final ☐ ex post ☐ other ☐

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
657-0010	SOUTH COAST AGRICULTURAL DEVELOPMENT	FY83	9/89	5,500	5,353

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
1. Prepare PIL to re-establish financial plan.	Joseph Beausoleil	August 1988
2. Extend PACD until September 30, 1990 to allow for two full years of long-term T.A. only.	" "	August 1988
3. Finalize all procurement of commodities.	" "	December 1988
4. Finalize agreement to provide long-term T.A. to organize and operate maintenance/repair shop.	" "	September 1988
5. Design and begin testing of improved water intrusion structure.	" "	December 1988
6. Approve short-term training plan.	" "	September 1988
7. Approve short-term technical assistance plan.	" "	September 1988

(Attach extra sheet if necessary)

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 8 day 9 yr 88

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Signature	Joseph Beausoleil		Joseph Beausoleil	Anne M. Williams
Typed Name	Joseph Beausoleil		Joseph Beausoleil	Anne M. Williams
Date	Sept 13, 1988	14/9/88	Sept 14, 1988	9/19/88

H. EVALUATION ABSTRACT (do not exceed the space provided)

The South Coast Agricultural Development (SCAD) Project supports the Department of Hydraulics and Soils (DHAS), in its effort to rehabilitate mangrove swamps for rice Production.

The evaluation reviews project design, measures progress to date, and recommends changes. The evaluation is mainly concerned, however, with the feasibility of the salt water intrusion dams. Intrusion dams are the primary infrastructure innovation being used by DHAS to rehabilitate mangroves for rice production. The body of the report contains four sections, each analyzing key evaluation questions. Chapter three discusses project implementation issues; chapter four, economic assumptions; chapter five agricultural and engineering issues (environmental issues) and chapter six, social constraints.

The principal recommendation of the evaluation is that:

. The project as described and agreed upon in the Project Agreement be continued to its full conclusion.

Other recommendations refer to the need for:

. technical assistance in water control and water management

. assessment of impact of converting mangroves to rice land

. participation of farmers in all phases of dam construction from selection through maintenance once completed;

. integration of rice production with marketing (milling, storage, transportation).

An important lesson learned is the need for realistic scheduling of implementation. Being realistic also means periodically revising the implementation plans. Thus the second lesson learned is the need for periodic revisions of the implementation plan to keep it realistic.

The evaluation recommends extending the project assistance completion date (PACD) to September 30, 1991. The new PACD should be determined based on an implementation plan which allows sufficient time to complete project activities.

Technical assistance is required to organize and make operational the recently completed fully equipped maintenance and repair facility. Also technical assistance is required to help DHAS improve water control structures and water management practices. Nothing has been done in this area even though improving water control structures and water management practices are considered principal outputs of the project.

I. EVALUATION COSTS

1. Evaluation Team Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US$)	Source of Funds
J.C. Garcia-Zamor	DAI			
Iria D'Aquino	DAI	624-0510-1-00-7018-00	$94,100	Project 657-0010
Joseph E. Goibel	DAI			
Geoffrey O. Livingston	DAI			
Paul T. Price	DAI			
Cameron Pippitt	REDSO/WCA	21		

2. Mission/Office Professional Staff Person-Days (estimate) 7

3. Borrower/Grantee Professional Staff Person-Days (estimate) 2

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)
Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: OAR/GUINEA-BISSAU Date this summary prepared: August 1, 1988

Title and Date of Full Evaluation Report: Evaluation of the South Coast Agricultural Development Project in Guinea-Bissau, December 1987.

The six-year $ 5.5. million South Coast Agricultural Development (SCAD) Project supports the Department of Hydraulics and Soils (DHAS), the agricultural engineering arm of the Ministry of Rural Development and Fisheries, in its effort to rehabilitate mangrove swamps for rice production. The Project Agreement signed on August 29, 1983 states that:

The goal of the project is "to expand the area of rice production in the mangrove tidal lowlands of southern Guinea-Bissau"; and

The purpose of the project is "to strengthen an institutional capacity of the DHAS to promote and facilitate the extension of south coast rice production areas through improved water control structures and water management practices":

The evaluation reviews the project design, measures progress to date, and recommends specific actions. In addition, the evaluation examines the agricultural, engineering, economic, social and other assumptions on which the project is based. The main concern of the evaluation is the strategy being used by the DHAS; e.i., the construction of large barrier dikes.

The body of the report contains four sections dealing with the evaluation questions. Chapter three examines project implementation. Chapters four, five, and six address the economic, agricultural and social issues.

Chapter three provides a thorough review of the implementation status. Deficiencies in project implementation are noted including lack of a current financial plan, disorganized files, and incomplete procurement actions. No technical assistance has been provided and training efforts have been inadequate. The major accomplishment to date is the construction of an operational center at Catio consisting of officer, a workshop, a warehouse, and housing.

This chapter recommends several critical actions. A PIL should be issued to update and revise the financial plan. All furnishing, equipment, and supplies required to make operational the recently constructed facilities at the Catio Center should be procured. Discussions should take place with the DHAS and other donors regarding the provision of technical assistance. A training plan should be prepared with emphasis on training staff responsible for operating and maintaining the Catio Center.

One of the assumptions of the project is that the GOGB prices are an incentive to rice production. Chapter four shows that the GOGB floor price to producers for paddy rice has risen steadily to 85 pesos per kilogram. This price, however, is not an incentive price. Furthermore, the lack of consumer goods in rural areas is a disincentive to sell surplus rice. If there is nothing to purchase, there is no need to acquire pesos. The importance of developing local markets is seen as a critical factor in increasing rice production.

Chapter five describes the changes in the environment which result when mangroves are converted to rice fields. The traditional method of building low dikes along the estuary banks barely affects the environment. The new method of building large barrier dikes across the estuaries radically changes the environment. The evaluation explains the negative impact of the large barrier dikes principally in limiting spawning areas and impeding the flow of nutrients to the sea.

On the positive side, the large barrier dikes are more effective in rehabilitating or expanding land for rice production. The positive effects, more land for rice production, exceeds the negative effects, loss of some spawning area and less nutrient flow to the sea. Since the project affects a small percentage of the total area, the evaluation concludes that there is no reason not to continue construction of the large barrier dikes. However, monitoring of the impact of the large barrier dikes on the environment should be initiated.

Chapter six discusses the social issues including labor contraints, land distribution, ethnic differences, women's role in rice production. The evaluation recommends study of these issues. Complementing these studies, it is important that farmer beneficiaries participate in all phases of barrier dike construction. This will ensure that the farmers will have an opportunity to make their needs known.

Each of the four chapters addresses specific evaluation questions. The evaluation, however, fails to synthesize this information and apply it to the project as a whole.

For example, the evaluation recommends continuation of construction of the large barrier dikes (Chapter five). The project's purpose however, is to improve the design of, not construct, water control structures. This is to be accomplished by testing new designs. Technical assistance is to be provided to do the design work and to test these designs (Chapter three). The implication is that the project should provide technical assistance to improve the water control structures. The project paper and Project Agreement identify this as a major objective of the project.

The evaluation shows that nothing has been done to accomplish this objective. In chapter three, the evaluation recommends that AID discuss the provision of technical assistance with the GOGB. Subsequent chapters define the term of reference and description of that technical assistance. Chapter five, for example, specifically discuss the importance of technical assistance in improving the design of the large barrier dikes.

Technical assistance is also required to improve water management practises. The evaluation refers to improved water management practices as critical to increasing rice yields in chapter four and in chapter six. Nothing has been done in this area which is another key objective of the project.

Another area of technical assistance regards the provision of a mechanic. The need is implied in chapter three without specifics. The evaluation refers to the completion of construction including a large maintenance/repair facility. The evaluation also refers to procurement actions to purchase equipment and tools for the maintenance/repair facility. The project paper and Project Agreement identify as a major objective the establishment of a regional maintenance capacity. Thus, the evaluation shows that the facility is completed and equipped, tools and spare parts are on order but no technical assistance or training of mechanics have been provided. The implications is that technical assistance needs to be provided to organize and make operational the maintenance/repair facility of the Cation Center. Complementing the technical assistance, a training program is also needed for mechanics and other staff required to operate this facility.

The evaluation contains nothing in the chapter on Lessons Learned that is generally applicable to project planning and implementation. And yet, there is a very important lesson that is implied throughout the evaluation report. That lesson is the need for realistic implementation plans. Being realistic also means periodically revising the implementation plans. The evaluation schedule, found in the Project Paper, was already outdated when the Project Agreement was signed. The first action on that schedule was planned for May/June 83. The Project Agreement was not signed until August 29, 1983. Thus another lesson learned is the need for periodic revisions of the implementation plan to keep it current.

The evaluation recommends that the project, as described in the Project Agreement, be continued. The Project Agreement is explicit regarding the principal outputs - improved water control structures and water management practices and regarding the technical assistance - a mechanic and a water and soil (hydrologist) specialist. To complete the project as designed and agreed upon in the Project Agreement, technical assistance can now be provided. The physical constraints, particularly housing, and the questions regarding the feasibility of the large barrier dikes have been resolved.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

ATTACHMENTS

Evaluation of the South Coast Agricultural Development Project in Guinea-Bissau

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

This evaluation was done as part of a response to a program audit of Guinea-Bissau. That process resulted in a strategy team reviewing all evaluation, including this one, and these devising a new interim strategy for Guinea-Bissau. That strategy included actions for each of the remaining projects in the Guinea-Bissau portfolio. With respect to the South Coast Rice Production project, the strategy team recommended that the project be brought to an orderly end at the original PACD, but insuring that the Catio Center is fully equipped and functioning. To bring the South Coast Rice Project to an orderly end, as recommended by the Strategy Review Team, and, follow the guidance of the Evaluation Team, OAR/GB has determined that:

. All procurement actions required to make the Catio Center operational be initiated.

. technical assistance be provided to the extent that it is needed to develop the capacity of DHAS staff to operate the Catio Center effectively; and

. training be provided to complement the technical assistance in developing staff capacity.

Prior to initiating any procurement, a revised procurement plan must be developed. Based on the plan, a P.I.L. will be issued to revise the financial plan and allocate sufficient funds to complete the procurement as planned.

At least two years of long-term technical assistance is required to develop the DHAS capacity to operate the Catio Center. A particular area of need is for a mechanic to organize and make operational the maintenance/repair facility. Without technical assistance in this area, the investment in construction of the facility and in equipment and tool will surely be lost. It will be necessary to extend the PACD so that the technical assistance is available for a two year period.

Extending the PACD will be solely for the purpose of technical assistance and will be contingent on a grant/contracting arrangement with the FAO that minimizes OAR/GB's management burden. Short-term technical assistance may be provided in so far as it facilitates an orderly close-out of the project and is not an added management burden on OAR/GB.

Complementing the technical assistance, staff training in the form of short-term third-country or in-country conferences and workshops will be used to develop DHAS staff'f capacity technically and administratively. The DHAS should make major responsibility for the training program.

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