

PC 263-0041
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PROJECT ASSISTANCE COMPLETION REPORT
AGRICULTURAL DEVELOPMENT SYSTEMS PROJECT (263-0041)

The Agricultural Development Systems (ADS) Project Agreement, No. 263-0041, was signed September 29, 1977. The initial PACD of September 1, 1983 was amended to September 1, 1986. Dollars 14.9 million and L E. 1.2 million of U.S. owned Egyptian Pounds were obligated and disbursed over the life of the project. The project was evaluated in January, 1981 and June, 1983. An Inspector General's audit report was issued in August, 1983. The items discussed below are in the order of AID Handbook 3, Appendix 14A, Guidance for Preparing the Project Assistance Completion Report.

1. Present Project Status

The ADS Project is completed. Virtually all obligated funds have been expended.

2. Summary of Contributions (Inputs)

	<u>(in \$)</u>	<u>AID (US owned LE)</u>	<u>GOE (in LE)</u>	<u>TOTAL* (in \$)</u>
Planned				
Expenditures	12,900,000	1,745,000	3,320,000	19,000,000
Actual				
Expenditures	14,869,243	1,220,000	4,743,000**	22,053,580

* At \$1 = LE 0.83
** Estimated

3. Review of Accomplishments (Outputs)

The outputs of the project were originally stated as follows:

- (1) a comprehensive set of developmental activities in one or more commodity areas;
- (2) an agricultural economics organization capable of
 - (a) continued and comprehensive analyses of the agriculture sector and
 - (b) planning action programs;
- (3) a critical mass of agricultural scientists trained in contemporary science and technology, organized and equipped to participate in problem solving;
- (4) joint research activities on critical agriculture sector problems; and
- (5) an established procedure and set of institutional relationships whereby benefits of U.S. technology can be brought to bear on Egyptian agriculture sector problems.

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Output number one was amended and became a horticultural subproject with the stated objective of "creating a greater capacity within the Egyptian research community to plan, undertake, complete, and extend research and technology in the horticultural sector of crop production, handling, and extension through the development of cooperative research activities between the University of California and Egyptian research institutions."

This redefined output was achieved and demonstrated that MOA/academic collaborative research teams could produce useful results. E.g., improved high yielding tomato varieties were transferred and adapted to Egypt and were quickly adopted by Egyptian farmers. The increase in tomato production increased Egyptian farm incomes by an amount estimated to be as great as the total U.S. contribution to the project. Other improved crop varieties, in particular garlic, grape, mango, citrus, and cucurbits, were also developed and introduced under the project although none were as financially rewarding to farmers as the new tomato varieties. The horticultural project component helped to compensate for the void during the past 20 years when no new plant material was introduced in Egypt. Unfortunately, more quantitative information on the impact of the horticultural subproject is not available.

As listed and reviewed in the 1983 project evaluation, comprehensive agricultural economic sector analyses and policy workshops (output #2) were generated under the project. The project also produced well trained and equipped scientists (output #3), joint US/Egyptian research activities (output #4), and a set of relationships for transferring and adapting U.S. technologies (output #5). These outputs or accomplishments were generated in a project-supported environment which was outside GOE institutions, i.e. the Ministry of Agriculture, Egyptian universities, or institutes of the Agricultural Research Center.

Basically, the remains of ADS consist of a horticultural laboratory with tissue culture and greenhouse facilities (located at the University of Cairo), project-generated technologies and extension reports, improved horticultural crops with increased production, a foundation or set of baseline studies for economic policy formulation, and Egyptian researchers with upgraded analytical skills. Six PhD degrees and 12 post-doctoral assignments were financed by the project. In addition, the project funded short term training for a 260 participants, sponsored ten economic policy workshops, and provided support for the work of 450

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Egyptian researchers. The project increased researchers adeptness in the use of the scientific method through rigorous adherence to empirically-based investigations and the peer review process. The project facilitated relationships between MOA and academic researchers, both Egyptian and American. Prior to the project, there was little collaboration between MOA researchers and local university researchers.

Project reviews indicate that the prime contractor's management controls, especially financial management, were inadequate. The 1983 audit report cited the lack of contractor supervision as a cause for the breakdown of financial and other management controls. The 1983 project evaluation findings indicate that:

- Project increased the capability of Egyptian researchers to plan and conduct agricultural economic and horticultural research.
- Project-supported research generated useful and important findings.
- Project mode was "outside" the MOA, ARC and local university systems.
- A strategy for sustaining project outputs after PACD was not developed.
- Project did not develop a permanent mechanism for transferring U.S. technologies.

4. Assessment of Project Purpose Achievement

The project purpose was originally stated as follows: to create within the Ministry of Agriculture and related agencies an improved capacity for planning developmental programs and for delivery of services which will enable farmers to increase production profitably,

The 1981 evaluation identified the following issues:

- PP narrative not in alignment with actual project activities or possible EOPS.
- Insufficient level of USAID project monitoring.
- Lack of a strategy beyond PACD for either institutional of human resource development.
- Insufficient participation of U.S. scientists especially outside the University of California system.

To address these issues, the PP was amended with the project purpose re-worded as follows: (1) to conduct a series of horticultural research and extension activities and develop a national horticultural research network, (2) to carry out a number of agricultural economics research activities and provide short term technological consultancies on specific agricultural problems.

The expressed wording of the revised project purpose was achieved during the LOP. A desirable but not explicitly stated dimension of the project purpose would be to institutionalize the project's achievements beyond the PACD. Since the PACD lapsed, the horticulture laboratory facilities have not been granted sufficient GOE operating funds. Proposals have been submitted to both the Minister of Agriculture and the Egyptian Project Director of NARP requesting funding for operating these facilities. The agricultural economics subproject which generated no facilities has been dissolved.

Why was ADS not integrated into GOE institutions? The answer is not clear, but based in part on conjecture, the following is one possible explanation. The project was developed to a large degree as the result of Egyptian officials visiting the University of California, Davis in the mid-1970s. These officials were deeply involved in the development of ADS and may have had the project intentionally designed to circumvent GOE institutions. Possible motivation: a desire to quickly generate needed, Egypt-specific horticultural and agricultural economics research. According to the Egyptian ADS Project Director, if the project had been integrated into a government institution, then it would not have had the financial flexibility required to accomplish what it did.

5. Recommendations for Final Adjustments in Project Design

Since the project is now completed, design changes are no longer relevant.

6. Post-project AID Monitoring

Final project monitoring activities have ceased. There are no recommendations nor plans for formal follow-on monitoring.

7. Remaining Data Collection Results or Evaluations

There are no remaining evaluations or data collection activities for the ADS Project.

8. Lessons Learned

(1) Project objectives and expectations should be clearly understood by all parties; (2) At the outset of a project, attention should be given to establishing USAID/TA/Host Country management roles and responsibilities;

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(3) Circumventing host government institutions may produce useful results but not institution building, and (4) If institutional strengthening is an objective, then project activities should take place inside a host government institution.

9. Recommendation

That the status of the project be designated by the Mission Director as completed, with no formal follow-on monitoring.

APPROVED: FBKild

DISAPPROVED: _____

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