Policy, Analysis, Research, and Technical Support (AID Project No. 698-0478)

Midterm Evaluation

Submitted to

The United States Agency for International Development
Africa Bureau ARTS/FARA Office

Under Contract No. LAG-4200-I-00-3056-00
Delivery Order No. 05

Submitted by
TROPICAL RESEARCH AND DEVELOPMENT, INC.

July 1994

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Submitted to
The United States Agency for International Development
Africa Bureau, Office of Analysis, Research, and Technical Support,
Division of Food, Agriculture, and Resource Analysis
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Gainesville, Florida, USA
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Acronyms

ADS	African Development Support project
AFR	Africa Bureau (USAID)
AID/W	Agency for International Development, Washington, D.C.
API	Assessment of Program Impacts
AMA	Agricultural Marketing and Agribusiness unit of PARTS
ANR	Agriculture and Natural Resources
ARTS	Office of Analysis, Research, and Technical Support
CDIE	Center for Development Information and Evaluation
DFA	Development Fund for Africa
EAGER	Equity and Growth Through Economic Research project.
ENV	Environmental Protection unit of PARTS
FARA	Division of Food, Agriculture, and Resource Analysis
FSP	Food Security and Productivity unit of PARTS
HHRAA	Health and Human Resources Analysis for Africa project
IARC	International Agricultural Research Center
IEE	Initial Environmental Examination
IFPRI	International Food Policy Research Institute
LACTECH	Latin American and the Caribbean Bureau's Agricultural and Natural Resources Management Technical Services project
NESDA	Network for Environment and Sustainable Development in Africa
NRICG	Natural Resources Information Consultative Group
NRM	Natural Resources Management unit of PARTS
NRMS	Natural Resources Management Support project
PARTS	Policy, Analysis, Research, and Technical Support project
REDSO	Regional Economics Development Support Office
RSSA	Reciprocal Services Support Agreement
SAFGRAD	Semi-Arid Food Grain Research and Development project
SAARFA	Strengthening African Agricultural Research and Faculties of Agriculture project
TDT	Technology Development and Transfer unit of PARTS
TDY	Temporary Duty
USAID	United States Agency for International Development
WRI	World Resources Institute

1. Executive summary

The Policy, Analysis, Research, and Technical Support (PARTS) project was authorized in May 1992. The project is managed out of the Africa Bureau's Office of Analysis, Research, and Technical Support, Division of Food, Agriculture, and Resource Analysis (AFR/ARTS/FARA). The purpose of PARTS is to increase the utilization and influence of information and analysis for agricultural and natural resource policies, programs, and projects in Africa south of the Sahara. Project-supported research and analysis is expected to lead to the design of more effective sectoral strategies and specific investments to serve the needs of African people. The project is an ambitious effort designed to help change the process of problem identification and problem solving in African nations and on the part of United States Agency for International Development (USAID) missions assisting with this process.

The primary reason for this interim evaluation is to assess progress toward meeting the objectives of the PARTS project. In particular, issues related to the relevance of the work, the degree of African participation, and the quality and utility of project research were addressed. Additionally, the project's management was examined to assess possible effects of the project structure on planned outputs. Evaluation methodology incorporated reviews of project documents and papers and interviews, either direct or by questionnaire, with over 150 individuals. Although the team did not travel outside of Washington, the use of fax, telephone, and E-mail allowed inputs from over forty people in fourteen African countries. A detailed account of the team's full findings and recommendations is contained in the body of the full report.

1.1. Major findings and recommendations:

The following major findings and recommendations, drawn from the body of the evaluation report, are those of primary significance. For more specific ones, please refer to the full document.

Major Findings

- The research and analysis being supported by PARTS are relevant to the purpose of the project and of generally high quality; the results are being disseminated throughout USAID and increasingly to African policy makers. The project has had significant impact in USAID's thinking about agricultural investment in Africa. It has in place a high-quality, analytically capable technical staff, supplied under an agreement with the United States Department of Agriculture. This staff possesses a wealth of historic and institutional knowledge about Africa and has strong links to missions.

- The predominant use of additions (or buy-ins) to Global Bureau projects for research and analysis is an innovative, effective, and efficient process that deserves praise as a leader in relations between the Africa Bureau and the Global Bureau.

- Individual units have completed a rich variety of analytical national and comparative studies. Some of these studies have developed innovative methodologies for assessing the impact on economic growth and food security of policy reforms and public- and private sector investment in agriculture. This information is not being fully shared among units or collaborators.

- The project impact monitoring and evaluation system called for in the project paper has yet to be completely implemented. The output of that system is necessary not only for the full justification of the project but also as an aid in internal management, where it will help set activity priorities and improve communication between units. Despite the lack of a fully articulated monitoring and evaluation plan, some outputs have been of notable value, having been used in Agency reporting documents, used by the Africa Bureau for decisions on allocations, and adopted by African institutions.

- There is a strong correlation between participation and effective dissemination of results. Full participation of African researchers in conceptualizing and implementing research appears to positively affect host country and USAID mission decision making positively. Increasingly, PARTS is utilizing significant African participation.

- There is a continual need to focus on the purpose of the project. The United States Department of Agriculture Reciprocal Services Support Agreement (RSSA) staff is such a strong source of talent that it is in constant demand to perform other tasks. Further, the annual addition of new research to the Analytical Agenda opens the project to possible requests to sponsor analysis closely related to the Agenda. If these activities are truly worthy of project effort, then clear justification and inclusion in the Analytical Agenda is essential.

Major Recommendations

- Funding should be made available for continuation of the project through the planned project assistance completion date of September 1998.

- PARTS should continue to use the Global Bureau for implementation of research and analytical activities while giving some increased attention to improving communication between project units and the Global Bureau.

- A senior advisor, working directly with the chief of AFR/ARTS/FARA and having responsibilities for coordinating and synthesizing work of the units, should be added to the RSSA.

- A monitoring and evaluation system should be fully designed and completed as a high priority by existing staff and contractors. Impact reports should be generated every six months and reviewed for relevancy by all staff.

- Collaborating U.S. institutions should be required to include a detailed plan for African participation in the different phases of work. Consideration should be given to establishing a minimum percentage of funds to be allocated to collaborating African institutions or networks.

- A zero-based budget exercise should be completed. Taking into account all Analytical Agenda items, rank them according to prospects for success and prospects for impact if they are successful. Base budget allocations on this exercise. The RSSA senior advisor should assist the project officer and division chief in overall project priority setting through this budgetary exercise.

2. Introduction

2.1. Purpose of the evaluation

The following report is an evaluation of the Africa Bureau's regional activities organized and taking place under the Policy, Analysis, Research, and Technical Support (PARTS) project (number 698-0478) and managed out of the Africa Bureau's Office of Analysis, Research, and Technical Support, Division of Food, Agriculture, and Resource Analysis (AFR/ARTS/FARA). The primary reason for this interim project evaluation

is to assess progress toward achieving project objectives: in particular, the relevance of issues addressed, the degree of African participation, the quality and utility of project research, the degree of dissemination of research findings, and the impact of the work on decision making. In addition, some key management questions are addressed including (1) Does the project's current structure sufficiently allow for the planned project results? and (2) Does the United States Agency for International Development's reorganization and right sizing" or does any other reason" necessitate project adjustments?

The project paper described a six-year project with life-of-project funding of $73.8 million; however, the project's initial authorization, granted for four years, was $46.1 million. The results of this evaluation are expected to be used by Africa Bureau management to help determine the project's future shape, cost, and duration (see annex A for details of the project evaluation scope of work).

2.2. Project description

PARTS is a multifaceted project designed to address agricultural and natural resource issues of high priority to USAID missions, African governments, and private organizations. The goal of the project is to contribute to sustainable increases in African agricultural productivity through more effective development strategies, policies, programs, and projects in key areas in the agricultural and natural resources sector. The purpose of the project is to increase the utilization and influence of information and analysis for agricultural and natural resource policies, programs, and projects in Africa south of the Sahara.

While the project is composed of many components, project-sponsored activities emphasize research and analysis. Working from a formal strategic framework, this research and analysis is organized in an Analytical Agenda cycle consisting of issues identification, strategic planning and Agenda setting, implementation of research, analysis, dissemination, and evaluation. Under the project's Analytical Agenda, ten to fifteen themes are examined annually among ARTS/FARA's five analytical units: Agricultural Marketing and Agribusiness (AMA); Natural Resources Management (NRM); Environmental Protection (ENV); Food Security and Productivity (FSP); and Technology Development and Transfer (TDT). This evaluation has divided our discussion of issues into natural resource management directed (ENV and NRM) and agricultural directed (AMA, FSP, and TDT) units.

In efforts to meet the purpose of the project, PARTS-supported research and analysis are expected to lead to the design of more effective sectoral strategies and specific investments to serve the needs of African peoples. Project research and analyses contribute to specific analytical studies, sectoral assessments, policy dialogue and reform, strategic frameworks, Country Program Strategy Plans, Assessment of Program Impact reports, and designs and evaluations of innovative or broad interest. By way of contrast, USAID mission and REDSO funded activities address more specific national or sub-regional concerns.

In addition to, and supportive of, the research and analysis implemented under the project, the facilitating components include (1) information dissemination and management, (2) agricultural research networks and innovative research grants, and (3) African fellowships. These are designed to help transfer and apply appropriate lessons learned toward greater and more sustainable project impact and to provide new information to assist planners and technicians address adequately the complexities of the agricultural and natural resource sector in Africa south of the Sahara.

An important and continuous thread woven throughout project activities is the effort to involve Africans in the entire process. Starting with issues identification through the eventual design of new projects or programs, the design incorporates several features to encourage increased use of information that has been generated from research and analysis. Project efforts are also expected to increase the indigenous analytical capacity of African institutions and individuals. African Fellowships under the project are offered annually, permitting fellows to work with AFR/ARTS/ FARA in identifying and implementing an analytical agenda. Project research and analysis activities are aimed at demonstrating the value of information and analysis in decision making.

The project is an ambitious effort designed to help change the process of problem identification and problem solving in African nations and on the part of USAID missions assisting with this process. The range of activities covered by PARTS results in an extraordinarily complex project. The project complexity, however, is among interrelated or supportive activities. Individuals not completely familiar with the project frequently fail to see these relationships. Because the majority of analytical activities are implemented through Global Bureau projects and become sub-projects of these, it becomes even more difficult to see the interrelationships between project activities. This is true even to the point that individual buy-ins are often not identified with PARTS. The magnitude and difficulty of the task assigned to this project was recognized by the design team and subsequently by the Executive Committee for Project Review prior to authorization. The Africa Bureau's decision to fund the first four years of the projected six-year life-of-project and to detail significant portions of this interim evaluation are recognition of the magnitude of the task the project was undertaking.

2.3. Background

The USAID development intervention strategy for Africa underwent a marked shift in emphasis during the 's. Because existing project interventions did not appear to have much impact, it was concluded that these activities did not address the constraints that limited further development. In trying to identify the underlying constraints to African development, conclusions were reached that led to the design of PARTS. It became apparent that more information or a better understanding of existing knowledge was necessary to improve the efficient use of investment resources. This was required not only by USAID and other donors working in Africa but also, and even more importantly, by African policy makers and influential analysts. Both the understanding and the acceptance of facts regarding the development process and a commitment to the goal of growth were important if progress was to be made. Further, the USAID commitment to implementing high-impact interventions became articulated when Congress approved the Development Fund for Africa (DFA). The DFA allowed mission programs to be concentrated on fewer areas of work but required evidence of impact from the program. The result of this shift in thinking was a demand for more knowledge about the development process in Africa and more sensitive ways of measuring progress toward that goal.

It was vital to use limited DFA resources as efficiently as possible. Therefore, funds for development interventions were concentrated in mission programs, and funds for the study of the process, the identification of constraints, and the assessment of prospective impact indicators were concentrated across country and mission boundaries at the regional level. These were goals and concentrations and not absolutes. For example, significant country-specific analysis was needed in program design. But the study of the process involved sufficient commonalities across countries that bureau-wide efforts were indicated.

The importance of agriculture and natural resources in African economies dictated that major work needed to be

done in this area. The project paper correctly identified the dominant position of the agricultural and natural resource sector in employment, in contributing to national income and foreign exchange receipts, in supplying raw materials for industry, and as a market for producer and consumer goods in all of the African countries. Growth and change in the agricultural and natural resource sector is essential if broad-based development is to be achieved. In recognition of this need, the project was designed to support the research and analysis required to provide an information base for the agricultural and natural resource development process.

It is important to recognize that the research and analysis conducted under this project are as much syntheses of previous work and attempts to define fundamental principles as they are new efforts. A large body of information existed. Much of the gap in knowledge concerned accurate identification of the constraints to development of the agricultural and natural resource sector and measurement of the impact of attempts to overcome these constraints. While there is a long history of predecessor projects, PARTS built significantly on analyses conducted under two of them: the Strengthening African Agricultural Research and Faculties of Agriculture (SAARFA) project and the Natural Resources Management Support (NRMS) project. It also called upon the personnel and resources provided by other projects such as the African Development Support (ADS) project. The prospects for meaningful, early output from the project was enhanced by work supported or conceptualized under these earlier projects.

2.4. Evaluation methodology

The evaluation team was composed of five members. All have had relevant African experience and have been involved in applied research throughout their careers. Abbreviated biographical information on each team member is included as annex E. Empirical data and qualitative information were collected by reviewing project documents and files and by interviews conducted in person, by fax, by telephone, and by E-mail. Extensive use of fax and telephone was necessitated by the decision to require the team to remain in Washington, D.C. Given the interim nature of the evaluation, the efficiency of fax, telephone, and E-mail communication, and the fact that most of the people interviewed by telephone had earlier been met by the team member speaking with them, the team has no difficulty with the decision not to travel outside of Washington. It is recommended, however, that the next evaluation include travel for some team members to verify observations personally with staff of African institutions who should be impacted by project activities but have not collaborated with the project.

The initial data collection effort was a fax questionnaire sent in mid-May to twenty-one USAID missions in Africa, to forty-seven collaborators in Africa, and to thirty-nine collaborators with U.S. addresses. Follow-up faxes were sent to non-respondents on June 1. Eighteen mission officers from fourteen USAID missions, twenty-two collaborators with African addresses, and thirty-one collaborators with U.S. addresses responded with completed questionnaires by mid-June (see Annex C for copies of the questionnaires and a list of respondents).

The team spent the three-week period, June 6" June 24, 1994, in Washington, D.C. Initial efforts were spent reviewing documents and returned questionnaires and conducting interviews with Africa Bureau and Global Bureau staff members. Additional efforts were then spent with selected telephone follow-up with mission staff and with collaborators that had indicated a willingness to elaborate upon their faxed responses. A list of interviewees is given in annex B. By the end of the third week, sufficient agreement had been reached by the team regarding preliminary findings to allow the team to give a debriefing for ARTS/FARA staff prior to team departure from Washington.

Team members completed individual written assignments at their home locations. A draft document was completed and submitted for Africa Bureau review. One week later, on July 28, the team gave an oral presentation in Washington, D.C. The final draft of the report was edited and produced by the contractor, Tropical Research and Development, Inc., Gainesville, Florida.

3. Technical
3.1. Relevance
3.1.1. Findings
3.1.1.1. Indications of progress toward project objectives

AID/W Management. During limited interviews, USAID Africa Bureau management representatives indicated that they had benefited from the project-generated research and information, which were not obtainable from other sources. A cursory examination of the agricultural and natural resource management chapter in the 1988‟1992 *Report on the Performance of the DFA* (Development Fund for Africa, 1993, the first year of project activities) shows that four of the nine footnotes, two of the tables, and one of the boxes are derived from project supported and co-supported studies. Indeed, the leading argument for the entire chapter is based on the growth modeling study by Timmer and Block, a project-funded activity. The same DFA report appears to draw from the Agricultural Marketing and Agribusiness unit strategic framework (DFA 1993: 51), the Food Security and Productivity unit Food Security Project (DFA 1993: 51), and the Technology Development and Transfer unit rate-of-return studies (DFA 1993: 56‟58).

Mission. A project evaluation team questionnaire addressed to Missions and collaborators received a 62 percent response overall, an indication in itself that the project has captured the attention of its audience. However, attention does not necessarily mean understanding. A number of respondents and interviewees were not aware that services and information they were using originated from the project. Though successes have been numerous, documentation to clients and Africa Bureau decision makers has been spotty.

Responses from USAID missions most frequently praised the analytical advice provided by the RSSA staff. This was expected; the highly experienced RSSA staff provided immediate solutions to problems relevant to the mission's strategic objectives and to specific performance monitoring needs. However, missions did not appear to appreciate the role of the project in generating new ideas. There should be a place for activities that are focussed on long-range concerns, are idea-generating, and are not necessarily correlated with a mission's current portfolio, especially given the urgent need for better ideas. Idea generation activities, which are potentially of great long-term value, must be complemented by other work directly applicable to current needs of missions and other stakeholders.

Desk Officers, Emergency Relief and Food for Peace Officers. Each of the desk officers interviewed stated that individual project RSSA staff had contributed to the design of country program strategy plans and Assessment of Program Impact reports. The large majority did not realize that the RSSA staff were project funded; indeed, they lacked understanding of the project as a whole. Most officers, however, stated that the type of research and analytical information the project was providing was highly relevant to their work.

Senior staff connected with the USAID Food for Peace and Emergency Relief programs stated that PARTS-

supported research organized by the FSP unit and conducted through the Food Security II Project provided the empirical base for USAID's new food strategy for the Horn of Africa. Indeed, the original drafts of two country strategies were written by an FSP unit RSSA. Several characteristics distinguished PARTS information from information available from other sources: PARTS analyses were non-classified, they were data based, and they incorporated information drawn from comparative analyses in other countries.

Country governments. Collaborators and RSSA staff identified seven countries (Mali, Zimbabwe, Rwanda, Mozambique, Eritrea, Ethiopia, and Sudan) in which PARTS-supported research has influenced mission and government thinking about specific policy reforms. In the case of Mali, Zimbabwe, Rwanda, and Mozambique this research built on earlier bilateral mission programs. However, only in one case did the USAID person interviewed appear to know the link between this research and PARTS.

3.1.1.2 Relevance of agriculture and natural resources sector as defined in project paper:

The overall relevance or importance of project thematic issues and activities to the agriculture and natural resources sector is a complex and delicate subject. The project paper lists three major types of environmental degradation in Africa:

- Soil resource degradation" both physical erosion and chemical erosion of nutrients through leaching;

- Cover and biodiversity loss" loss or degradation of vegetative cover with accompanying loss of plant and animal diversity; and

- Degradation of the water resource" rivers, lakes, impoundments, estuaries, and aquifers are deteriorating both as ecosystems and as sources of water for drinking, agriculture, industry, and energy.

The agricultural units of the project (AMA, FSP, and TDT) address a very distinct suite of issues which include:

- Inefficient marketing systems" marketing controlled by the state has stifled competition, led to low commodity prices, and production disincentives;

- Weak support for agribusiness" closely allied to market failures outlined above is the slow development of agribusiness because of the lack of managerial skills, financial services and market information; and

- Limited use of new technologies" national agricultural development institutions are poorly linked to international research centers and even more tenuously engaged with the farmers and agribusinesses.

The Analytical Agendas of the units of the project address these project paper issues but make little connection between those that are environmental and those that are more centrally agricultural. The three project units which focus on agriculture have agendas that examine important problems of agricultural development,

primarily from the perspective of economics and policy. The NRM and ENV units address more basic problems related to agricultural production‟ land, water, land tenure‟ as well as biological diversity.

The project does not exploit the potential connection between the agricultural and natural resources management agendas. Even within the natural resource management activities, there is a major gap between activities built around sustainable agriculture and those involving biodiversity conservation. The African Biodiversity Advisory Group has brought a uniquely African perspective to fostering land use policies and practices that conserve biodiversity and generate income. The traditional parks and protected areas management approach has a relatively low profile within this broader framework of sustainable use of biological resources. This radical shift in the conservationist agenda is not recognized or reinforced by the activities of the rest of the project team and collaborators.

3.1.1.3 Relevance of the ENV unit's regulatory activities:

Unlike the other units, ENV serves a regulatory function. Unit staff advise, oversee, and support the Africa Bureau's compliance with environmental regulations laid out in the Foreign Assistance Act (22 Code of Federal Regulations 216, otherwise known as "Regulation 16"; see annex D.1 for further detail). The relevance of these legally mandated activities in relation to the project purpose, goal, and objectives has been debated. Detractors argue that regulatory activities are inappropriately housed under a research and analysis project and would be better handled as a separate adjunct to an Office. The regulations are viewed as a club to wield against recalcitrants. Proponents of the inclusion of Regulation 16 activities in the project, including the Environmental Protection unit staff members, state that integration of regulation into the planning, design, and implementation of USAID activities is most properly handled in association with the technical assistance, environmental research, and networking activities of the ENV unit's Analytical Agenda. They see ENV's mandate as the interpretation and creative adaptation of law on the basis of the Analytical Agenda.

The Environmental Protection unit has expanded the mandated Initial Environmental Examination into a process intended to extend compliance with law into an educational and participatory activity. In response to legal requirements, and to increased USAID concentration on general monitoring and evaluation of all projects, ENV has developed a process entitled the Environmental Monitoring, Evaluation, and Mitigation Plan. This process is meant to guide agencies and countries into environmental protection through mitigation, and it applies to both project and non-project assistance. The process can be closely tied with the country's National Environmental Action Plan. It is presently in place in twenty-five African countries.

3.1.2. Recommendations and suggested implementation strategies

Table 3-1. Recommendations for technical relevance and suggested implementation strategies.

Recommendations	Implementation strategies
Contract a senior USDA RSSA advisor with a strong research administration background who is capable of guiding diverse agendas, developing synergistic linkages between the agricultural and natural resource activities, and	See strategy under Management Section, and a draft Scope of Work in annex E.

Recommendations	Implementation strategies
building coordination among the units.	
Increase the collaborator base engaged in private voluntary organization or nongovernmental organization natural resource management support.	Charge a committee of the RSSA staff to develop a set of guidelines for the collaborators that would encourage collaborators to work in a broader context (see also the third recommendation in section 3.2.2).
Agreement should be reached among Bureau management emphasizing a Bureau policy that allows the NRM and ENV unit activities to make a full contribution to the DFA environmental earmark requirement with appropriate mission programs.	Charge the project officer, working with the RSSA staff from the NRM and ENV units, to prepare a briefing paper which points out the relatively long time needed to see a return to investment in the units' areas. Develop a strategy to show how this can be incorporated within the portfolio of a mission which must show impact.

3.2. Participation

3.2.1. Findings

Units vary in the degree to which Africans have been involved at different stages of the project analytical process. Nonetheless, all units follow a similar process of (1) identifying possible Analytical Agenda activities; (2) sending a questionnaire to missions, African institutions, and other stakeholders; and (3) using the feedback to develop a priority list of activities. Much of the variance between units derives from the length and extent of preexisting projects or activities and the presence (or absence) of established institutions and/or research networks.

3.2.1.1. Agriculture

The Agricultural Marketing and Agribusiness unit (AMA) differs from the two other agricultural units in the extent of prior activities. Therefore, the unit spent a significant amount of time at project start-up on developing a Strategic Framework and conducting analytical research to identify key constraints to agribusiness development. While there were high levels of mission involvement in this process (to responses to the annual cables, through E-mail correspondence, reviews of their portfolios and TDYs) there was very little participation by Africans in the preparation of the unit's thoroughly researched and widely circulated (and well received) Strategic Framework. What activity there was involved AMA staff interactions with representatives of a few African institutions during TDYs and communication through missions. One of the goals of the 1992 workshop was to increase African participation in the reconceptualizing and setting priorities for the AMA strategic framework, and the themes/activities to be examined. The 143 people who attended represented a wide cross-section of mission representatives, African institutions, and individual African researchers, and generated an exhaustive list of possible agenda topics. A pair of conferences on financial markets scheduled to be held later in 1994 is to include wide African participation. A number of African researchers have carried out research, as evidenced by their presence as authors on reports from activities of the unit. This is especially true with the studies of specific commodities. Finally, although there is only a small agribusiness institutional base in Africa on which AMA might draw, the unit has endeavored to create linkages. AMA has worked with the Agribusiness

Association of Kenya to study possibilities for fruit juice exports. The work brought together African private sector entities, USAID personnel, and host country government institutions.

African participation in conceptualization, research and analysis, and dissemination is higher in Food Security and Productivity unit's activities partly because these activities build on more than twenty years of active bilateral, mission-supported agricultural research and the collaborative linkages that these bilateral programs have formed with U.S. and African institutions. Especially important, in the eyes of the evaluation team, is the fact that there was a steady evolution toward higher levels of participation over a three-year period.

The least participatory activities were the classic, top down, idea-driven comparative research studies like the Growth Modelling, the Growth Linkages, and the Agricultural Policy Research Studies, many of which the unit inherited from earlier agency commitments (see annex D-2, model 1). Very few Africans were involved in either the conceptualization or implementation of the research (except as data collectors) despite the unit's specifying "African Participation" in individual contracts. The principal exception was the Growth Linkage's extensive use of junior and senior researchers to collect and analyze the national data sets that provided the basis for the comparative analysis. All three activities relied heavily on the U.S. researchers presenting the results through in-country or AID/W Washington, D.C. workshops, research monographs, presentations by U.S. researchers at national and international professional meetings, AID/W Washington and field missions, and journal articles as the major mechanism for transmitting information to clients (missions, AID/W Washington, host governments).

A second, more participatory model is the one followed by the Agricultural Productivity and Food Access Studies (annex D2, model 2). Although started during the same period as the less participatory model 1 projects, its two studies rely heavily on preexisting and/or ongoing ties between the U.S. institution and African institutions and/or researchers. Those studies included active African participation in the conceptualization of research themes, the U.S. and Africa-base comparative analysis, and dissemination phases. This participation has included senior authorship of national case studies, co-authored comparative reports, professional presentations and refereed journal articles. These projects have also supported (or leveraged support from other sources) for some of the African researchers associated with the project to present papers at national and international meetings, at AID/W Washington, and at field missions.

In addition to its research activities, the FSP unit supported a symposium on agricultural transformation in Africa (June 1‟3, 1993, Harare). It was anticipated that the symposium would provide a mechanism for eliciting active African participation in focusing the unit's ongoing activities as well as the development of new agenda items. Based on the unit's perception of what did and did not work during the first two years, input from missions, and the Harare Conference, the unit launched two new activities in fiscal year 1994. These include the Regional Trade, Comparative Advantage, and Food Security in Eastern and Southern Africa and the second agricultural transformation workshop. In contrast to earlier projects, these new projects include strong African participation at each stage of conceptualization, implementation, and dissemination (annex D2, model 3). In addition, both projects experiment with new forms of implementing contracts and leadership through African institutions‟ first through the University of Swaziland, and second through the Institute du Sahel in Bamako. One of the innovative features of the Regional Trade, Comparative Advantage, and Food Security in Eastern and Southern Africa activity is the use of an electronic communications network (TRADENET) that builds on

an earlier USAID-funded system linking World Food Programme and USAID missions during the 1992 drought. The electronic communications system links nine countries and over thirty institutions and is providing strong input into the conceptualization and implementation of seven project-supported research activities.

The most participatory ongoing FSP activity has been the Winrock innovative grants program. FSP support to Winrock, however, has focused on the development of an independent applied social science network very similar to the agricultural research networks supported by the TDT unit. As such, the principal link between the grants program and the unit has been through the identification of priority themes and possible collaborators (researchers and institutions). Field missions have been asked to help identify candidates and receive a list of successful candidates (by country). In addition, the Food Security and Productivity unit has used resources from the African fellowship program to bring in African researchers to collaborate with ongoing FSP research activities.

By far the most participatory unit is the Technology Development and Transfer unit. The greatest part of the unit's resources (about 80 percent) supports the seven most successful regional networks that were started under predecessor projects, the SAARFA and SAFGRAD projects (Theme 2); another 20 percent of the budget has focused on research to assess the performance and impact of technology (Theme 3). Almost all dealings with the networks are routed through the Director's Committees, which are organized into East, Southern, and West Africa. Project support is provided in all three regions to assist with Director's Committee meetings to identify issues and set priorities for action. These activities have been reinforced by the use of workshops and conferences to identify issues and disseminate results. To date, TDT has sponsored over fourteen workshops and conferences dealing with senior policy makers in Africa on TDT issues alone. In addition, each regional network has organized a minimum of two workshop sessions with senior technical people per year, an average of three training sessions, and at least one field monitoring tour per year for senior technical staff.

In implementing the Analytical Agenda through U.S. institutions, African economists and other social scientists have been recruited to participate in the work. Each of the rate-of-return studies employed African counterparts to the American researchers. Similar procedures are being followed with the impact analyses currently being conducted. Once common and comparative research methodologies have been accepted for interstudy analyses, local researchers are proceeding with data collection and analysis. All written reports are indexed and disseminated in written form as well through the network electronic mail system.

Evidence of the value of this type of up-front participation in the Technology Development and Transfer unit studies has been the dispersion of the results of the TDT rate-of-return studies to African policy makers with local scientists verifying and legitimizing the results. To date, the FSP comparative research that appears to have most influenced mission and national level policy thinking has involved senior African researchers in the research, analysis, and dissemination. Conversely, the difficulty of getting host government and mission acceptance of recommendations of research in which they did not participate has been widely recognized. The frequency with which desk officers and USAID management remembered that a particular FSP, TDT, or AMA sponsored AID/W workshop had included senior African researchers suggests that this type of participation also increased the credibility of the research results for AID/W.

The example of TDT support for the seven successful research networks does, however, illustrate a point of potential difficulty. When does an activity stop being appropriate to the project? The continuation of these

networks has not only made them valuable in their own right but also has provided an extraordinarily useful entree into a group of African policy makers for disseminating information and changing methods of doing business. The principal purpose of these networks is technical agricultural research and not inquiry into the constraints to the development process. In the case of TDT, the project paper assisted with this particular issue by specifying a three- year interval for the incorporation of the networks. The broader issue of when to stop an activity remains. It is one additional reason that the evaluation team believes the internal process of priority setting needs to be strengthened.

3.2.1.2. Environment and natural resources

3.2.1.2.1. The Natural Resource Management unit

Many of the activities initiated in the first two years under the Natural Resource Management component involve synthesis and review, such as:

Indicator development	Expansion of the agenda of the Multi-Donor Secretariat
Summarization of lessons learned in land tenure activities	Case studies in policy reform
Analysis of impacts of conservation education	Collation of data on sustainable agriculture
Consolidation of the research agenda of the Policy Consultative Group	Assessment of impacts of long-term processes on agriculture
Review of literature and evaluation of options in resource accounting	Strategic assessment of NGO support activities
Review of economic analyses	

These activities were generally conceived by project staff and executed by U.S.-based collaborators. Africans have participated extensively as respondents, reviewers, interviewees, and attendees and contributors at conferences and workshops. More substantive involvement has been achieved through:

- participation in advisory groups such as the African Biodiversity Advisory Group, the Network for Environmentally Sustained Development in Africa, the Natural Resources Information Consultative Group, and the Policy Consultative Group;
- participation as researchers in resource management case studies (Mali) and National Environmental Action Plan study teams (Madagascar and Gambia);
- participation in design of buffer zone studies (Uganda); and
- participation in training courses and in formal degree programs.

In contrast to other units, NRM has seen the PARTS Fellowship program as a major mechanism for incorporating African researchers into its program. From a pool of about thirty-five proposals, the NRM selected two Fellows for early 1994; another two are programmed to arrive this summer. These Fellows have been deeply involved in interaction with professional peers working on projects and problems directly relevant to project activities in their own country. Reports from Fellows indicate a high level of satisfaction. The difficulties in communications experienced indicate that greater lead time and more active recruiting would broaden the base of applicants and prevent last-minute logistical problems.

In addition to the Fellows program, the Biodiversity Support Program and PVO/NGO/NRMS Project NRM-funded activities both involve major African participation because of their strong emphasis on national nongovernmental organization management of projects and grassroots participant involvement.

Participation has, however, been limited in publication authorship. No African authors are listed under Natural Resource Management in the ARTS/FARA April 1994 Publications List. The Land Tenure Center questionnaire response lists eight non-refereed papers on project activities involving Africans, but none with African co-authors.

3.2.1.2.2. The Environmental Protection unit

The ENV unit does not look first to Africans for issues identification or research. Through the regulatory portion of its agenda, ENV is focused on U.S. government" mandated project monitoring and evaluation, and its major clients and collaborators are USAID missions. In agenda setting, anecdotal evidence does suggest significant and ongoing collaboration with Africans as individuals and institutions.

The World Resources Institute, for example, coordinates the Natural Resources Information Consultative Group (NRICG). It reports continual and increasing requests for technical assistance from Africans and growing interchange with African institutional representatives in their meetings and workshops. The director of the Gambia National Environmental Agency was recently hosted on a D.C. visit through the NRICG and has been a strong supporter. World Resources Institute states that its work with the director and other Gambia officials is indicative of the involvement of Africans in issues identification and collaboration with African institutions through the Natural Resources Information Consultative Group.

The Network for Environment and Sustainable Development in Africa was created by African countries, is operated by an African staff based in Abidjan, and supports collaboration between African states in environmental capacity-building, strategy development, and cross-boundary African technical assistance. The Network coordinates linkages among all thirty-five countries involved in the World Bank's national environmental action plan process, serving as a forum for information exchange.

Other activities have included African participation as Fellows (Moussa Diawara's work on pesticide management, for example), and as collaborative researchers (the Virginia Polytechnic

Institute's integrated pest management work in Mali and the Institute for Development Anthropology's work on opportunities for success in integrated pesticide management). A cursory examination of the list of publications produced by these projects suggests that the activities vary widely in the extent to which African researchers have been incorporated into comparative analysis, writing, and publication efforts.

3.2.2. Recommendations and suggested implementation strategy

Table 3-2. Participation recommendations and suggested implementation strategies.

Recommendations	Implementation strategies
The project should require that project-funded activities increase substantive African participation at each stage.	Convene a committee of the RSSA staff to develop a set of guidelines for the collaborators. Technical staff should then engage in a dialogue with the Global Bureau project officers to ensure that the guidelines are adopted by the collaborators. The guidelines should: ▪ Require that collaborating U.S. institutions include a detailed plan for African participation in the different phases of research and, if possible, require that a certain percentage of the funds be allocated to collaborating African institutions or networks; ▪ Ensure early and full participation in conception and implementation, rather than using workshops and seminars to disseminate results after the fact; ▪ Encourage U.S. collaborators to work with (and to compensate) African institutions for editing, producing, presenting, revising, and distributing commissioned studies; ▪ Consider supporting the costs of collaborator travel to lower cost regional meetings or to conduct seminars at USAID missions and other relevant institutions in neighboring countries. Require documentation of these dissemination activities and the policy and dissemination recommendations stemming from them; ▪ Build flexibility in start-up dates or longer activity periods that are required to develop active participation in the conceptualization and implementation of research.
The project should develop a paper	This should be the responsibility of the RSSA staff

Recommendations	Implementation strategies
analyzing the project's experience with participatory approaches and cross-cutting lessons learned.	committee outlined above. Circulate the paper among the project staff for review.
The project should encourage U.S. collaborators to develop activities that emphasize African ownership.	Incorporate these elements in the guidelines to be developed above: " Encourage activities that develop collaborative relationships with professional networks that are established or appear to have the prospect for becoming established. " Encourage U.S. collaborators to translate one-on-one institutional linkages into more sustainable regional networks that are less dependent on personal relationships. " Help Winrock develop the policy impact of its innovative rural social sciences network and grants program.
The project could increase participation in its projects by encouraging its collaborators to hire qualified African women researchers.	Incorporate this element in the guidelines to be developed above. The project might also consider a short-term expansion of USAID funding to the Winrock special grants program or African Fellowship Program with the understanding that these funds would be reserved for three to four grants for women researchers to conduct comparative research on some topic related to gender and food security or natural resource management.
The project should retain control of and expand the African Fellowship program. Taking full advantage of the program should be a top priority for all units.	Recruit carefully for Fellows, first among relevant African institutions that already have project linkages, in order to strengthen the institution-building and participatory aspects of the program.

3.3. Research

3.3.1. Findings

Research agendas vary widely among units. A challenging divergence in research agendas is found between agriculture and natural resource management. Each is vital to the other, yet linkages are tenuous at best. The agricultural agenda reflects the perspective of the economists who have shaped the agenda" policy, trade, markets, and research networks. This agenda in turn reflects the dominant agricultural economic policy agenda of USAID since the inception of the DFA, and not surprisingly, of the perspective of the dwindling number of agricultural profes-

sionals in the USAID. Since the decline of farming systems and integrated rural development as an emphasis, support for the management of resources that feed and generate income for the overwhelming majority of men and women in Africa has been entrusted by USAID to the international private voluntary organization community. This dichotomy is reflected in the project by the duality of agendas, staffing, and collaborators.

3.3.1.1. Agriculture

The research themes of TDT and FSP units have not changed very much since the project started. Although the FSP unit's activities continue to focus on the same themes, the themes have been flexible enough to embrace two new activities that were identified as priority concerns in the Harare conference: (1) the food security and trade impacts of democratic changes in Southern Africa, and (2) the need to increase host government and donor understanding about the wide regional differences that are likely to persist in the patterns and rates of agricultural transformation.

Given the short time of operation of the project, it has only been possible to judge a few studies qualitatively. In the case of the TDT unit, consumers and users of the rate-of-return studies have judged them as of very high utility and quality. The quality of this research is further indicated by independent reviews conducted as part of the highly competitive juried selection of papers for major national and international meetings of agricultural economists. The usefulness of the research is illustrated by the change in attitudes of donor organizations and African governments at the policy level. This broad-ranging impact underscores the fact that while the rate-of-return studies are economic in nature, the activities that led to these high rates of return were findings and adoptions of changes at the farm level.

Each of the major FSP unit studies was reviewed within USAID before being revised and edited for publication in the PARTS publication series. Five of the twelve funded activities and four of the five major studies have had numerous papers selected for presentation at national and international professional meetings and for publication in refereed journals. The most recent research monograph on food security was reviewed externally as well as internally. The usefulness of the research is illustrated by the change in USAID attitudes about the potential returns from public and private sector investment in agriculture (see Development Fund for Africa 1993) and fertilizer subsidies. Another use has been to modify USAID thinking about food preferences as a constraint to exporting yellow maize as food aid. The Research has also contributed to the understanding of the role that food aid can play in the transition from crisis intervention to development. Collaborators indicate that the FSP research has been used to support major policy reforms or food strategies in six countries.

Clients (African governments, USAID field missions, and AID/W) have endorsed the usefulness of PARTS agricultural studies at several levels. Several interviewees noted that these activities generated comparative research that allowed policy makers to examine topics that were too sensitive to examine in their own country. They also applaud the efforts of the project to provide resources and support to highly trained African researchers and qualified institutions. About 50 percent of the key contacts in the proposed TRADENET network have master's or Ph.D. degrees

from U.S. institutions; about 35 percent of the Winrock innovative grants participants have U.S. Ph.D.'s and almost every senior African researcher that participated in an FSP unit funded research activity has a U.S. Ph.D. or master's degree, or an African degree that was supported by a USAID collaborative research grant. Although precise data are lacking, there is little doubt that a majority of the approximately 790 individuals who directly participate in the seven TDT unit‟ supported collaborative regional research programs have benefited from USAID scholarships or other types of USAID-supported training. In addition, TDT has made a deliberate attempt to structure its national interactions in ways that support individuals and leverage additional support from other donors and nongovernmental organizations for the impoverished national research systems.

The Agricultural Marketing and Agribusiness unit invested heavily in the development of a comprehensive Strategic Framework, which seems to be widely used within AID/W and Mission offices. The team was unclear, however, on how the unit chose the themes and activities that it undertook from the long list included at the end of this report.

AMA is in the early stages of implementing most of its Analytical Agenda's research activities. Mission clients seem to have assessed the quality of the AMA Strategic Framework and the agribusiness workshop very positively. To date, the main use of the research has been to inform missions about agricultural marketing systems and various approaches to increasing private agribusiness activities. The best indication of the utility of this information is that four missions have apparently used the information to develop indicators for agribusiness activities within their portfolio. These indicators are present in the Mission Assessment of Program Impacts (API).

3.3.1.2. Environment

The contribution of the NRM unit to research has been to make the API process a dynamic and functional contribution to development programs. Indicators are designed to capture credible, objective, and verifiable information on both intermediate measures of change in enabling conditions and on final impact measures. Two types of indicators used. Status indicators measure trends in the status of the natural resources base as feedback on the sustainability of a specific development intervention. Program indicators give broader measures of progress to decision makers. The conceptual basis for a monitoring and information management system exists. When such a system is put into operation in Washington, D.C., and in the field, the process of gathering API indicators will have a more substantive function and reflect more emphatically the contribution of the project to sustainable development.

The three major research activities addressed in the ENV unit's Analytical Agenda are (a) assessment of opportunities for success in integrated pesticide management, (b) evaluation of the long-run environmental impact of policy reform, and (c) the environmental implications of agricultural trade and policy reform. None of these studies was contracted before 1993, and portions of all are still undergoing review. Some have already proven useful to USAID and other donor clients.

One major section of the paper on integrated pest management opportunities, a case study in

Mali, examined the socioeconomic conditions of farmers with respect to their crop protection priorities and options. This study was influential in leading to the selection of Mali as a country site for the Agricultural Office's Integrated Pest Management Collaborative Research Support Program. The agricultural trade and policy reform studies have focused on the agri-chemical and pesticide sectors in Africa south of the Sahara. The World Bank cooperated on a case study in Cameroon, and the German Technical Assistance Agency has shown interest in future collaboration on pesticide policy change studies Africa-wide. The studies have also been sought by representatives from Thailand, Japan, and the nongovernmental organization community. More limited research studies under the ENV unit aegis include a concept paper on directions for the USAID-supported Agro-meteorological, Hydrological, and Meteorological Program Center in Niamey, Niger, which served as the basis for the fiscal year 1993 project paper supplement to the Sahel Water Data and Management Project, and the Malawi Environmental Monitoring, Evaluation, and Mitigation Plan model program, originally focusing on five watersheds, which will be expanded to encompass the entire country.

3.3.2. Recommendations and suggested implementation strategy

Table 3-3. Recommendations for research and suggested implementation strategies.

Recommendations	Implementation strategies
PARTS should allocate a small amount of support to underwrite methods of illustrating to the professional world the quality of the research of selected African collaborators.	Give small grants to African scholars for completion of articles submitted to refereed journals. Grants would be contingent on primary African authorship.
The project's systematic review of Analytical Agendas should recognize both production-related and the policy-related constraints to development and address ways of measuring impacts of both types of intervention. This would allow missions to successfully include either type in their programs depending on in-country conditions.	Incorporate indicators of these constraints into the monitoring and evaluation system.

3.4. Dissemination

3.4.1. Findings

The project paper states that "effective dissemination of project-generated information is required to achieve the project purpose." To date, the most effective mechanism for disseminating research results to missions and desk officers appears to be through mission-requested visits by the RSSA staff and Foreign Service Officers or direct hires or both. RSSA staff have been very effective in face-to-face communication of project experiences and information while carrying out their analytical advisory missions. Long-term follow-up to these mission contacts and desk officer contacts has been hampered by the absence of user-friendly written documents.

The primary mechanism for disseminating the written findings of project-sponsored research and analysis has been through photocopied research monographs as well as the project publication series and publications of collaborators. In addition, a few of the older studies, which build on earlier bilateral mission research, have generated shorter articles and conference presentations.

Dissemination of project products is also sometimes carried out by the institution or project receiving partial funding from the project. WRI's Natural Resources Information Consultative Group and Policy Consultative Group, for example, have no specific dissemination strategy, although project-funded studies are incorporated into the World Resources Institute library and are subject to institutional dissemination, which includes free copies to any African individuals or African institutions that request them. The International Food Policy Research Institute (IFPRI) is submitting the Growth Linkages study to the IFPRI refereed publications series. Abt Associates is planning to publish a revised version of the Growth Modelling Study in the Agricultural Policy Analysis Project publication series.

Three reports experiencing exceptionally widespread dissemination within AID/W and field missions are: (1) The TDT unit's rate-of-return studies, (2) the FSP unit's food security research in the Horn of Africa, and (3) the FSP-supported Agricultural Productivity and Food Security research. Three other examples of wide distribution are: (1) publications produced by the NRM-supported Biodiversity Support Program; (2) the geographic information system Handbook funded by the ENV unit; and (3) the AMA unit's Strategic Framework. All of these activities have benefited from aggressive packaging and marketing by the supervising RSSA staff. Conferences and workshops have provided a costly medium for information exchange. Their usefulness (relative to costs) seems to vary widely and to be importantly influenced by the stage of development of the issue in USAID and in Africa. For example, although TDT and FSP workshops seem to have been useful mechanisms for agenda setting, they have the disadvantage of being both expensive and attended by the same small core of officials that has attended similar workshops and conferences for the last fifteen years. In contrast, the AMA agribusiness workshop appears to have served a valuable function in identifying private and public sector institutions that were supporting agribusinesses and in developing a comprehensive list of analytical agenda topics. The NRM conference in the Gambia has been widely praised for both the quality of information exchanged and for its effective organization. Proceedings are in preparation.

Desk officers and top management indicated that AID/W debriefings and workshops were the principal means by which they learned about PARTS research on specific themes. All agreed that the presentations were enhanced by the high-quality graphics and maps that many presenters used, the presence of African collaborators, and timing over the lunch hour. Their usefulness would have been enhanced by a short summary of the research document or activity being presented, advertisement of the event more in advance, and circulation about the countries involved in the research.

The project support contractor, AMEX, has made an effort to foster a more ambitious dissemination program. In January 1993, AMEX published editorial guidelines in accordance with the

USAID Center for Development Information and Evaluation (CDIE) standards. AMEX also initiated CD-ROM dissemination of PARTS-produced ARTS technical papers through CDIE.

In April of 1993 AMEX presented a proposed multimedia plan to the project Dissemination Committee, which utilized computer networking, CD-ROM, pocket radio, and floppy disk, in addition to hard copy publications. With one exception, these recommendations have not been acted upon. The exception is the INFONAVIGATOR, a WordPerfect Windows-based set of three floppy disks containing a demonstrational database of reports and other material relevant to PARTS's NRM activities. When INFONAVIGATOR is operational, AMEX will collect, collate, update, and periodically distribute material collected from missions, other field sources, and from AID/W. This model is applicable to other units.

In the fall of 1993, the AMEX information dissemination specialist, working with the PARTS End-User Participation Committee, submitted a draft PARTS dissemination strategy. Action on the strategy was delayed pending the outcome of the AID/W reorganization.

In an effort to produce trip reports that can be summarized, one RSSA staff member proposed, and assumed the responsibility for, debriefing all RSSA staff upon completion of a field mission and preparing a trip report. These reports are on a standardized form that can show the relation of the travel to particular analytical activities and can be summarized for periodic review. The evaluation team received them late in the review process and was unable to incorporate them in their analysis, but it commends them as useful.

3.4.2. Recommendations and suggested implementation strategies

Table 3-4. Dissemination recommendations and suggested implementation strategies.

Recommendations	Implementation strategies
With the completion of the USAID AFR Bureau reorganization, the project should begin implementation of the previously prepared draft project dissemination strategy.	
The project should work with colleagues in Washington to develop better mechanisms for disseminating research to target audiences and to increase internal agency awareness of project products, resources, and mandate.	Some of the specific activities that can be used to address this issue, as identified in interviews, include ▪ Organizing a series of two to three annual brown bag lunches that describe the project, its research themes, and the initial results of activities under specific themes; encurage each of the deputy assistant administrators to chair at least one session per year; ▪ Developing a monthly list of project debriefing,

Recommendations	Implementation strategies
	workshop, and seminar sessions. In each item, describe the countries that were implicated in the study, briefly describe the project, and offer contact numbers for additional information. This information would complement the current system, which notifies interested individuals by E-mail one week in advance.
The project should develop short handouts summarizing the results and potential policy implications of PARTS-supported research documents, research on specific themes, and research that has implications for specific countries.	Require of each activity done through collaborators that they produce such a document. These should be edited by the senior RSSA and disseminated by the support staff.
The project should encourage translation and dissemination of results into the appropriate national languages.	Give the support staff the responsibility for developing a plan to accomplish this recommendation. It should incorporate the following elements: ▪ Budget for translation of appropriate documents; ▪ Assurance that collaborators receive multiple copies of co-authored documents in their national language; and ▪ Minimizing U.S.-based translation as a strategy for reducing some of the misconceptions that plagued farming systems research in the Sahel during the late 1970 's and 1980's. One strategy might be to encourage the use of skilled junior professionals with relevant local experience and good writing styles to rework English documents. Such reworking should qualify them for recognition as coauthors or translators.

3.5. Impact

3.5.1. Findings

3.5.1.1. Agriculture

Actual Impact to Date. Among the most thoroughly documented examples of PARTS-supported research having had a major impact on policy and program decision making are the TDT unit's rate-of-return studies. This research has markedly altered how donors and African governments rank agricultural research in their list of priorities. The same research is extensively used by USAID management in strategy statements and reports on the Development Fund for Africa.

The central argument of the TDT rate-of-return studies is further strengthened by the FSP's

Growth Modelling (Abt, Harvard Institute for International Development), Growth Linkages (International Food Policy Research Institute), and Agricultural Productivity (Michigan State University) Studies. All three studies argue that earlier methods of calculating economic growth and growth linkages may have masked some positive impacts to public and private investment in agriculture. This research is being used by USAID management and missions to justify increased USAID, foreign donor, and government investment in agriculture. Collaborators claim that FSP research is being used by field missions and host governments to support policy reform and develop food security strategies in six countries. The FSP agricultural studies have reopened USAID and World Bank discussion of fertilizer subsidies.

RSSA staff designed and supervised research and analysis on food security issues provided the empirical and analytical underpinnings for the USAID's new food security and development strategy for the Horn of Africa. FSP research on food preferences in Zimbabwe and agricultural marketing and food aid in Mozambique is influencing USAID thought about food security issues in areas characterized by long-term crises.

The AMA unit's Strategic Framework and the agribusiness workshop appear to have increased mission awareness of agribusiness and the private sector as a development concern. RSSA support for studies on possible agribusiness efforts in Uganda led to a successful venture. The series of studies done on commodities (maize, oilseed, fruit juice, mango, tobacco) and specific country studies have both promoted investment in likely successes and prevented intervention in highly questionable ventures.

Projected Impact. Comparative analysis of the TDT rate-of-return studies and the FSP unit's growth linkages, agricultural modeling, and agricultural productivity studies could strengthen the argument for USAID and other donor investment in agriculture.

Some attempt to coordinate the forthcoming AMA study of informal trade networks with the network and research activities being supported under the Regional Trade, Comparative Advantage, and Food Security in Eastern and Southern Africa activity could increase African participation in the conceptualization, implementation, and dissemination of that study. The same collaboration could increase the dissemination and policy impact of AMA's agribusiness research in the southern Africa where the potential for developing agribusiness is probably greatest. The successful implementation of the Regional Trade activity could inform national and international policy in ways that enhance the chances that the recent democratic changes in southern Africa will catalyze a wider process of dynamic regional growth and development.

The implementation of the second agricultural transformation symposium and the proposed five papers that examine regional differences in transformational processes through the Bamako-based Sahel Institute could increase donor and government awareness about regional differences in transformational processes. This information can help USAID and host governments develop more reasonable program indicators and timetables for agricultural programs.

3.5.1.2. Environment

As noted above, the ENV unit's Integrated Pest Management opportunities paper in Mali was influential in the selection of Mali as a country site for the Agricultural Office's Integrated Pest Management Collaborative Research Support Program. ENV's agricultural trade and policy reform studies have also attracted interest from the World Bank, German Technical Assistance Agency, Asian aid agencies, and the community of nongovernmental organizations.

3.5.2. Recommendations and suggested implementation strategies

Table 3-5. Impact recommendations and suggested implementation strategies.

Recommendations	Implementation strategies
Establish the tracking and documentation system envisioned in the project paper.	See strategy under the Monitoring and Evaluation Section. Incorporate indicators to monitor potential human resource impact, especially education, training, and any USAID-funded training programs.
The project should increase USAID awareness of how project activities interact with the USAID investment (past and present) in capacity building.	Incorporate variables into the project tracking system that would allow different units and the project management to monitor human resource impacts. Sample measures could include the educational characteristics of senior and junior researchers attached to a project, and any other USAID-funded training that an individual researcher attached to a project might have received. For a subsample of participants, it might be possible to model financial impact of support (per diem, salary, consultant fees) that accrue to participants, especially top researchers with U.S. Ph.D.'s, using their formal salary from their home institution (in hard currency) as a base.

4. Management issues

4.1. Overview

The project management structure combines USAID direct-hire oversight, RSSA longevity and technical expertise, and contract support service flexibility. The structure answers responsively to USAID hiring and funding constraints, while affording the project technical and administrative resources that are better than, or comparable to, those of other USAID projects. This combination of contracting mechanisms is an innovative concept; it has attracted praise from the Global Bureau staff, placing the project on the frontier for defining new institutional relationships within USAID.

The management of the project can be divided into two categories: the administrative area, and

the conceptual and technical area. The project officer, who is responsible for overall administration, oversees the significant USAID financial obligations attendant to transfer of project funds into Global Bureau projects. It is noted that a large number of transactions and obligation documents are needed and that the project officer has handled these in a timely and thorough fashion.

4.2. Structure

4.2.1. Findings

Staffing: comparable projects. The evaluation team examined three projects comparable to the project: (1) the Latin American and the Caribbean Bureau's Agricultural and Natural Resources Management Technical Services project (LACTECH); (2) AFR/ARTS's Health and Human Resources Analysis for Africa (HHRAA) project; and (3) AFR/ARTS's Equity and Growth through Economic Research (EAGER) project.

The LACTECH contract is a long-running example of mixed staffing patterns. This contract offers technical assistance only; it does not have the research and analysis focus that gives the PARTS project its agenda. In the LACTECH contract, technical support activities are more evenly divided between RSSA and contract personnel. The contract therefore has less flexibility because contractors cannot supervise direct hire staff or control procurement activities, and because the more stringent interpretation of conflict of interest has made the contractor hesitant to accept short-term work.

The HHRAA project also depends more fully on a contractor for technical personnel. The project contractor is expected to perform a variety of functions: research management in setting and implementing the Analytical Agenda, technical support, dissemination of research and analysis findings, operational support, and general contractor services. HHRAA does not use Global Bureau projects to the same extent as the PARTS project, although the HHRAA project paper states the first option is to buy in to ongoing Global Bureau projects for funding research and analysis activities.

In addition, HHRAA uses a number of other mechanisms: Participating Agency Support Agreements (PASA) and RSSA staff, grants and contracts to African institutions, cooperative agreements, and linkages to United Nations World Health Organization and World Bank for specific activities. Processes similar to those PARTS has used (strategic frameworks, analytical agendas, etc.) are used to develop activities in each area of emphasis in the project. Administrative support services are being provided by AMEX.

The EAGER project will use a similar staffing mix, but it has not yet been contracted. Envisioned as an umbrella project, it will contain a variety of components. One will be a prime cooperative agreement, which will offer similar functions to those offered by the HHRAA contractor: essentially management of research and analysis, research grants, and communications support. A second component will be a cooperative agreement for specific research and conferencing activities. A third will be a small grants program to a variety of collaborators, mostly in

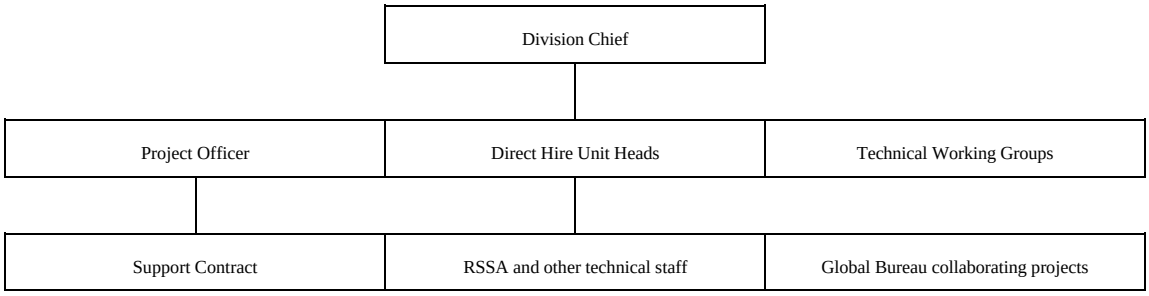
the Global Bureau. Finally, technical services will be provided by a RSSA. Administrative support services will be provided by AMEX.

The HHRAA and EAGER projects were based on the PARTS model and clearly reflect its legacy, even though they may be structured slightly differently. All have an institutional reliance on Global Bureau projects for research and analysis as well as technical services to the field. In addition, they utilize the same support contractor, thereby effecting savings in operations. LACTECH is to be folded into the Global Bureau, but the project is seen as a model for regional bureaus to emulate in developing linkages to Global Bureau.

Project paper structure vs. present structure. The project management structure proposed in the project paper (project paper p. 56; shown in slightly modified form in figure 4-1) emphasizes coordination and communication. It assumes the existence of a formal Coordinating Committee composed of the direct hire staff. It assumes full involvement of the project officer in coordinative and technical issues as well as in administration. This is revealed in the suggested task list, pages 54-55 of the project paper, which assigns to the project officer responsibility for strategic management and the provision of "vision, judgment of priorities, leadership, change management, and conflict resolution." It also assumes close technical involvement of the Global Bureau's collaborating projects.

The actual management structure as it has evolved is far more hierarchical and less coordinative (see figure 4-2). This has been in part a response to such hard realities as enforced physical separation, reduced staffing, reduced funding, and USAID upheaval during the reorganization and rightsizing activities. Personnel changes in USAID direct hires and RSSA staff also had an impact on project focus and management.

Figure 4-1. Project paper management structure



The actual structure has created five individual entities with varying tendencies toward cooperation, depending on technical overlap and personalities. Although the units do not actually compete for financial resources (see section 5, financial issues), the project structure encourages focus on individual unit activities rather than interconnected themes, which are often regarded as peripheral. This disconnect has resulted in overlapping activities and lack of important information exchange. New cooperation between units has funded cross-cutting activities (originally envisioned in the project paper, page 52) and individual attempts at better unit

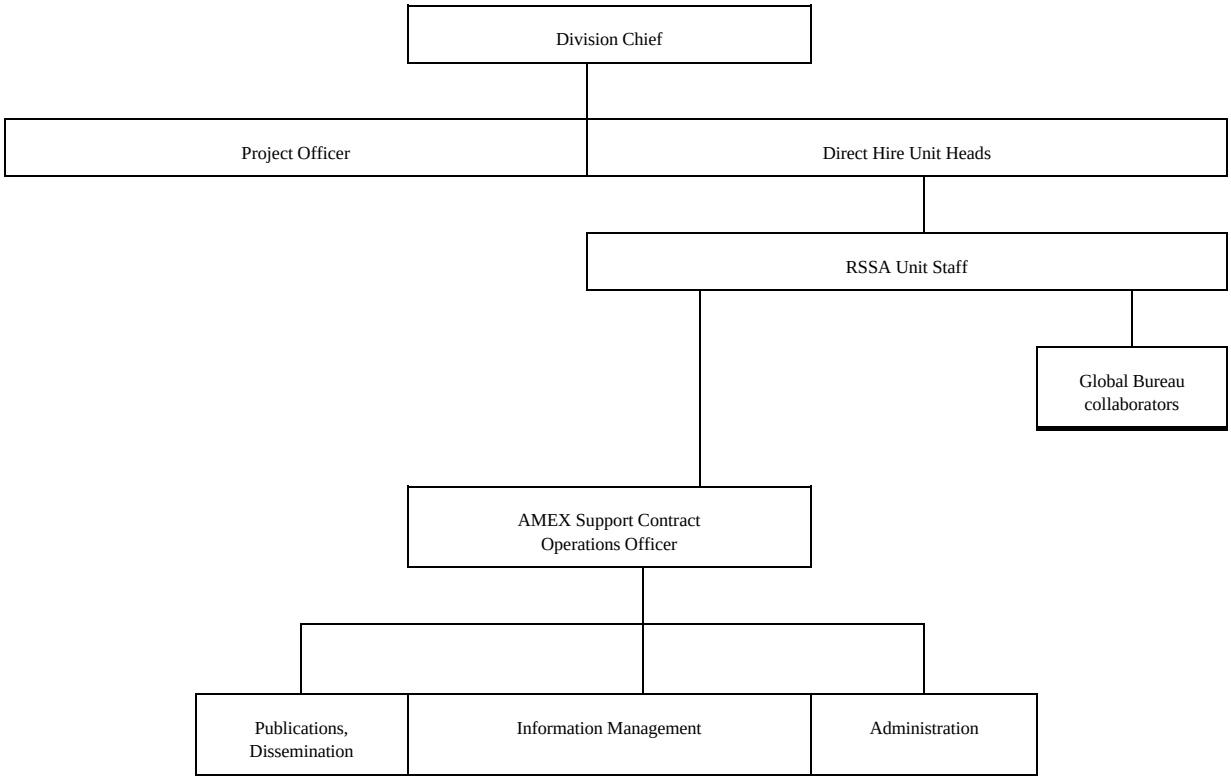
coordination (the ENV and NRM units, for example, try to attend each other's meetings). The boundaries between the units are technically artificial, however. The few cross-cutting activities, which are actively encouraged, have helped in interunit communications.

RSSA staff. Individually, RSSA staff members possess significant historical and institutional knowledge about Africa. All have been dedicated to maintaining and building on their respective strengths, and many have maintained a high profile through heavy travel schedules, which has afforded ARTS/FARA increased visibility and credibility in USAID missions. Their relative longevity in their positions, in comparison to the direct hire staff, and their unit libraries and files, have allowed a continuity and institutional memory virtually unique to this project. The RSSA technical assistance role is perhaps the most widely recognized element of the project and the most frequently praised.

For the Africa Bureau, the RSSA is a good personnel procurement mechanism. It offers quality staff with civil service authority and clearance (which a contractor could not provide), yet does not use USAID full-time equivalent ceilings or obligate USAID to maintain the individual's employment status (as a direct hire slot would). RSSA staff are periodically visited by a United States Department of Agriculture representative, which serves as an important link with the home office.

RSSA staff concentration on unit-specific Analytical Agenda setting, Agenda implementation, and technical assistance leaves less time or inclination to engage in cross-unit collaboration or information exchange. The substantial RSSA individual institutional memory is not being adequately captured in a standardized, centralized manner or synthesized for use by the project staff and the Global Bureau as a whole. At present, there is no staff position with the authority and time to carry out this task.

Figure 4-2. Actual Management Structure



Amex support contract." The support contract provided by AMEX offers good and necessary support services. The contractor has been responsive to issues as they arose and has suggested, implemented, and maintained processes to improve communications. Initial staffing and coordination problems have been well handled, in part through the weekly long-term technical assistance meeting, which is chaired by the AMEX operations officer and provides a forum for joint discussion of administrative tasks. Day-to-day operations and response to RSSA requests follow standardized guidelines and are handled in a timely fashion.

In addition to secretarial and administrative support duties, AMEX is charged with two major tasks: (1) creation, implementation, and maintenance of a project tracking system, and (2) creation and implementation of a dissemination strategy. Although the AMEX staffers in charge of information management and dissemination have provided written recommendations and verbal presentations on the topics on several occasions, beginning more than a year ago, no final decisions have been made on these vital elements of project management.

For several reasons this lack of attention to project tracking and dissemination is not surprising. There is no ownership of these tasks outside AMEX, and AMEX has no authority to act

unilaterally or to direct RSSA or direct-hire staff. These tasks are secondary to the immediate technical and administrative demands on all project personnel. They are cross-cutting, and therefore not closely tied to any one unit's activities. Finally, and perhaps most importantly, there are no apparent consequences to ignoring them.

Agricultural research networks. The project paper recognized that several of the SAARFA and SAFGRAD-supported networks were on the verge of making notable contributions to agricultural technology and to the organization of technology development and transfer across national boundaries in Africa. Three years of funding was therefore supplied with instructions that this three-year period should be used to find a new sponsor for the activities. The three years of funding has been obligated, but no new sponsors have been found. Instead, the rate-of-return studies have altered Africa Bureau thinking, and the development of a proposed extension for the funding within the project has been approved.

The Africa Bureau should reexamine the scope of work of the design team for this proposed extension. PARTS is a research and analysis project charged with increasing the knowledge about the agricultural and natural resource development process in Africa. Project output is a better informed group of African policymakers and more effective USAID mission programs. The seven regional research networks are a development tool worthy of support, but they are no longer an activity that fits under the purpose of PARTS. The three-year funding provided was easily justifiable on the basis of the increase in dissemination of knowledge to both African policymakers and within USAID. The designers of the project understood that the networks were primarily operational and should have a limited life under the goals and purpose of PARTS. It is therefore recommended that the Africa Bureau design a separate project to fund the continued evolution of the regional agricultural research coordination. This support should begin to be more general and less commodity specific. It is suggested that a review be given to the May 1993 SAARFA Evaluation, Annex E with particular emphasis to section 5 (Network Management). The case is made that oversight should be as close to the activity as is possible. It seems that within USAID, this support belongs in the REDSO Offices and not in Washington.

4.2.2. Recommendations and suggested implementation strategies

Table 4-1. Structural recommendations and suggested implementation strategies.

Recommendations	Implementation strategies
The unit concept should be evaluated and revised if necessary in accordance with technical realities.	One possibility is to link the three agricultural research units (AMA, FSP, and TDT) under one umbrella and the two environmental units (ENV and NRM) under another.
As each project unit has a direct-hire and RSSA staff, the division chief, whose responsibilities include overall project guidance and oversight, should be provided with a	At present there is a vacant slot among the RSSA personnel. Replace this individual with a senior analyst. A draft Scope of Work is included in Annex E.

Recommendations	Implementation strategies
RSSA senior analyst with responsibilities for coordinating and synthesizing unit work.	
Review the management structure to reinstate formal coordination mechanisms.	The division chief, project officer and RSSA Senior Analyst should ensure that all units have an operational, formal Technical Working Group meeting. The Senior Analyst should attend all such meetings as an advisor and interunit liaison officer.
The differences between the RSSA and direct-hire staff must be both clarified, for contractual reasons, and minimized, for collaborative reasons.	United States Department of Agriculture's liaison officer, who presently makes periodic visits to the RSSA offices, should give a periodic briefing to all RSSA staff on the parameters within which they work. It is unfortunate to separate the United States Department of Agriculture RSSA staff and Direct Hire employees, as their close technical coordination through physical proximity is essential, and as USAID should take advantage of the RSSA's civil servants status. When the move is made to Federal Triangle, adjoining offices for the RSSA staff and Direct Hires is essential. An attempt must also be made to place the support contractor in adjoining floors or an adjacent building.
There should be more focused direction from the project officer and RSSA staff to AMEX staff, particularly in the areas of information management and dissemination strategy.	During every long-term technical assistance meeting until the systems are operational, the project officer should request a verbal progress report on the tracking system and dissemination strategy from AMEX staff, and demand action from any RSSA or direct hire staff holding up the process.
The Africa Bureau should consider designing a separate project to fund the continued evolution of the regional agricultural research coordination. The oversight of these research networks should be located as close as possible to the work.	The planned Sustainable African Agricultural Technology Systems project design should allow a separation of the functions between PARTS research and network activities.

4.3. Relations with the Global Bureau

4.3.1. Findings

PARTS implements Analytical Agenda activities almost exclusively through funding transfers to existing projects in the Global Bureau. The close AFR/ARTS/FARA" Global Bureau relationship derives in part from preceding projects now incorporated into PARTS (such as the Natural Resources Management Support project) and in part from design. The project paper appropriately justifies the relationship on basis of the technical and contractual experience of long-term Global Bureau projects, and their historic relevance to the PARTS Agenda. In addition, the project paper notes that using Global Bureau projects helps streamline and reduce ARTS's financial and administrative procedures. On the latter point, PARTS and Global Bureau staff are mutually complementary about coordination on administrative and contracting issues. Global Bureau staffers point to the Africa Bureau in general, and PARTS specifically, as being the best collaborator of all regional offices. PARTS funding has on several occasions helped leverage further funds into Global Bureau projects through mission buy-ins.

In the two years since the acceptance of the project paper, PARTS's relation with the Global Bureau has become a precedent for the new Regional/Global Bureau division of labor. The reorganization exercise mandates that regional bureau projects draw on the Global Bureau's technical expertise. PARTS's lessons learned are therefore of USAID-wide importance.

It is the nature of innovative mechanisms to undergo growing pains, and this is certainly true of PARTS and Global Bureau interactions. Perhaps the most significant issue is the opaque nature of PARTS funding to Global Bureau projects. This is reflected in mission reactions to PARTS evaluation questionnaires. Mission staff appeared to be largely ignorant of the project's involvement in Global Bureau projects" even when project funding resulted in significant activities in country through a Global Bureau project. Although the invisible nature of project funding indicates its thorough integration into the Global Bureau projects, it also means that the project's research and analysis work goes unrecognized by missions. It is difficult, therefore, accurately to gauge missions' responses to, and use of, PARTS products.

Secondly, both PARTS staffers and Global Bureau project officers point to a lack of substantive interchange. Contrary to the implementation plan discussed in the project paper, some Global Bureau personnel state that they have never received information on the Analytical Agenda. Others remark that they would appreciate a better understanding of PARTS's goals as a whole and how those goals relate to their own projects' goals. Most Global Bureau project officers whose projects have received PARTS funding appear to welcome the money but to leave the technical management thereof to PARTS, either through personal disinterest or (more frequently) through lack of information about the context into which the activity fits. Obviously, this substantive disconnect lessens the potential for vital leverage power, which the relatively small PARTS funding might otherwise create. Lack of Global Bureau ownership may allow PARTS to have a large degree of control over their product (potentially a positive thing from a PARTS perspective), but it reduces the likelihood that a project activity will become an integral component of Global Bureau synthesis work (a significant negative from the Global Bureau

perspective). There is a similar lack of exchange from the Global Bureau regarding the overall technical objectives of their recipient projects.

Global Bureau projects receive initial PARTS funding as a separate sum for a discrete product. During the course of the work, however, it may become incorporated into larger project goals or incite interest at the mission level for further collaboration. Therefore, the collaborators themselves frequently do not see the PARTS activity as separate from their overall work plan.

Whereas Global Bureau project officers are fully cognizant of PARTS contracting mechanisms, they do not as a whole have as thorough a grasp of the substance. The Global Bureau contractors, however, sometimes do not even know their funding originates from PARTS, but have a very thorough grasp of the technical nature of the work and the leveraging opportunities.

The method of arranging for analysis through Global Bureau projects is administratively sound and relieves the Africa Bureau staff from an excessive management burden. However, there exists a wide range in the quality of the work when measured against the desired PARTS outputs, in part due to lack of technical and administrative coordination.

4.3.2. Recommendations and suggested implementation strategies

Table 4-2. Recommendations and suggested implementation strategies for relations with the Global Bureau.

Recommendations	Implementation Strategies
The Africa Bureau should continue to use the Global Bureau for implementation of research and analytic activities because it is an efficient and effective mechanism.	
A better exchange of substantive and process information between PARTS and its Global Bureau collaborators is essential.	Include key Global Bureau collaborating technical officers in Agenda strategy sessions from the beginning of the process. In Global Bureau collaborators' scope of work for project work, include the requirement that collaborators present their findings formally to both Global Bureau project officers and PARTS technical advisors in a joint meeting following completion of their assignment. Follow the specific requirements of the Africa Bureau and Global Bureau memorandum of understanding regarding collaboration, which requires the organization of "Technical Working Groups with the Global Bureau to monitor research activities and performance which will plan and carry out joint Africa Bureau and Global Bureau annual assessments of research

Recommendations	Implementation Strategies
	findings, performance, and impact" (project paper, Annex H, p. 8).
Take advantage of project leveraging abilities.	During Global Bureau collaborators' presentations to PARTS staff, ensure that the collaborators expand on their own leveraging work and encourage their marketing efforts.

4.4. Monitoring and evaluation

4.4.1. Findings

The project paper calls for the collection of information at the input, output, and purpose levels of the project to address project performance. Specifically, it says (p. 88):

> The project officer, working with the primary support contractor and the project committee, will, during the first six months of the project implementation, develop a detailed monitoring and evaluation plan to track progress toward the project purpose and outputs. This system will consist of indicators" quantitative wherever possible" and data collection procedures and responsibilities.

Overall responsibility for project monitoring and evaluation rests with the PARTS project officer. The final monitoring and evaluation plan was to use a flexible mix of methodologies, including formal periodic evaluations but relying heavily on routine data sources and *ad hoc* assessments. The project paper further provides a long list of possible indicators at the input level, the output level, the purpose level, and for the dissemination and information system.

At the April 3, 1992, project issues meeting, among other important points, resident advisors were discussed (Issue C). One aspect of Issue C focused on a resident advisor position tracking system for the Africa Bureau Agenda (which was later approved on March 17), and a second dimension focused on specifying the analytical outputs anticipated from each position.

Since the project was authorized in May 1992, an information management and tracking system has not yet been fully implemented. A number of reasons account for the delay:

- Initially, there was a desire to develop an information management and tracking system that would be suitable for the whole ARTS office; therefore, the development and implementation of a system for the project was delayed until this could be coordinated officewide.

- As this was being done, USAID started on its reorganization and rightsizing exercise. There. was the decision that no action should be taken on the information management and tracking system for PARTS until the exercise had sorted itself out because the ARTS office was unsure whether or not it would retain the project.

- Finally, the recent changeover in local area computer network systems (to USAID Banyan system) has resulted in lost files and general confusion. The consequence of these factors has been a considerable delay in implementing the system.

Despite the lack of a comprehensive and systematic information management and tracking system, the project has collected various kinds of data. AMEX, the support contractor, has attempted to put various mechanisms in place. During the first year of the project, a prototype Analytical Agenda Database was tested with the NRM unit. At the end of this testing period, the system software was upgraded and the system was made available to all units. In addition to a database, a scheduler was made available which could generate Pert and Gantt charts, as requested by several units. It did not, however, address the need to monitor indicators.

The FARA staff (USAID direct hire and RSSA) have tried to collect information that relates to the Analytical Agenda and summarizes their temporary duty (TDY) work. For example, a questionnaire collects mission responses to the proposed Analytical Agenda each year and assists in modifying activities. Analytical Agenda summary sheets provide templates for Project Implementation Reviews. Upon returning from the field, personnel complete a TDY report, written by a contractor after an interview, which records information on end-users and impacts. AMEX also assisted in the design of a technical assistance tracker, which has never been accepted or become fully operational. Nowhere is the TDY information recorded in a universal and systematic manner that is easily utilizable for reporting significant information to USAID decision makers.

In January of 1994, the various PARTS-wide and individual unit's tracking systems were summarized, and recommendations on further use offered, in a database review document written and distributed to PARTS staff by AMEX. No action was taken on this document.

Without a comprehensive, universal, and systematic information management and tracking system that indicates inputs (e.g., intellectual and financial) and outputs (indicators of impact) at various levels, the project runs several risks. First, its contributions to the Africa Bureau, to the missions, and to host countries (e.g., institutions and individuals) cannot be easily attributed. Second, it will be difficult to relate the activities of the staff of the project to the activities in the Analytical Agenda. Third, under times of heightened scrutiny of financial allocations, the project will be increasingly difficult to defend unless a tracking system clearly shows the value of the staff and its travel to the goal, purpose, and objectives of the project. It is critical that this component of the project be implemented immediately. It is also important that the skills of the RSSA staff be used in the process to help ensure relevance of indicators and ownership and utilization of the system. This should be the RSSA staff's highest priority.

4.4.2. Recommendations and suggested implementation strategies

Table 4-3. Recommendations and strategies for monitoring and evaluation.

Recommendations	Implementation strategies
A monitoring and evaluation system, as called for in the project paper, should be designed immediately using internal RSSA staff.	The project officer should name a committee composed of USAID direct-hire, RSSA, and selected collaborator personnel to develop a comprehensive system and deliver it in three months. Upon delivery, it should be strictly applied to all staff and to all activities of the project. It is recommended that this committee review AMEX's *Database Review* report of 1/94 for a summary of present systems and options.
The system should contain a definitive set of indicators of the relationship between activities of the project and the output level as well as the purpose level. Indicators for analytical outputs should be expected from each resident advisor position and incorporated.	Charge the committee to revisit the list of possible indicators given in the project paper and to revise, expand, or add to this list. Have the committee develop a list of indicators showing the impact of the various activities in the project, especially the ones relating to the travel of the staff. These indicators must be an integral part of the monitoring and evaluation system.
The project should generate cumulative impact reports every six months using the monitoring and evaluation system.	Using the system created by the committee (the first recommendation in this table), develop a schedule to generate and distribute impact reports every six months. This distribution should be done as a part of the dissemination plan. The staff of each unit (or the categories of the regrouped project) should develop a priority list of offices, institutions, and individuals to receive the report.

5. Financial considerations

5.1. Are funds being used satisfactorily?

5.1.1. Findings

The project's annual budget allocation is handled by the project officer with oversight by the division chief. The budget is divided into "fixed" costs, including the RSSA contract with United States Department of Agriculture,[1] the AMEX support contract; set-asides for the networks, fellows, and grants; administration and evaluation costs; and "research and analysis" costs, including the technical units' Analytical Agenda items. In fiscal year 1994, the 5 percent cut from the overall expected budget was taken out of the research and analysis funds. The approximate division of resources (prior to the 5 percent cut) is shown in the following table.

Although the table shown here, which reproduces a table created by the project officer, indicates that the RSSA costs are considered to be research a ysis, they are actually treated as fixed when budget cuts must be made.

Project budget planning, Fiscal Year 1994	
Budget element	Allocation, in thousands
1. Research and analysis	
A. FSP	1,200
B. TDT	850
C. AMA	800
D. NRM	1,250
E. ENV	800
F. Cross-unit	400
G. RSSA	1,900
2. Grants and networks	
A. Networks	3,000
B. Grants	850
3. P.I. Support	
A. AMEX	1,100
B. Fellows	150
4. Evaluation	100
Total	$12,400

Present budget allocation appears to assume that networks, staff, and administrative costs are fixed, meaning that research and analysis funds take a cut when one is necessary. Although the division of labor between RSSA staff and support contractor staff is technically sound, the present contracting mechanisms do not encourage cost-cutting or careful budgeting. The AMEX contract was a noncompetitive 8A (minority-owned firm) award inherited from the preceding Natural Resources Management Support project and was renegotiated, but not competitively bid, for the project. The United States Department of Agriculture contract for RSSA does not, by law, permit making a profit, but it does apply its overhead rate (31 percent as of the latest documented charges) on all line items, including supplies and travel.

The ability of RSSA staff members to travel has made them effective in presentation of project findings to the missions and has given the project a good reputation by virtue of their names alone. However, because RSSA travel is a part of the United States Department of Agriculture agreement, it is not subject to reduction in lieu of Analytical Agenda activities, yet it is a significant sum in comparison. The project RSSA staff travel and per diem expenditures for the first eight months of fiscal year 1994 was $204,000. The addition of 31 percent overhead brings the total travel and per diem cost to $267,000. This total is greater than the cost of any single proposed activity on the NRM or ENV fiscal year 1994 Analytical Agenda. The team agrees with the concept of and general magnitude of RSSA travel. Their travel is particularly important given

the unfortunate financial restrictions placed upon the travel of thieir direct hire supervisors. What the team is questioning is the payment of significant overhead for a wervice for hwich travel agencies would bill the airlines, a small number of trips with marginal connections to the Analytical Agenca, and the need to consider the travel budget when budget cutbacks are required.

5.1.2. Recommendations

Table 5-1. Use-of-funds recommendations.

Recommendations	Implementation strategies
As the principal goal of the project is research, analysis, and dissemination, the overall budgetary objective should be to free as much money for research and analysis as possible. Look carefully for cost-cutting opportunities in the present budget.	▪ When the AMEX contract expires, consider the option of releasing this support services contract for open competition. In the interim, examine the use of subcontractors under this contract. The support staff is capable and proactive and should not require extensive use of subcontractors. ▪ In regard to United States Department of Agriculture, there are sound technical and contractual reasons for maintaining the RSSA technical staff; but potentially less expensive private sector options for other United States Department of Agriculture services such as short-term technical assistance, conferences, and travel should be considered.
The funding allocated to research and analysis should be a fixed annual percentage of the total budget.	

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5.2. Is funding allocation between units appropriate?

5.2.1. Findings

The process for allocation of research and analysis funds to each technical unit has the appearance of being mechanistic. Following the allocation decisions made in the project paper for the first fiscal year, further allocation was made on the basis of historical percentages. There has been no reallocation of project funds on the basis of project-wide priorities. In fact, during the Agenda-setting period for fiscal year 1994, units were not informed of their budget until the Agenda was in place.

Once individual units receive their percentage, funds are distributed according to individual unit discretion. This keeps units from competing for resources, thereby eliminating any financial reason to modify the Analytical Agenda. However, it discourages inter-unit collaboration because cross-cutting themes mean shared resources and shared authority. It does not allow for flexibility as new areas of interest open up or old ones become less fruitful.

At this point in the project, certain units, and certain activities within units, have shown significant promise. It is time to set priorities on a project-wide basis. It is essential at this point to take stock of overall project successes and failures, and to plan budgets accordingly.

5.2.2. Recommendations

Table 5-2. Recommendations for funding allocation.

Recommendations	Implementation strategies
Complete a zero-based budget exercise.	Taking into account all Analytical Agenda items, rank them according to prospects for success. In association with this ranking, decide what travel is essential to support these activities. Base budget allocation on this exercise. The RSSA senior analyst should assist the project officer and division chief in overall project priority setting.
It is essential to close the apparent gap between technical and financial Agenda-setting on the unit level.	Units should assign figures to their Agenda items as soon as possible in the Agenda-setting process, and should be given realistic estimates of funding levels as soon as the information is available.

5.3. Is the funding level appropriate?

5.3.1. Findings

The team was asked to consider the question of whether the present funding level is appropriate. Given the limited perspective of an evaluation team, this question is difficult to answer quantitatively. Judgments were reached, however, that may give the ultimate decision makers some assistance.

The Analytical Agenda is not being fully addressed. While there are many questions still to be addressed, such as the most cost-effective methods of technology transfer and the most effective balance between biodiversity preservation and buffer zone development, the size of the portfolio is large. It is the team's judgment that the quantity of research and analysis being conducted is approximately the amount that can be well managed and disseminated.

The technical staff are fully employed. While there is always room to question a given task or use of time, the existence of RSSA staff has been valuable to the Africa Bureau in areas such as the Development Fund for Africa report and analysis of the problems of the Horn of Africa. At the same time, the identification of analysis activities, management of research and analysis activities, interpretation of results, and dissemination of output in a meaningful manner is stretching the capabilities of the available staff. The RSSA staff need the addition of a senior leader, as is detailed elsewhere. The senior leader, project officer, and division chief should review the present staffing pattern on the basis of input from all project personnel. It is the team's opinion that the current staffing pattern is adequate, with the addition of a possible senior RSSA team leader.

The question of the financing of the seven technical research networks needs to be resolved. It is the team's judgment that these worthwhile activities belong in a project of their own. If this is not practical, then a continuation under the project should be done with the least Washington-based input possible. The research and analysis being undertaken, and the technical support thereof, are appropriate and of a size that can be meaningfully utilized.

5.3.2. Recommendations

Table 5-3. Project size recommendations.

Recommendations	Implementation strategies
It is recommended that funding be made available for the continuation of the project until the planned project activity closing date of September 1998.	

6. Summary of recommendations

The following is a compilation of all recommendations tables found in the preceding report. Each table from which the recommendations are taken is indicated prior to entries from that tables; for ease of reference, the compiled recommendations are numbered consecutively. The team has assembled these recommendations in accordance with the scope of work. As mid-term evaluators, the team's responsibility is to make recommendations which will improve performance. In this case, the recommendations are made with the objective of improving an already good project. Although the list is long (a total of thirty-three), it should be apparent that not all are of equal significance, and that the number does not reflect an especially critical feeling of the team towards the project. As the team worked through the questions posed in their scope of work, they found numerous instances where relatively small changes could have critical impact in the output of the project. In other cases, the team recommends some very significant changes; the most important of these are those listed in the Executive Summary. The team makes this number of recommendations because of the complexity of the project, and because we feel that the impact of PARTS is potentially even greater if these changes are made.

Recommendations	Implementation strategies
Recommendations for technical relevance and suggested implementation strategies, from chapter 3 (table 3-1).	
1. Contract a senior USDA RSSA advisor with a strong research administration background who is capable of guiding diverse agendas, developing synergistic linkages between the agricultural and natural resources activities,	See strategy under Management Section, and a draft Scope of Work in Annex E.

Recommendations	Implementation strategies
and building coordination among the units.	
2. Increase the collaborator base engaged in private voluntary organization and nongovernmental organization Natural Resources Management Support, Innovative Grant, Biodiversity and Natural Resources Information Consultative Group activities to include agriculture and related capabilities.	Charge a committee of the RSSA staff to develop a set of guidelines for the collaborators that would encourage collaborators to work in a broader context (see also Recommendation no. 8 in this table).
3. Bureau management should agree to emphasize a Bureau policy that allows the NRM and ENV unit activities to make a full contribution to the DFA environmental earmark requirement with appropriate programs.	Charge the project officer, working with the RSSA staff from NRM and ENV, to prepare a briefing paper which points out the relatively long time needed to see a return to investment in the units' areas. Develop a strategy to show how this can be incorporated within the portfolio of a mission which must show impact.
Participation recommendations and suggested implementation strategies, from chapter 3 (table 3-2).	
4. The project should require that project-funded activities increase substantive African participation at each stage.	Convene a committee of the RSSA staff to develop a set of guidelines for the collaborators. Technical staff should then engage in a dialogue with the Global Bureau project officers to ensure that the guidelines are adopted by the collaborators. The guidelines should: " Require that collaborating U.S. institutions include a detailed plan for African participation in the different phases of research and, if possible, require that a certain percentage of the funds be allocated to collaborating African institutions or networks; " Ensure early and full participation in conception and implementation, rather than using workshops and seminars to disseminate results after the fact; " Encourage U.S. collaborators to work with (and to compensate) African institutions for editing, producing, presenting, revising, and distributing commissioned studies; " Consider supporting the costs of collaborator travel to lower cost regional meetings or to conduct seminars

Recommendations	Implementation strategies
	at USAID missions and other relevant institutions in neighboring countries. Require documentation of these dissemination activities, and the policy and dissemination recommendations stemming from them; " Build flexibility in start-up dates or longer activity periods that are required to develop active participation in the conceptualization and implementation of research.
5. The project should develop a paper analyzing the project's experience with participatory approaches and cross-cutting lessons learned.	This should be the responsibility of the RSSA staff committee outlined above. Circulate the paper among the project staff for review.
6. The project should encourage U.S. collaborators to develop activities that emphasize African ownership.	Incorporate these elements in the guidelines to be developed above: " Encourage activities that develop collaborative relationships with professional networks that are established or appear to have the prospect for becoming established. " Encourage U.S. collaborators to translate one-on-one institutional linkages into more sustainable regional networks that are less dependent on personal relationships. " Help Winrock develop the policy impact of its innovative rural social sciences network and grants program.
7. The project could increase participation in its projects by encouraging its collaborators to hire qualified African women researchers.	Incorporate this element in the guidelines to be developed. The project might also consider a short-term expansion of USAID funding to the Winrock special grants program or African Fellowship Program with the understanding that these funds would be reserved for three to four grants for women researchers to conduct comparative research on some topic related to gender and food security or natural resource management.
8. The project should retain control of and expand the African Fellowship program. Taking full advantage of the program should be a top priority for all units.	Recruit carefully for Fellows, first among relevant African institutions that already have project linkages, in order to strengthen the institution-building and participatory aspects of the program.

Recommendations	Implementation strategies
Recommendations for research and suggested implementation strategies, from chapter 3 (table 3-3).	
9. The project should allocate a small amount of support to underwrite methods of illustrating to the professional world the quality of the research of selected Africa collaborators.	Give small grants to African scholars for completion of articles submitted to refereed journals. Grants would be contingent on primary African authorship.
10. The project's systematic review of Analytical Agendas should recognize both production-related and the policy-related constraints to development and address ways of measuring impacts of both types of intervention. This would allow missions to successfully include either type in their programs, depending on in-country conditions.	Incorporate indicators of these constraints into the monitoring and evaluation system.
Dissemination recommendations and suggested implementation strategies, from chapter 3 (table 3-4).	
11. With the completion of the USAID/AFR Bureau reorganization, the project should begin implementation of the previously prepared draft project dissemination strategy.	
12. The project should work with colleagues in Washington to develop better mechanisms for disseminating research to target audiences and to increase internal Agency awareness of project products, resources, and mandate.	Some of the specific activities that can be used to address this issue, as identified in interviews, include " Organizing a series of two to three annual brown bag lunches that describe the project, its research themes, and the initial results of activities under specific themes; encourage each of the Deputy Assistant Administrators to chair at least one session per year; " Developing a monthly list of project debriefing, workshop, and seminar sessions. In each item, describe the countries that were implicated in the study, briefly describe the project, and offer contact numbers for additional information. This information would complement the current system, which notifies interested

Recommendations	Implementation strategies
	individuals by E-mail one week in advance.
13. The project should develop short handouts summarizing the results and potential policy implications of PARTS-supported research documents, research on specific themes, and research that has implications for specific countries.	Require of each activity done through collaborators that they produce such a document. These should be edited by the Senior RSSA and disseminated by the support staff.
14. The project should encourage translation and dissemination of results into the appropriate national languages.	Give the support staff the responsibility of developing a plan to accomplish this recommendation. It should incorporate the following elements: " Budget for translation of appropriate documents; " Assurance that collaborators receive multiple copies of coauthored documents in their national language; and " Minimizing U.S.-based translation as a strategy for reducing some of the misconceptions that plagued farming systems research in the Sahel during the late 1970s and 1980s. One strategy might be to encourage the use of skilled junior professionals with relevant local experience and good writing styles to rework English documents. Such reworking should qualify them for recognition as coauthors or translators.
Impact recommendations and suggested implementation strategies from chapter 3 (table 3-5).	
15. Establish the tracking and documentation system envisioned in the project paper.	See strategy under the Monitoring and Evaluation Section. Incorporate indicators to monitor potential human resource impact, especially education, training, and any USAID-funded training programs.
16. The project should increase USAID awareness of how project activities interact with the USAID investment (past and present) in capacity building.	Incorporate variables into the project tracking system that would allow different units and the project management to monitor human resource impacts. Sample measures could include the educational characteristics of senior and junior researchers attached to a project, and any other USAID-funded training that an individual researcher attached to a project might have received. For a subsample of participants, it might be possible to model financial impact of support (per diem, salary, consultant fees) that accrue to participants, especially top researchers with U.S. Ph.D.'s, using their formal salary from their home institution (in hard currency) as a base.

Recommendations	Implementation strategies
Structural recommendations and suggested implementation strategies, from chapter 4 (table 4-1).	
17. The unit concept should be evaluated and revised if necessary in accordance with technical realities.	One possibility is to link the three agricultural research units (AMA, FSP, and TDT) under one umbrella and the two environmental units (ENV and NRM) under another.
18. As each project unit has a direct-hire and RSSA staff, the division chief, whose responsibilities include overall project guidance and oversight, should be provided with a RSSA senior analyst with responsibilities for coordinating and synthesizing unit work.	At present there is a vacant slot among the RSSA personnel. Replace this individual with a senior analyst. A draft Scope of Work is included in Annex E.
19. Review the management structure to reinstate formal coordination mechanisms.	The division chief, project officer and RSSA Senior Analyst should ensure that all units have an operational, formal Technical Working Group meeting. The Senior Analyst should attend all such meetings as an advisor and interunit liaison officer.
20. The differences between the RSSA and direct-hire staff must be both clarified, for contractual reasons, and minimized, for collaborative reasons.	United States Department of Agriculture's liaison officer, who presently makes periodic visits to the RSSA offices, should give a periodic briefing to all RSSA staff on the parameters within which they work. It is unfortunate to separate the United States Department of Agriculture RSSA staff and Direct Hire employees, as their close technical coordination through physical proximity is essential, and as USAID should take advantage of the RSSA's civil servants status. When the move is made to Federal Triangle, adjoining offices for the RSSA staff and Direct Hires is essential. An attempt must also be made to place the support contractor in adjoining floors or an adjacent building.
21. There should be more focused direction from the project officer and RSSA staff to AMEX staff, particularly in the areas of information management and dissemination strategy.	During every long-term technical assistance meeting until the systems are operational, the project officer should request a verbal progress report on the tracking system and dissemination strategy from AMEX staff, and demand action from any RSSA or direct hire staff holding up the process.
22. The Africa Bureau should con-	The planned Sustainable African Agricultural Technology

Recommendations	Implementation strategies
sider designing a separate project to fund continued evolution of the regional agricultural research coordination, locating the oversight of the research networks as close as possible to the work.	Systems project design should allow a separation of the functions between PARTS research and the network activities.
Recommendations and suggested implementation strategies for relations with the Global Bureau, from chapter 4 (table 4-2).	
23. The Africa Bureau should continue to use the Global Bureau for implementation of research and analytic activities; it is an efficient and effective mechanism.	
24. A better exchange of substantive and process information between PARTS and its Global Bureau collaborators is essential.	Include key Global Bureau collaborating technical officers in Agenda strategy sessions from the beginning of the process. In Global Bureau collaborators' scope of work for project work, include the requirement that collaborators present their findings formally to both Global Bureau project officers and PARTS technical advisors in a joint meeting following completion of their assignment. Follow the specific requirements of the Africa Bureau, Global Bureau memorandum of understanding regarding collaboration, which requires the organization of "Technical Working Groups with the Global Bureau to monitor research activities and performance which will plan and carry out joint Africa Bureau, Global Bureau annual assessments of research findings, performance, and impact" (project paper, Annex H, p. 8).
25. Take advantage of project leveraging abilities.	During Global Bureau collaborators' presentations to PARTS staff, ensure that the collaborators expand on their own leveraging work and encourage their marketing efforts.
Recommendations and strategies for monitoring and evaluation, from chapter 4 (table 4-3).	
26. A monitoring and evaluation system, as called for in the project paper, should be designed immediately using internal RSSA staff.	The project officer should name a committee composed of USAID direct-hire, RSSA, and selected collaborator personnel to develop a comprehensive system and deliver it in three months. Upon delivery, it should be strictly applied to all staff and to all activities of the project. It is recommended that this committee review AMEX's *Database Review* report of 1/94 for a summary of present systems and options.

Recommendations	Implementation strategies
27. The system should contain a definitive set of indicators of the relationship between project activities and the output level as well as the purpose level. Indicators for analytical outputs should be expected from each resident advisor position and incorporated.	Charge the committee to revisit the list of possible indicators given in the project paper and to revise, expand, or add to this list. Have the committee develop a list of indicators showing the impact of the various activities in the project, especially the ones relating to the travel of the staff. These indicators must be an integral part of the monitoring and evaluation system.
28. The project should generate cumulative impact reports every six months using the monitoring and evaluation system.	Using the system created by the committee (recommendation no. 27 in this table), develop a schedule to generate and distribute impact reports every six months. This distribution should be done as a part of the dissemination plan. The staff of each unit (or the categories of the regrouped project) should develop a priority list of offices, institutions, and individuals to receive the report.
Funding recommendations, from chapter 5 (table 5-1).	
29. As the principal goal of the project is research, analysis, and dissemination, the overall budgetary objective should be to free as much money for research and analysis as possible. Look carefully for cost-cutting opportunities in the present budget.	▪ When the AMEX contract expires, consider the option of releasing this support services contract for open competition. In the interim, examine the use of subcontractors under this contract. The support staff is capable and proactive and should not require extensive use of subcontractors. ▪ In regard to United States Department of Agriculture, there are sound technical and contractual reasons for maintaining the RSSA technical staff; but potentially less expensive private sector options for other United States Department of Agriculture services such as short-term technical assistance, conferences, and travel should be considered.
30. The funding allocated to research and analysis should be a fixed annual percentage of the total budget.	
Recommendations for funding allocation, from chapter 5 (table 5-2).	
31. Complete a zero-based budget exercise.	Taking into account all Analytical Agenda items, rank them according to prospects for success. In association with this ranking, decide what travel is essential to support these activities. Base budget allocation on this exercise. The RSSA senior analyst should assist the project officer and division chief in overall project priority setting.

Recommendations	Implementation strategies
32. It is essential to close the apparent gap between technical and financial Agenda-setting on the unit level.	Units should assign figures to their Agenda items as soon as possible in the Agenda-setting process. They should be given realistic estimates of funding levels as soon as the information is available.
Project size recommendations, from chapter 5 (table 5-3).	
33. It is recommended that funding be made available for the continuation of the project until the planned project activity closing date of September 1998.	

Annex Contents

Annex A. Scope of work

I. Project To Be Evaluated:

Project Name: Policy, Analysis, Research, and Technical Support (PARTS) Project

Project Number: 698-0478

Life of Project (LOP) Dates
- Authorization: May 14, 1992
- Current project activity closing date: September 30, 1996
- Planned project activity closing date: September 30, 1998

LOP Funding
- Authorized: $46.1 million
- Planned: $73.8 million

II. Purpose of the Evaluation:

The primary reason for this mid-term project evaluation is to assess progress towards achieving project objectives. Some of key management issues to be addressed are (1) Does the project's current structure sufficiently allow for the planned project results and (2) Does the USAID's reorganization and right-sizing or any other reason necessitate project adjustments. The results of this evaluation are expected to be used by Africa Bureau management to determine the project's future shape, cost, and duration. The evaluation findings, conclusions and recommendations may form the bases of a project paper supplement.

III. Statement of Work:

The evaluation report will provide: (a) empirical findings that address the questions below, (b) conclusions (interpretations and judgments) that are based on the empirical findings, and (c) recommendations that are based on an overall assessment of the results of the evaluation exercise. The report will also provide lessons learned that may emerge from the analysis.

This midterm evaluation must address the following questions:

1. What are the indications that the project is progressing towards achievement of purpose-level project objectives, i.e., progress towards transferring information that has an impact on USAID or host country decision makers or both regarding the allocation of development resources in the agriculture and natural resources sector in sub-Saharan Africa.

2. What are the current answers and bases for each answer to the following (which is verbatim from the project paper):

==< **Relevance.** Has the project identified issues that are responsive to the needs of Africans and other clients, including USAID Missions and Bureau management? Are these issues of regional significance to the agriculture and natural resources sector in Africa?

==< **African participation.** How well has the project succeeded in involving Africans in the issues identification process? Have collaborative linkages been formed with African institutions? Is there a system in place (or taking shape) to engage Africans researchers in the research and dissemination phases? What are examples of African implementation of the project's research and analysis to date?

==< **Research.** Have research activities been consistent with the criteria specified in the project paper? How do clients assess the quality and utility of the project's initial research products?

==< **Dissemination.** Have a variety of dissemination strategies been identified or implemented? Do the dissemination strategies identify specific clients in Africa who have a need for and are likely to use the research findings?

==< **Management.** Has the project developed an information system for tracking project inputs, outputs, and impacts? Has the Office of ARTS/FARA been able to manage satisfactorily the level of resources provided under the project to date? Are the project activities and expenditures on schedule? Has the participation of the R&D Bureau staff and contractors in the identification, design, and implementation of research and analysis activities contributed positively to the quality of project outputs and the efficiency of project implementation?

==< **Impact:** Although the third year of the project may be too early to evaluate impacts, this interim evaluation will assess initial and potential uses of project-generated information for policy and program decision-making in the agriculture and natural resources sector.

3. To what degree does the project's structure (involving USAID direct hires, a staff of RSSAs, an administrative support contractor, and primarily utilizing research and development projects for needed research and analysis) allow for the planned project results.

4. Does USAID's recent reorganization and rightsizing or any other reason necessitate project adjustments, and if so, what adjustments are called for and why. In addition, are there other changes that have occurred since project authorization that would motivate changes in the process.

IV. Methods and Procedures:

The team will gather information by reviewing project documents and files as well as by interviewing the AFR/ARTS/FARA staff and contractors. The team will remain in the United States. For a field perspective, the team will develop and distribute questionnaires to be answered by USAID Mission personnel and by Africans. The primary communication linkages with individuals in Africa will be telephone calls and faxes as well as E-mails.

Annex B. Persons Interviewed: (T) before name indicates telephone interview

ABT
John Holtzman
(T) Nicholas Koulibaba
Jim Maxwell

AMEX
Peter Hobby
Bradley Rymph
Greg Swanson
Felipe Tejeda

CIAT Bean Research Network" East Africa
(T) Roger Kirkby, Coordinator

Economic Commission for Africa, Ethiopia
(T) George I. Abalu

Harvard Institute for International Development
(T) Steve Block
(T) Richard Goldman

International Food Policy Research Institute
Chris Delgado
Jane Hopkins

Institute of Development Anthropology
(T) John Magistro

Michigan State University
(T) Thomas Reardon
(T) John Staatz
Michael Weber

Purdue
John Sanders

USAID, Washington, D.C.
Africa Bureau
John Hicks, Assistant Administrator
Africa Bureau, Office of Analysis, Research, and Technical Support
Jerry Wolgin, Director
Alan Getson, Dep. Dir.
Mary Harvey, Health and Human Resource Analysis
Yoon Lee, Equity and Growth through Economic Research

Africa Bureau, Office of Analysis, Research, and Technical Support, Food, Agriculture, and Resource Analysis Division
Garland Christopher, Agricultural Marketing and Agribusiness unit
Brian D'Silva, Food Security and Productivity unit
Dan Dworkin, Environmental Unit
George Gardner, Food Security and Productivity unit
John Gaudet, Environmental unit leader
Ernest Gibson, Agricultural Marketing and Agribusiness unit leader
Jeff Hill, Technology Development and Transfer unit
Phil Jones, the Natural Resources Management unit leader
Walter Knausenberger, Environmental unit
Carl Lawhead, project officer
Michael McGahuey, the Natural Resources Management unit
Millie Morton, project
Menwuyellet Moussie, Technology Development and Transfer unit
Jonathan Olson, Famine Early Warning Systems project
Tom Olson, Food Security and Productivity unit leader
Tony Pryor, the Natural Resources Management unit
Curt Reintsma, chief
Tim Resch, the Natural Resources Management unit
Alan Schroeder, Africa Emergency Locust and Grasshopper Relief project
David Songer, Technology Development and Transfer unit leader

Africa Bureau, Development Planning
Joan Atherton
Curt Grimm
Africa Bureau, Eastern Africa affairs
Polly Byers, Horn of Africa Desk
Megan Hill, Sudan Desk
Dwight Al Smith, Rwanda Desk
Carlton Terry, Kenya Desk
Africa Bureau, Southern Africa affairs
Keith Brown, Director
Lynn Keeys, Zimbabwe and Southern Africa Affairs Desk
Deborah Mendelson, Mozambique Desk
Africa Bureau, Sahel West Africa affairs
William Darkens, Acting Deputy and Mali Desk
Michael Fuchs-Carsch
Rebecca Niec, Gambia Desk
Food for Peace, Emergency Aid
(T) Gary Bombardier, Deputy Assistant Administrator
(T) Nancy Estes, Research Analyst
(T) Joseph Gettier, Deputy Division Chief, Emergency Division
(T) Tim Lavelle, Special Assistant to the Deputy Assistant Administrator
Global Bureau (G)
(T) Shirley Pryor
David Schroeder

Global Bureau, Center for Development Information and Evaluation
Krishna Kumar
Global Bureau, Research and Development, Agriculture Office
Willam Hedlund
W. Phillip Warren
Global Bureau, Research and Development, Economic and Institutional Development
Larry Abel
Pat Isman
Tom Mehen
Jeanne North
Gloria Steele
Global Bureau, Research and Development, Environment and Natural Resources
Russell Misheloff
Michael Philley
John Wilson
Global Bureau, Research and Development, International Agricultural Research Center
Robert Bertram
Carol Levin
Legislative Affairs
(T) Rose Marie Depp

USAID Botswana
(T) Robert McColaugh, Agriculture and Natural Resources Development Officer

USAID Madagascar
(T) Tom Hurlehey, Head, Agricultural Division

USAID Malawi
(T) Joanne Hale, Southern Africa Development Officer

USAID Regional Economics Development Support Office, Eastern and Southern Africa Nairobi
(T) Joe Carvalho, Ag. Economist
(T) John Flynn, Southern Africa Development Officer

USAID Rwanda
Dirk Dikerman, Acting Mission Director

USAID Senegal
(T) Lance Jepson, Southern Africa Development Officer

USAID Zimbabwe
(T) Robert Armstrong, General Development Officer

U.S. Department of Agriculture
John Miranda, Foreign Agricultural Service, Office of International Cooperation and Development
Catherine Watkins, Foreign Agricultural Service, Office of International Cooperation and Development

Virginia Polytechnic Institute
(T) S.K. De Datta

Winrock
Vicki Walker

Winrock, EPAT Project
Robyn Goodkind
Richard Tobin

The World Bank
Albert Greve
Moctar Toure, Ex. Sec. Special Program for African Agricultural Research

World Learning
(T) Michael Brown

World Wildlife Fund, Biodiversity Support Program
Kate Newman
Barbara Pitkin
Kathryn Satterson, Director, Biodiversity Support Program

World Resources Institute
Thomas Fox
Dan Tunstall

Zimbabwe
(T) Munhamo Chivso
(T) Felix Masanzu
(T) Mandi Rakuni

Annex C. Survey by fax questionnaire

C.1. Survey design

With the great need to learn mission and project collaborator judgments regarding the project and with the lack of time or money to travel to Africa, a survey was the best mechanism to use to contact a large number of respondents. Two questionnaires were designed the week of May 6, 1994; one was to be sent to USAID missions in Africa (see C.2), and the other was sent to researchers and analysts who collaborated on aspects of the work (see C.4.).

The questionnaires were designed to secure information helpful in answering the fifteen questions posed in the evaluation scope of work (see Annex A). A particularly short questionnaire was chosen in an effort to maximize the number of responses. Respondents were also asked if they would agree to a follow up telephone interview should more detail be desired. A good response rate was achieved (62 percent) and slightly less than half were interviewed by telephone.

The list of USAID missions was edited to eliminate small countries where no project sponsored work occurred or no new programs were being designed because of prospective mission closure. A total of twenty-one missions were contacted with eighteen officers from fourteen missions responding (see C.3.).

The list of collaborators, mostly researchers and analysts, was compiled by project staff. While the list was not exhaustive, it contained collaborators associated with every analytic theme and most activities. A total of eighty-six questionnaires were sent, forty-seven to Africa, thirty-eight in the U.S. and one to Europe. Twenty-two responses were received from Africa and thirty-one from the U.S. (and Europe). (C.5.)

The method of communication chosen was fax. There was insufficient time for mail contact and cables would require formalities making the number to be sent difficult to manage. In addition to faxes, some follow up was done by E-mail. The fax initial contact was used, however, to allow mission and other organization management to be aware of the communication in the case they wished to also respond.

While a published deadline of May 31 was given, all responses received prior to June 20 have been included in the Team's analysis.

C.2. Fax questionnaire for USAID missions

FAX TRANSMITTAL
AGENCY FOR INTERNATIONAL DEVELOPMENT
Bureau for Africa
Office of Analysis, Research and Technical Support (Africa Bureau, Office of Analysis, Research, and Technical Support)
DATE: [sometime before May 31, 1994]
Total pages including cover sheet: 3

TO:
OFFICE: TEL: FAX:

FROM: Richard J. Edwards, project Evaluation Team
OFFICE: Africa Bureau, Office of Analysis, Research, and Technical Support, Food, Agriculture, and Resource Analysis Division TEL: **(703) 235-3753** FAX: **(703) 235-3805**

SUBJECT: Evaluation of the Policy, Analysis, Research, and Technical Support Project No. 698-0478

1. Please help us evaluate the project by responding to the attached questionnaire. Your response should be faxed to me at 703-235-3805 by May 31, 1994.

2. Office of AFR/ARTS/FARA is the Africa Bureau's principal source of senior analytical and technical expertise and leadership in the areas of agriculture and the environment. Within Food, Agriculture, and Resource Analysis Division, five analytical units concentrate on: Food Security and Productivity; Technology Development and Transfer; Agricultural Marketing and Agribusiness; Natural Resources Management; and Environmental Protection. The project was authorized and funded in May 1992 to support analysis and research in all five areas. The project purpose is to increase the utilization of information and analysis for policies, programs and projects in agriculture and natural resources in sub-Saharan Africa. The project supports strategic analysis and information needed by Missions and other project clients to develop, implement and measure the impact of USAID-supported agricultural and natural resource activities. The current interim-evaluation is assessing progress in meeting project objectives. Findings will influence the future course of the project.

3. Activities financed or directed by the project have both a direct and an indirect impact on Mission programs. A partial listing of activities that involve your Mission, or the collection of information from your country, include:

A)

B)

C)

D)

E)

4. If you would be willing to elaborate in a telephone interview, please indicate by giving your telephone number on the top of the attached questionnaire. Thank you.

Please respond to the following questionnaire by fax (703) 235-3805 in the United States by May 31, 1994.

TO: Richard J. Edwards, Evaluation Team Leader, Africa Bureau, Office of Analysis, Research, and Technical Support, Food, Agriculture, and Resource Analysis Division

FROM: _____ **Telephone** _____
Name and Mission of person sending **Best time** _____

QUESTIONNAIRE for MISSIONS

Please circle your response and explain as appropriate.

1. Has the information generated by the project been useful to your work or the design of your programs?

   Helpful Not Helpful Don't Know

   Explain:

2. Has the information generated by the project been useful to your interaction with African analysts, officials or policy makers?

   Helpful Not Helpful Don't Know

   Explain:

3. One of the early challenges of ARTS/FARA PARTS project staff was the assistance with the assessment of the program impact indicators for monitoring and evaluation of the Development Fund for Africa monies. How have you found that assistance?

   Helpful Not Helpful Don't Know

   Explain:

4. The project makes use of a portion of project funds to focus Global research and development Bureau analysis to relevant and priority African problems. Have you found this to be an effective process?

   Effective Not Effective Don't Know

   Explain:

5. For the purpose of answering the following questions, please select and identify one of the activities listed on the memo item three: _____. (If you wish to respond to more than one activity, please duplicate this page.)

A) How has this activity influenced your work in Africa?

Helpful Not Helpful Don't know

Explain:

B) Identify whether the activity was or was not helpful in each of the following categories:

" Policy reform Helpful Not Helpful

Explain:

" Program initiatives Helpful Not Helpful

Explain:

" Monitoring Helpful Not Helpful

Explain:

" Portfolio strategy Helpful Not Helpful

Explain:

" Institutional relationships Helpful Not Helpful

Explain:

" African participation Helpful Not Helpful

Explain:

" Other _____ Helpful Not Helpful

Explain:

C.3. List of USAID missions responding to fax

Robert McColaugh, Agricultural Development Officer
USAID Botswana Tel: 267-35-33-82 Fax: 267-31-30-72

Y. Coffi Prudencio, Agri. Sector Economist
USAID Regional Economics Development Support Office West and Central Africa-
Côte d'Ivoire Tel: 225-41-45-30 Fax: 225-41-35-44

Gary Cohen, Agricultural Development Officer
USAID The Gambia Tel: 220-329-566 Fax: 220-228-066

William Akiwumi, Program Officer
USAID Ghana Tel: 233-21-22-84-40 Fax: 233-21-66-95-98

Tom Hobgood, Agricultural Development Officer, Migwe Kimemia, Program Officer
USAID Kenya Tel: 254-2-33-11-60 Fax: 254-2-33-73-04

John Thomas, Agricultural Development Officer, Spike Millington, Lisa Gaylord, Project Officer
USAID Madagascar Tel: 261-2-20-089 Fax: 261-2-34-883

Joanne Hale, Southern Africa Development Officer, Kurt Rockman,
Agricultural Development Officer
USAID Malawi Tel: 265-78-24-55 Fax: 265-78-31-81

Catherine McIntyre, Agricultural Development Officer
USAID Mali Tel: 223-22-36-02 Fax: 223-22-39-33

Barbara Belding, General Development Officer
USAID Namibia Fax: 264 612 27006

Curtis Nissly, General Development Officer
USAID Niger Tel: 227-73-32-74 Fax: 227-72-39-18

Pat Fleuret, Project Development Officer
USAID Tanzania Tel: 255-51-32-922 Fax: 255-51-46-431

Rob Clausen, the Natural Resources Management unit Advisor
USAID Uganda Tel: 256-41-24-40-87 Fax: 256-41-23-34-17

Robert Armstrong, General Development Officer
USAID Zimbabwe Tel: 263-4-72-07-57 Fax: 263-4-72-24-18

Eric Loken, Agricultural Development Officer
USAID Regional Economics Development Support Office,
Eastern and Southern Africa Tel: 254-2-33-11-60 Fax: 254-2-33-73-04

C.4. Fax questionnaire for all collaborators

FAX TRANSMITTAL
AGENCY FOR INTERNATIONAL DEVELOPMENT
Bureau for Africa
Office of Analysis, Research, and Technical Support (Africa Bureau, Office of Analysis, Research, and Technical Support)
DATE: May 13, 1994
Total pages including cover sheet: 3

TO:
OFFICE: TEL: FAX:

FROM: Richard J. Edwards, project Evaluation Team Leader
OFFICE: Africa Bureau, Office of Analysis, Research, and Technical Support, Food, Agriculture, and Resource Analysis Division TEL: **(703) 235-3753** FAX: **(703) 235-3805**

SUBJECT: Evaluation of the USAID Africa Bureau's Policy, Analysis, Research, and Technical Support Project

1. Please help us evaluate the project by responding to the attached questionnaire. Your response should be faxed to me at 703-235-3805 by May 31, 1994.

2. The ARTS/FARA Division is the USAID Africa Bureau's principal source of senior analytical and technical expertise and leadership in the areas of agriculture and the environment. Within FARA, five Analytical Units concentrate on: Food Security and Productivity; Technology Development and Transfer; Agricultural Marketing and Agribusiness; Natural Resources Management; and Environmental Protection. A single project" the Policy, Analysis, Research, and Technical Support project" was authorized and funded in May 1992 to support analysis and research in all five areas. The project purpose is to increase the utilization of information and analysis for agricultural and natural resource policies, programs and projects in sub-Saharan Africa. Towards that end, the project supports strategic analysis and information needed by USAID missions and other project clients to develop, implement and measure the impact of USAID supported agricultural and natural resource activities. The current interim-evaluation is assessing progress in meeting project objectives. Findings will influence the future course of the project.

3. Activities financed and, or directed by the project have both a direct and an indirect impact on development programs in Africa. Our review of project related activities indicates that the following was supported directly or indirectly by the project:

Your cooperation in completing and returning the attached short questionnaire will be appreciated.

4. If you would be willing to elaborate in a telephone interview, please indicate by giving your telephone number on the top of the attached questionnaire. Thank you.

Please respond to the following questionnaire by fax (703) 235-3805 in the United States by May 31, 1994.

TO: Richard J. Edwards, Evaluation Team Leader, Africa Bureau, Office of Analysis, Research, and Technical Support, Food, Agriculture, and Resource Analysis Division

FROM: Telephone
Name & Organization of person sending Best time

QUESTIONNAIRE

For response to the project Evaluation Team, please use continuation sheets if desired.

1. Name of activity (see paragraph 3 of cover memo):_____

_____
_____

Brief description:

2. What progress has been achieved to date from this activity?

3. Circle all responses that apply and explain.

In this activity, African analysts or policy makers have been involved in:

Defining issues Explain:
Designing research
Conducting research
Disseminating findings
Other_____
Nothing
Don't know

4. Circle all that apply.

For this activity, information has been disseminated through:

Publications Face-to-face meetings E-mails
Presentations Workshops and seminars Field visits
Other _____

Explain how the information has been used in policies and programs.

Circle one response and explain.

5. The analytical work of this activity is:

   Ahead of schedule On track Behind schedule

   Explain.

6. We have received USAID project resources in a timely manner.

   Agree Disagree Don't know Not applicable

   Explain.

7. Decision makers in sub-Saharan Africa lack adequate information to analyze problems and find solutions.

   Agree Disagree Don't know

   Explain.

8. Project-funded activities have had an influence on the work of our institution in sub-Saharan Africa.

   Agree Disagree Don't know

   Explain.

9. What suggestions do you have for the improvement of USAID management of this activity?

10. Please add any comments you would like to make to the evaluation team.

C.5. List of collaborators responding to fax

C.5.1. Agricultural Marketing and Agribusiness unit

Richard Meyer and Douglas Graham
Dept. of Agricultural Economics, Ohio State University
FAX 614 292 7362

John Miller
Abt Associates, Bethesda, Md.
FAX 301 652 3839

Mark Wenner
Abt Associates, Bethesda, Md.
FAX 301 652 3839

Chris Mulavu
Chairman, Agribusiness Association of Kenya
FAX 254 2 33 73 04

Bill Guyton
Abt Associates, Bethesda, Md.
FAX 301 652 3839

Christine Erbacher
Abt Associates, Bethesda, Md.
FAX 301 652 3839

C.5.2. Environmental Protection Unit

Njie Ndey-Isatou and Sallimatta Lamin-Wadda
Executive Director, National Environmental Agency, The Gambia
FAX 220 229 701

Emmanuel M.K. Amekor
University of Ghana, Accra
FAX 233 21 77 53 06

Francis Lelo
Egerton University, Kenya
FAX 508 793 8820 (in U.S. until May 17, 1994)

Andrew Stancioff
Centre Agrometeorological, Hydrological, and Meteorological Program, Niger
FAX 227 73 24 35

Richard Ford and Gerald Karaska
Clark University, Massachusetts
FAX 508 793 8820

Ron Eastman
Clark University, Massachusetts
FAX 508 793 8842

Albert Greve
Coordinator, Multi-Donor Secretariat, The World Bank
FAX 202 473 7916

S.K. De Datta
Virginia Polytechnic Institute and State University, Blacksburg
FAX 703 231 6741

Michael Painter
Inst. Development Anthropology, Binghamton, NY
FAX 607 773 8993

Abdoulaye Sawadogo
Coordinator, Network for Environmentally Sustainable Development
Côte d'Ivoire
FAX 225 205922

C.5.3. Food security and productivity unit

Mulinge Mukumru
KMDP, Egerton University, Kenya
FAX 254 2 717819

Felix Masanzu
Agricultural Marketing Authority, Zimbabwe
FAX 263 4 730948

Kimsey Savadogo
University of Ouagadougou, Burkina Faso
FAX 226 31 2686

Steve Block and Peter Timmer
Harvard Institute for International Development, Boston
FAX 617 495 0527

Bill Levine
Abt Associates, Bethesda, Md.
FAX 301 652 3839

Richard Goldman
Harvard Institute for International Development, Boston
FAX 617 495 0527

T. S. Jayne
Dept. of Agricultural Economics, Michigan State University
FAX 517 336 1800

Thomas Reardon
Dept. of Agricultural Economics, Michigan State University
FAX 517 336 1800

Vicki Walker
Winrock International, Arlington Va.
FAX 703 525 1744

Michael Weber, Department of Agricultural Economics
Michigan State University
FAX 517 336 1800

C.5.4. Natural Resources Management unit

Barbara Pitkin
Biodiversity Support Program, in care of World Wildlife Fund, Washington
FAX 202 861 8324

Michael Brown
private voluntary organization, nongovernmental organization the Natural Resources Management support Project, in care of the World Wildlife Fund, Washington, DC
FAX 202 223 6971

Bill Helin
Forestry Support Program, United States Department of Agriculture, Food Security, Washington, DC
FAX 202 273 4749

Derrick Brinkerhoff
Abt Associates, Bethesda Md.
FAX 301-652-3839

Thomas Fox
Environmental Planning and Management Project

World Resources Institute, Washington, DC
FAX 202-638-0036

Doug Clark and Richard Tobin
Environmental Policy and Training Project
Winrock International, Arlington, Va.
FAX 703 516-0481

Bill Fiebig
Developing Strategies for Fragile Lands, Rodale Institute, Washington, DC
FAX 202 331-1871

John Bruce and Jin Gage
ACCESS II Project, Land Tenure Center, Madison, Wisc.
FAX: 608-262-2141

David Greene and Jamie Thomsen
Decentralization: Finance and Management Project
Associates in Rural Development, Burlington, Vt.
FAX: 802-658-4247

Albert Greve
Multi-Donor Secretariat, World Bank
FAX: 202 638 0036

Chris Justice
Goddard Space Flight Center, University of Maryland
FAX: 301 286-1775

Mohamed Khalil
African Centre of Technology Studies, Nairobi, Kenya
Fax: 254-2-44-25-53

Patricia McFadden
African Centre for Family Studies, Harare, Zimbabwe
FAX 263-4-79-08-15

Yaa Ntiamoa-Baidu
University of Ghana, Accra
FAX 233-21-66-59-60

C.5.5. Technology Development and Transfer Unit

Michael Weber
Michigan State University
FAX 517 336 1800

John Sanders
Purdue University
FAX 317 494 9176

Melvin Blase
University of Missouri
FAX 314 882 3958

M. Sompo Ceesay
Director General, Institut du Sahel, Mali
FAX 223 222337

Peter Ewell
Regional Representative, Potato (PRAPACE) Network, Nairobi, Kenya
FAX 254 2 631499

Roger Kirkby
CIAT Regional Representative, Bean Network, Tanzania
FAX 255 51 46752

Jacques Eckebil
Deputy Director General, International Institute for Tropical Agriculture Networks, Nigeria
FAX 234 1 611896 or 229 301466

Bruce Scott and Kwesi Atta-Krah
Deputy Director General, International Council for Research in Agroforestry, Nairobi, Kenya,
Agroforestry Research Network Coordinator
FAX 254 2 521001

S.K. Debrah
International Crops Research Institute for the Semiarid Tropics
Regional Representative, Sorghum Network, Mali
FAX 223 228683

Peter Matlon
Director of Research, West Africa Rice Development Association, Côte d'Ivoire
FAX 225 634714

Howard Elliott
Deputy Director General, International Service for National Agricultural Research Networks
FAX 3170 3819677

Tadesse Gehremedhin
General Manager, Institute for Agricultural Research, Ethiopia
FAX 251 1 611222

Lucas Gakale

Director of Agricultural Research, Ministry of Agriculture, Botswana
FAX 232 2224429

Dr. Oumer Niangado
Dir. General, Institut Economy Rurale, Mali
FAX 223-22-37-75

Annex D. Technical papers

D.1. Environmental Protection unit

D.1.1. Background

The Environmental Protection (ENV) unit of PARTS, like its four sister units, funds technical assistance, policy research and analysis, and networking fora in accordance with the Analytical Agenda. Unlike other project units, ENV also serves a regulatory function. Unit staff advise, oversee, and support the Africa Bureau's compliance with environmental regulations laid out in the Environmental Procedures section of the Foreign Assistance Act (22 Code of Federal Regulations 216, otherwise known as "Reg 16") and assist Missions in incorporating these requirements into their long-range programmatic planning.

Reg 16, which originated in the National Environmental Policy Act of 1970 and was incorporated in its present version into the Foreign Assistance Act of 1981, requires an Initial Environmental Examination (IEE) of all foreign assistance, including, with some exceptions, both project and nonproject assistance. This entails examination of approximately eighty-five individual IEEs annually. The IEE must be approved by the Bureau Environmental Officer. The incumbent for the Africa Bureau is ENV's unit leader.

ENV's dual regulatory and technical assistance/research role is integrated in the Analytical Agenda, which funds a broad range of environmental activities, including support of integrated pesticide management, environmental education, natural resources information networking, agricultural trade and policy reform, and technical assistance in environmental monitoring (see table D-1 for an overview of the Analytical Agenda and associated funding). Through these activities the Unit attempts to encourage integration of regulatory requirements with ongoing program and project goals.

ENV is staffed by the direct-hire unit leader and by two RSSA personnel, both provided through United States Department of Agriculture. One RSSA staffer was originally retained by the Africa Emergency Locust and Grasshopper Assistance project. The second had an extensive career with USAID before being retained as a RSSA under the preceeding Natural Resources Management II project.

There is no specific project antecedent to the Environmental Protection unit aside from the affiliations of the unit staffers. Since each Unit staff member had a long working relationship with the Agency prior to the creation of the project and the Environmental Protection unit, however, their individual networks and skills influence the nature of the unit's Analytical Agenda.

D.1.2. Relevance

Question: Have issues been identified which are responsive to Africans, USAID Missions, and Bureau management, and are these issues of regional significance to the ANR sector in Africa?

Table D-1. Environmental Protection unit Analytical Agenda" funding summary

	Themes	Activities	Funding mechanism and vehicle	Amount of funding
fiscal year 1992	Issues in pest and pesticide management for sustainable agriculture	Opportunities for success in integrated pest management	Operating year budget transfer to SARSA II cooperative agreement (Economic and Institutional Development Office, Global Bureau)	$225,000
	Environmental monitoring to better understand environmental degradation and development impact	Analytical tools for impact monitoring	BOA to SARSA II cooperative agreement (Economic and Institutional Development Office, Global Bureau)	$300,000
		Consultative Group for Natural Resources Management	Operating year budget transfer to Environmental Planning and Management project cooperative agreement (Environment and Natural Resources, Global Bureau)	$175,000
	Improved environmental analysis for USAID programming	Long-run environmental impact of policy reform and program assistance	Buy-in to Environmental Policy and Training project (Environment and Natural Resources, Global Bureau)	$50,000
fiscal year 1993	Environmental protection for sustainable agriculture	Environmentally superior technologies for sustainable agriculture: pest and pesticide management	Operating year budget transfer to SARSA II and to Environmental Policy and Training Project	$150,000
		Environmental education	Operating year budget transfer to GREENCOM (Economic and Institutional Development, Global Bureau) project	$100,000
		Environmental guidelines for nongovernmental organization, private voluntary organization project design and implementation	RSSA staff work	
		Assessment of the Africa Emergency Locust and Grasshopper Assistance (Africa Bureau, Operations and New Initiatives) project and concept paper for its future use	RSSA staff work	
	Environmental monitoring to better understand environmental change and development impact	Natural Resources Information Consultative Group	Operating year budget transfer to Environmental Planning and Management project cooperative agreement	$150,000
		Dissemination workshops in East and West Africa	Operating year budget transfer to Environmental Planning and Management project cooperative agreement	$150,000
		Data collection for the Assessment of Program Impacts and other analysis	Operating year budget transfer to Environmental Planning and Management project cooperative agreement	$200,000
	Long-run environmental impacts of policy reform and program assistance	Delegation of authority for environmental analysis to missions and regional offices	Operating year budget transfer to Environmental Policy and Training project	$85,000
		Environmental implications of agricultural trade and policy reform programs	Operating year budget transfer to Environmental Policy and Training project	$100,000
		Multi-donor secretariat to provide technical assistance for National Environmental Action Plans	Project Implementation Order, transfer to the World Bank	$45,000
fiscal year 1994	Environmental protection for sustainable development	Environmentally superior technologies and strategies; environmental monitoring in regard to forecasting and prevention in Integrated Pest Management	Global Bureau, AG Integrated Pest Management Collaborative Research Support Program	$100,000
		Environmental education: African environmental management capacity building	Global Bureau, Environment and Natural Resources Environmental Pollution Prevention project	$50,000
		Environmental guidelines for nongovernmental organization, private voluntary organization project design and implementation	Environmental Policy and Training Project	$30,000
	Monitoring to improve understanding of environmental degradation and development impact	Natural Resources Information Consultative Group	Environmental Planning and Management project	$250,000
		Monitoring to better understand environmental change and development		
	Improving long-run environmental analysis	Regional support for the environmental protection process in Africa	Letter grant to the World Bank	$400,000
		Environmental implications of agricultural trade and policy reform programs: pesticide inputs	Operating year budget transfer to the Environmental Policy and Training Project	$70,000

	Themes	Activities	Funding mechanism and vehicle	Amount of funding
		Environmental implications of privatization	REDSO/ESA buy-in to the Environmental Policy and Training Project	$70,000

Findings: The Environmental Protection unit's Reg 16 activities are mandated under law. Their relevance in relation to the project purpose, goal, and objectives has been debated. Detractors argue that regulatory activities are inappropriately housed under a research and analysis project, and would be better handled as a separate adjunct to an Office. The regulations are viewed as a club to wield against recalcitrants. However, proponents of the inclusion of Reg 16 activities in the project, including the ENV staff members, state that integration of regulation into the planning, design, and implementation of Agency activities is properly handled in association with the technical assistance, environmental research and networking activities of ENV's Analytical Agenda. They see ENV's mandate as the interpretation and creative adaptation of law on the basis of the Analytical Agenda.

The Environmental Protection unit has expanded the mandated IEE into a process intended to extend compliance with law into an educational and participatory activity. Reg 16 requires the Environment Officer's signature on each IEE. An IEE results in either a positive determination (will have adverse environmental impacts) or a negative determination. Following a positive determination, a project (or nonproject assistance) undergoes an Environmental Assessment or an Environmental Impact Statement, which also must be approved by the Environmental Officer.

In response to legal requirements, and to increased Agency concentration on general monitoring and evaluation of all projects, the Environmental Protection unit has developed a plan entitled Environmental Monitoring, Evaluation, and Mitigation Plan. This process is meant to guide USAID countries into environmental protection through mitigation, and applies to both project and nonproject assistance. Nonproject assistance is generally given a categorical exclusion under Reg 16, but recent amendments to the Development Fund for Africa state that the Bureau will track the environmental impacts of nonproject assistance. This applies particularly to agricultural policy reform and market development actions. The Environmental Monitoring, Evaluation, and Mitigation Plan answers to this need.

Environmental Monitoring, Evaluation, and Mitigation Plans identify potential impacts noted during environmental monitoring, evaluate the impacts, and propose mitigation steps, which are developed in collaboration with the host country and maintained for the duration of the assistance. The mitigation can be closely tied with the country's National Environmental Action Plan.

Environmental Monitoring, Evaluation, and Mitigation Plans are presently in place in twenty-five African countries. Recent Plans include Ghana's Trade and Investment Program, and Malawi's tobacco-growing watersheds.

The Environmental Protection unit has bought into the Global Bureau's Environment and Natural Resources Environmental Policy and Training project to study the Reg 16 and Environmental Monitoring, Evaluation, and Mitigation Plan processes under Analytical Agenda activity delegation of authority for environmental analysis to Missions and regional offices. This study is resulting in recommendations and guidelines for integrating the Reg 16 and Mitigation Plan processes more fully into Mission activities.

In addition to addressing these regional needs through technically-oriented projects, there are three networking activities partially supported by the Environmental Protection unit which have major potential for regional significance: the Natural Resources Information Consultative Group,

the Network for Environment and Sustainable Development in Africa, and the Consultative Group on Integrated Pesticide Management.

The Natural Resources Information Consultative Group (NRICG) has been funded since 1991 through a buy-in to the Environmental Planning and Management project in the Global Bureau's Environment and Natural Resources Office. NRICG advises it's parent institution, World Resources Institute, and USAID/AFR, on the use of environmental information systems in support of decision making for sustainable development in Africa. The group is composed of specialists from universities, research centers, U.S. government agencies, international organizations, and the private sector, and comprises a group of sixteen, with frequent attendance by invitees, including many Africans. The group meets as a whole approximately twice a year, and hosts numerous technical workshops, including a January 1993 workshop on integrating socioeconomic and biophysical data within a geographic information system; a December 1993 workshop on the forthcoming environmental monitoring activity in Senegal; and a January 1994 meeting in Niger to discuss the use of Department of Defense satellites to support environmental monitoring activities at the Agrometeorological, Hydrological and Meteorological Program Regional Center in Niamey. The NRICG receives an increasing number of requests for technical assistance from regional sources, including in the last calendar year USAID Senegal, the World Bank in Zimbabwe, the Côte d'Ivoire's National Environmental Action Plan, USAID Guinea Bisseau, USAID Madagascar, REDSO/ESA and REDSO/W, The Ugandan National Environmental Information Center, and the Gambian National Environmental Agency.

ENV's second network funding supports the newly-created Network for Environment and Sustainable Development in Africa (NESDA). Following the 1990 Rio Conference on the Environment, the World Bank convened a December, 1990 workshop in Dublin, attended by African experts from seventeen countries, which recommended the creation of a regional forum for exchange on strategic planning for the environment. Follow-on meetings in the ensuing three years were held in Mauritius, Uganda, and Abidjan. NESDA's Operational Secretariat is located in Abidjan, and is dedicated to the pursuit of three objectives: African capacity building for the implementation of strategic environmental programs, analysis and external review of proposed environmental policies, and strengthening of inter-African technical assistance and cooperation through the creation of rosters of African experts.

ENV's third regional network is still in the contractual stages. The Consultative Group on Integrated Pesticide Management, funded through an operating year budget transfer to the Global Bureau's Agriculture Office's Integrated Pest Management Collaborative Research Support Program, will be organized by the program's Management Entity, Virginia Tech, and include representatives from a nine-university consortium. The group will identify regional issues in Africa, and will serve as a forum for discussion, information dissemination, and technical assistance. This is a new initiative in the field, and is viewed by the Integrated Pest Management program Project Officer as both welcome and needed.

D.1.3. African participation

Question: How well has the project succeeded in involving Africans in issue identification, have collaborative linkage been formed with African institutions, are African researchers are engaged

in research and dissemination, and are there existing examples of African implementation of project research and analysis?

Findings: Perhaps even more than other Units, the Environmental Protection unit does not look first to Africans for issues identification or research. Through the regulatory portion of its Agenda, the Environmental Protection unit is focussed on U.S. government-mandated project monitoring and evaluation, and its major clients and collaborators are perforce Missions. In regards to the project-oriented Agenda, anecdotal evidence suggests significant and ongoing collaboration with Africans as individuals and institutions.

The World Resources Group, which runs the Natural Resources Information Consultative Group (NRICG), reports continual and increasing requests for technical assistance from Africans, and growing interchange with African institutional representatives in their meetings and workshops. The Director of the Gambia National Environmental Agency was recently hosted on a D.C. visit through NRICG, and has been a continuous and enthusiastic correspondent. World Resources Institute states that their work with the Director and other Gambia officials is indicative of the involvement of Africans in issues identification and collaboration with African institutions through NRICG.

The Network for Environment and Sustainable Development (NESDA) in Africa was created by African nations, is operated from Abidjan, and supports collaboration between African nations in environmental capacity-building, strategy development, and cross-boundary African technical assistance. NESDA coordinates linkages between all thirty-five countries involved in the National Environmental Action Plan process, serving as a forum for information exchange.

In regards to engaging African researchers in research and analysis, in this evaluators' experience there were few indications of effort in this direction, although some examples were given:

1. The ENV unit sponsored the work of two Africa Fellows, Moussie Nkwambe and Moussa Diawara. Mr. Nkwambe served with the program for three months as an Environmental Information Systems specialist, working with various institutions including Clark University and WRI. He has now returned to Malawi to teach. Similarly, ENV benefited from the work of Fellow Moussa Diawara, who contributed to the research on the environmental impact of pesticide policy reform.

2. The Virginia Polytechnic Institute's completed Integrated Pest Management work in Mali, and ongoing work elsewhere, includes heavy involvement of African researchers, who will be credited in any resulting publications. In Mali, Virginia Polytechnic Institute collaborated with the government Rural Economic Institute.

3. The Institute for Development Anthropology's work on opportunities for success in integrated pesticide management does use several African researchers, although none are coauthors on this specific project-funded topic. There are African authors and co-authors of other works under the same USAID project, but not funded specifically by the project.

This question raises the issue of the artificial separation of PARTS funds from other research or activities under the same Global Bureau project into which PARTS is buying in. It is one of PART's strengths, in this evaluator's opinion, that it funds discrete activities which both advance

its own Agenda and further the work of existing Global projects. Such a funding structure minimizes the administrative and management effort needed to obtain a particular goal or product, yet increases the leverage power of often minimal PARTS funding in creation of interest, linkages, and follow-on to project buy-ins. In the best examples, PARTS funding becomes an integral, and perhaps germinal, element of the entire project. It is not, therefore, in the interest of PARTS, its subprojects, or the Agency to view PARTS funding as distinct from the entire body of work of the projects it supports.

D.1.4. Research

Question: Are research activities consistent with project paper criteria, and how do clients assess the utility of the initial research products?

Findings: There are two major research activities in ENV's Analytical Agenda which have moved beyond the contracting process: (1) studies for opportunities for success in integrated pesticide management, and (2) the long-run environmental impact of policy reform. Neither of these studies were contracted before 1993, and portions of all are still undergoing review. Some have already proven useful to USAID and other donor clients, however.

One major section of the Integrated Pest Management opportunities paper, a case study in Mali examining the socioeconomic conditions of farmers with respect to their crop protection priorities and options, was influential in leading to the selection of Mali as a country site for the Global Bureau's Agricultural Office's Integrated Pest Management Collaborative Research Support Program.

The agricultural trade and policy reform studies have focussed on the agrichemical and pesticide sectors in Africa south of the Sahara. The World Bank cooperated on a case study in Cameroon, and the German Technical Assistance Agency has shown interest in future collaboration on pesticide policy change studies Africa-wide. The studies have also been sought by representatives from Thailand, Japan, and the nongovernmental organization community.

More limited research studies under the Environmental Protection unit aegis include a Concept Paper on directions for the USAID-supported Agrometeorological, Hydrological, and Meteorological Center in Niamey, Niger, which served as the basis for the 1993 project paper Supplement; and the Malawi Environmental Monitoring, Evaluation, and Mitigation Plan model program, originally focussing on five watersheds, which will be expanded to encompass the entire country.

D.1.5. Dissemination

Question: Have dissemination strategies been identified or implemented, and do the strategies identify specific clients in Africa who need, and will use, research findings? [These questions are examined below in light of the Environmental Protection unit as a separate entity, and do not

examine the question of project-wide dissemination through AMEX.]

Findings: Like the question of African participation, dissemination strategies for the Environmental Protection unit products are often inherent in the institution receiving partial funding from the project or in the project receiving a project buy-in. The Institute's NRICG, for example, has no specific dissemination strategy, although project-funded studies are incorporated into the World Resources Institute library and subject to institutional dissemination, which includes free copies to any African individuals or African institutions which request them.

In some instances, dissemination is the responsibility of the Environmental Protection unit staffer overseeing the activity in question. The geographic information system Handbook, for example, was produced through the SARSA cooperative agreement in the Economic and Institutional Development, USAID but is being distributed through the TDYs and networks of the geographic information systems Advisor.

D.1.6. Management

Question: Examine project tracking, ARTS/FARA management of resources, scheduling, and the participation of Global Bureau staff and contractors in project outputs and implementation.

Findings: Technical management of ENV, according to the Unit Leader, is effected through annual retreats, which focus on how the Unit will handle their Reg 16 and Analytical Agenda responsibilities in tandem. The Unit views their Reg 16 responsibilities as an integral part of their Analytical Agenda, and work to incorporate one into the other. On a weekly basis, the Unit attends management meetings. As possible, Unit members also attend and participate in the Natural Resources Management unit meetings.

Operationally, the three unit themes of the Analytical Agenda, which have remained essentially the same throughout the three fiscal years of the project, are divided between the three staff members. The "environmental protection for sustainable development" theme is managed by RSSA staffer Walter Knausenberger, whose previous expertise as a RSSA on the Africa Emergency Locust and Grasshopper project is of great assistance in the pesticide studies. "Environmental monitoring," which includes the Natural Resources Information Consultative Group, analytic monitoring tools, and workshops, is managed by geographic information system advisor Dan Dworkin. Unit Leader John Gaudet, with the assistance of Walter Knausenberger, concentrates largely on "improving long-run environmental analysis," under which the majority of the Reg. 16 activities could be included.

A separate issue not included specifically in the evaluator's questions is that of inter-Unit coordination. the Environmental Protection unit staffers, other Unit staffers, and other USAID personnel all state that the Environmental Protection unit and the Natural Resources Management unit work closely together due to the overlapping nature of their mandate, but that design, management and implementation of cross-cutting themes require greater attention to coordination and administration than most have been able to provide so far.

In regards to project tracking, as a result of their regulatory responsibilities the Environmental

Protection unit is the only Unit which has maintained a separate, continually updated tracking system. This system records Initial Environmental Examination and Environmental Monitoring, Evaluation, and Mitigation Plan activities. It is not, however, applicable to their entire Analytical Agenda, and cannot be effectively used project-wide.

The management of the Environmental Protection unit personnel resources appears to be good, particularly in relation to matching the different skills and experience of the staff members to their Analytical Agendas. All unit members mentioned that the sheer numbers of Initial Environmental Examination and Environmental Monitoring, Evaluation, and Mitigation Plan responsibilities point to the need for another staff member. At this time, this evaluator cannot verify this expressed need vis a vis overall project human resources and workload. Anecdotally, it appears that the Environmental Protection unit has maintained an active Analytical Agenda as well as their regulatory responsibilities by upholding a heavy workload.

The responses to the questionnaires and the verbal comments of Global Bureau project officers indicate that by and large the Environmental Protection unit activities are on schedule, barring the usual administrative and contractual delays. There are no complaints of late payments or other inexplicable scheduling problems.

The participation of Global Bureau staff in setting the Analytical Agenda and contributing to PARTS quality and success does not appear to be an unqualified success, although any negative remarks were always tempered with praise. Both PARTS and Global Bureau staff are mutually complementary about coordination on administrative and contracting issues. The Global Bureau staffers interviewed" like Mission and other Africa Bureau Offices' staff" point to the Africa Bureau in general and PARTS specifically as being the best collaborator of all regional offices.

However, both PARTS staffers and Global Bureau project officers point to a lack of substantive interchange. Some Global Bureau personnel say they have never received information on the Analytical Agenda. Others remark that they would appreciate a better understanding of PARTS goals as a whole, and how they relate to their projects' goals. Most Global Bureau project officers whose projects have received PARTS funding appear to welcome the money, but to leave the technical management thereof to PARTS, either through personal disinterest or, more frequently, through lack of information about the context into which the activity fits. Obviously, this substantive disconnect lessens the potential for vital leverage power which the relatively small PARTS funding can create. Lack of Global Bureau ownership may allow PARTS staff to have control over their product (potentially a positive thing from the PARTS perspective), but it reduces the likelihood that a PARTS activity will become an integral component of Global Bureau synthesis work (a significant negative from the Global Bureau perspective).

It appears that Global Bureau projects receive the initial PARTS funding as a separate sum for a distinct and separate product" but that during the course of the work, it may become incorporated into larger project goals or incite interest at the Mission level for further collaboration. At the Virginia Polytechnic Institute and State University, for example, initial funding for the Mali study on Integrated Pest Management (under a buy-in to SARSA) was expanded under PARTS into further studies elsewhere on the continent, then folded into work the University was already doing under the Integrated Pest Management Collaborative Research Support program. The university itself is seeking other funding mechanisms to enlarge the scope of study.

It is ironic, although perhaps self-evident, that whereas Global Bureau project officers are fully cognizant of PARTS contracting mechanisms, they don't as a whole have as thorough a grasp on the substance; the Global Bureau contractors, however, sometimes do not even know their funding originates from PARTS, but have a very thorough grasp on the technical nature of the work and the leveraging opportunities.

D.1.7. Impact

Question: Examine the initial and potential uses of project-generated information for policy and program decision-making in the agriculture and natural resources sector.

Findings: Perhaps one of the most important impacts which the Environmental Protection unit and the Natural Resources Management unit have had upon environmental policy in Africa is the support given to the National Environmental Action Plan process, which includes funding a representative at the World Bank, supporting the Network for Environment and Sustainable Development in Africa networking effort, and offering a range of technical assistance activities through the two consultative groups at World Resources Institute.

Some impacts of the Environmental Protection unit work internal to USAID programs have already been mentioned, such as the World Resources Institute Concept Paper which was used as a basis for the Agrometeorological, Hydrological, and Meteorological project paper supplement and the Mali Integrated Pest Management study used as a basis for further research under the Collaborative Research Support Program mechanism. Also mentioned was the strong linkage established under the World Resources Institute Natural Resources Information Consultative Group mechanism between World Resources Institute advisors and the Gambian Environmental Agency.

Anecdotally, the Environmental Protection unit's Analytical Agenda has had institution-building impact on several collaborators (IDA and the Virginia Polytechnic Institute both mentioned it). Several USAIDs (Malawi and the Gambia) praised unit activities for assisting in promoting better Mission and host government relations.

Dissemination of information is a function of personal networking as well as formal distribution of documents. The heavy travel schedules of the Environmental Protection unit staffers, and of personnel under their project funding, result in wide discussion of ideas and exchange of information. Taking into consideration the joint work of the Natural Resources Management unit and the Environmental Protection units, their facility at networking" through constant travel, open communications, and frequent collaborators' conferences" has won wide recognition and commendation by almost all respondents to evaluators' verbal and written questions" from representatives of the World Bank to collaborators to Missions to Global Bureau project officers.

D.1.8. Conclusions and observations

1. Although the Environmental Protection unit's regulatory responsibilities give it's Agenda a

different focus from other Units', there appears to be an inherent connection between the mandated environmental reviews under Reg. 16 and the ENV unit's Analytical Agenda activities, which would be lost if the two were separated.

2. One of the most salient strengths of the project is the leveraging potential of relatively small amounts of money applied to existing projects. Although the evidence is only anecdotal at this point, it appears that certain studies, networks and products have generated interest and, in some cases, other sources of funding.

3. Cross-unit collaboration on overlapping activities under their separate Analytical Agendas is an important element of a sense of joint PARTS-wide purpose, and of sharing of lessons learned and networks created. Discussion regarding collaboration might result in the decision that several units should be merged or that some other cross-cutting technical management processes should be instigated.

4. Also vital for inter-Agency communication is better exchange of substantive information between the project and their Global Bureau collaborators" although the project staff is to be commended on their performance so far in maintaining a very positive collaboration.

5. Tracking of project activities in a cross-unit, standardized format is essential for both project staff and field reference.

6. Periodic analysis of project human and financial resources presumably occurs; it might be advisable to link this process to unit 'performance,' as shown through a tracking system as mentioned in #5 above.

D.2. Food Security and Agricultural Productivity Unit

D.2.1. Background

The overall objective of the Food Security and Productivity unit (hereafter referred to as FSP) is (PARTS 1993: A-1):

> to analyze how best to improve sustainable agricultural productivity through individual and combined investments in technology development and transfer, agricultural marketing and agribusiness, and natural resources management. The focus is on sustainable increases in agricultural productivity, but approaches recognize that the increase of agricultural productivity is not an end in itself, but rather a means to increases in economic growth and food security.

The unit is supposed to work in close collaboration with other analytical units of the Food, Agriculture, and Resource Analysis Division to help missions and host countries (1) maximize the impact of their investments in the agricultural and natural resources sectors to achieve sustainable increases in agricultural productivity; and (2) develop policies and investments that enable the sector to contribute more to economic growth and food security. These analytical efforts are incorporated into three themes:

Theme 1: Agricultural Sector Productivity and Its Contribution to Sustainable Economic Growth

Theme 2: Agricultural Sector Productivity and Its Contribution to Food Security (Availability, Access, and Utilization)

Theme 3: Agricultural Policy Reform and Dissemination Efforts.

Analytical Agenda Activities

The Food Security and Productivity (FSP) unit obligated funds to seven activities in fiscal year 1992 (table D-2). This initial selection of activities was based on staff identification of issues and perceived expertise of different U.S. institutions. The fiscal year 1992 gender program was a carryover from earlier USAID activities that had no functional linkage with the FSP unit.

Only two new analytical agenda research activities were added in fiscal years 1993 and 1994: the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa (TechnoServe and the University of Swaziland) and the Second Agricultural Transformation Workshop and country case study background papers (the Institut du Sahel's regional food security program [INSA/PRISAS] and MSU). The African Rural Social Social

Table D-2. ARTS funding for Food Security and Productivity (FSP) activities and themes, fiscal years 1992‟1994 (in $000s)

Theme & Activity	fiscal year 1992	fiscal year 1993	fiscal year 1994	Total
THEME 1: Ag Sector Productivity				
A. Agricultural Production				
1. Ag. Productivity (Michigan State University, Reardon)	215	275	200	690
2. Price Analysis (Michigan State University, Jayne)	--	--	85	85
B. Agricultural Transformation				
1.a. Growth Modelling-Phase I (Abt, Timmer and Block)	150	--	--	150
1.b. Growth Modelling-Phase II-Kenya Case Study (Harvard Institute for International Development, Block)	--	100	--	100
2. Growth Linkages (International Food Policy Research Institute, Delgado)	260	20	--	280
THEME 2: Ag. Sector Productivity				
1.a. Food Access (Household) (Michigan State University, Jayne)	255	200	155	860
1.b. Food Access (Intrahousehold) (Michigan State University, Strauss)	--	75	--	75
2. Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa (TechnoServe/ University of Swaziland, Magagula)	--	451	500	951
THEME 3: Ag. Policy Reform				
1. Ag. Policy Reform (Abt, Levine and Kulibaba)	225	124	--	345
2. 1st. Ag. Transformation Workshop (Harvard Institute for International Development, Goldman)	130	150		280
3. 2d Ag. Transformation Workshop & Country Studies (Sahel Institute/Michigan State University, Dioné)	--	--	200	200
4. Innovative Research Grants (Winrock)	--	150	255	485
OTHER: 1. Africa Bureau Fellows	--	15	28	43
2. Women in Development	70	--	--	--

Sciences Networks (Winrock International Institute for Agricultural Development)[2] was a carryover from earlier USAID funding.

In sum, the FSP unit has completed two or three groups of activities under each of its three analytical agenda themes. These include:

Theme 1: Agricultural Productivity and Sustainable Growth

Partial Productivity Measures using National Account Data (Growth Modeling Phase I, Abt) and Household Data (Agricultural Productivity Studies, Michigan State University);

A pilot exercise in growth modeling to determine its viability with African data (Growth Modeling Phase II, Harvard Institute for International Development [HIID]);

A Growth Linkages Study based on farming systems data from Senegal, Mali, Niger, and Zambia (the Growth Linkages Study, International Food Policy Research Institute [IFPRI]); and

Cross-country synthesis research: (1) studying empirical patterns and determinants of agricultural productivity in four African case studies‟ Burkina Faso, Rwanda, Senegal, and Zimbabwe; (2) identifying cross-country policy and research issues related to agricultural and food system productivity increases; (3) clarifying methods for measuring productivity; and (4) strengthening African capacity to study agricultural and food system productivity issues from work sponsored by the Michigan State University‟ based Food Security Cooperative Agreements, and others (The Agricultural Productivity Synthesis Studies, Michigan State University).

Theme 2: Agricultural Growth and Food Security

Cross-country analysis to synthesize policy relevant research findings and implications concerning (1) trends in real food prices for vulnerable groups and their determinants; (2) the effectiveness of selected market-based and -administered targeting programs in various countries; and (3) market-based approaches to target vulnerable groups and promote their access to food based on work sponsored by the Michigan State University‟ based Food Security Cooperative Agreements with USAID missions in Senegal, Mali, Malawi, Mozambique, Rwanda, Somalia, Tanzania, and Zimbabwe (The Food Access Synthesis Studies, Michigan State University).

Theme 3: Agricultural Policy Reform and Dissemination

A crosscutting examination of the wider political, social, and strategic factors that influence the outcome of policy reforms (Improving the Effectiveness of Agricultural Policy Reform in Africa, Abt Associates Inc.) based on case study research in Côte d'Ivoire, Mali, and Zambia and desk studies of specific reforms in Ghana, Malawi, Madagascar, and Ghana; and an international symposium on agricultural transformation in Africa held at Harare, June 1‟ 3.

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[2]. The Winrock African Rural Social Sciences Network has historically been partially funded by the Africa Bureau. Since fiscal year 1993, this ing has been routed through the Food Security unit. The network has funded an average of twenty grants per year for African researchers. The rts are published, and Winrock has encouraged the development of a rural social science network between past and present beneficiaries. The ork is led by an Africa-based committee that is completely autonomous from USAID.

One result of the Harare symposium was to identify new priority areas that were not being addressed by the unit's earlier activities. This led to the creation of the two new analytical agenda activities: the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa (theme 2) and the plans for a second agricultural transformation symposium (themes 1 and 3).

Temporary duty demand-driven research

In addition to the analytical agenda research program, the FSP staff has played an active role in providing research support to USAID missions and programs including Food for Peace and Emergency Relief.

D.2.2. Relevance

USAID Management. Even our limited interviewing of top management found several instances where top USAID management (two of the three deputy assistant administrators, the assistant administrator, the special assistant to the assistant administrator for Food for Peace) said they had benefited from FSP supported research that they could not have obtained from other sources.[3] A cursory examination of the agricultural and natural resource management chapter in the 1988" 1992 Report on the Performance of the Development Fund for Africa (published in 1993, the first year of PARTS activities) shows that four of the nine footnotes, two of the two tables, and one of the five boxes were derived from PARTS supported and co-supported studies but do not refer to either PARTS or ARTS/FARA. At least two of the footnotes refer to FSP" supported studies. Indeed, the leading argument for the entire chapter is based on the FSP-sponsored growth modeling study by Timmer and Block, which argues that the "pessimistic picture [that agricultural output has been growing more slowly than the population as a whole] may be inaccurate" (Development Fund for Africa 1993: 48).

Senior emergency relief and Food for Peace officers stated that FSP RSSA temporary-duty research provided the empirical base for USAID's new food strategy for the Horn.[4] Indeed, the

[3]. A senior administrator noted that the USAID administration was using comparative data generated under the Food Security's Agricultural uctivity studies to reopen negotiations with the Bank about fertilizer subsidies. Another senior administrator observed that he and other inistrators relied heavily on PARTS-generated information for developing broad economic strategies (like the current strategy for the Horn) and f rting on the Development Fund for Africa. A third senior administrator stated that FSP-supported research and analysis provided the base data an ysis on which USAID developed its new food aid and development strategy for the Horn. He noted that the graphics and maps prepared for the ca Bureau debriefing to the administration are being widely used within USAID.

[4]. In fiscal year 1993, the Sudan mission asked the Food Security unit to assist with the development an agencywide strategy for gradually sforming the agency's massive humanitarian program (valued at $100 million in fiscal year 1993) toward more production-oriented development atives. In addition to food aid, USAID is emphasizing increasing local agricultural production through provision of large quantities of appropriate s and seeds so the Sudanese can return to growing their own food. Each million dollars spent on seeds and tools was estimated to save $1.5 millio od costs. This work involved approximately three weeks in country, three weeks in Nairobi, and at least six weeks of U.S.-based back-up support lve weeks) since February 1993.

original draft of two country strategies were written by a **FSP** unit RSSA. The fact that FSP analyses were nonclassified, data based, and informed by comparative analyses in other countries distinguished this information from what they were able to get from other sources. The same officers stated that FSP-supported research on the relationships between food aid, the development of food markets, and long-run food security in Mozambique is having a major impact on agency thinking on ways to reform food aid programs to support long-run development goals.

Mission. Responses to the fax questionnaire indicated that eleven of the twelve USAID missions responding saw PARTS's input into their programs as quite positive. The most visible and most often cited contribution was RSSA assistance with developing indicators and country strategies. This type of mission-requested research was viewed very positively. The FSP unit staff reported participating in the formulation or review of five country strategies. Again, however, the missions and desk officers tended to associate this work with specific RSSA staff, not with the FSP, PARTS, or ARTS/FARA.

Desk Officers, Food Aid, and Emergency Relief Staff. Each of the desk officers, who were randomly chosen and contacted by telephone, stated that the PARTS RSSA staff had contributed to the design of country program strategy plans and Assessment of Program Impact reports. In general, however, they associated this work with individual RSSA, not with PARTS or ARTS/FARA. Some of the best known FSP activities include (1) RSSA research to prepare USAID and country food strategies for the Horn; (2) country specific research connected with the Agricultural Productivity and Food Access Synthesis Studies (Michigan State University); and (3) the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa activity (TechnoServe and University of Swaziland).

Country governments. Collaborators and RSSA staff identified seven countries (Mali, Zimbabwe, Rwanda, Mozambique, Eritrea, Ethiopia, and Sudan) in which FSP-supported research has influenced mission and government thinking about specific policy reforms. U.S. collaborators report that the actual impact on changes in policy and programs was especially strong in Mozambique. In Mali, Zimbabwe, Rwanda, and Mozambique this research built on earlier bilateral mission programs.

D.2.3. Participation

The evaluation team found a high degree of African participation in the conceptualization, research and analysis, and dissemination of many FSP unit sponsored activities. This can in part be attributed to the fact that these activities build on more than twenty years of active bilateral mission supported agricultural research and the collaborative linkages that these bilateral programs have formed with U.S. and African institutions. Nevertheless, there were significant differences in the types and level of participation the activities funded in different time periods.

There was, for example, little African participation in the conceptualization of the comparative research activities that were funded in fiscal year 1992 and executed in fiscal year 1993 on

all three themes. Instead, the choice of specific themes and activities seems to have been primarily influenced by the need for comparative analysis of research that was gathered (or being gathered) by U.S. institutions through USAID bilateral mission programs.

During 1993 and 1994, the unit's activities became more focused. Parallel to this, the staff elected to selectively expand or not expand the research conducted by specific institutions based on their perceptions of achievements during the first year. This achievement was measured in terms of African participation, measureable research output, and existing or potential policy impact.

The least participatory models were the classic top down idea driven comparative research studies that FSP funded (and in most cases inherited from earlier USAID commitments) like the Growth Modelling (Abt/ Harvard Institute for International Development), the Growth Linkages (International Food Policy Research Institute), and the Agricultural Policy Reform Research (Abt) (model 1). Very few Africans were involved in either the conceptualization or implementation of the research except as occasional data collectors despite the unit's specifiying African participation in all of its contracts. The principal exception was International Food Policy Research Institute's extensive use of junior and senior researchers to collect and analyze the national data sets that provided the basis for the comparative analysis. All three studies rely on U.S. researchers presenting the results through in-country or AID/W workshops, research monographs, presentations by U.S. researchers at U.S. and international professional meetings, AID/W, and field missions; and journal articles as the major mechanism for transmitting information to clients (missions, AID/W, host governments). While some of this recently completed is already affecting AID/W decision making about development strategies for Africa, it is unclear if and how these research findings will be disseminated in ways that will affect host government policy.

A second more participatory model is the one followed by the Michigan State University Agricultural Productivity and Food Access Studies (Model 2). Both studies rely heavily on preexisting or ongoing ties between the U.S. institution (Michigan State University) and African institutions and researchers, and include active African participation in the comparative research, U.S. and African based comparative analysis, and dissemination phases. This participation has included senior authorship of national case studies, coauthored comparative reports, professional presentations and refereed journal articles. These studies have also supported (or leveraged support from other sources) for some of the African researchers associated with them to present papers at U.S. and international meetings, at

Model 1: Classic Top-Down Idea-Driven Research (Least Participatory)

U.S. Institutions

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USAID/AFR/ARTS/FARA/FSP

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1. *Agricultural Transformation/Growth Modelling Research and Pilot Study (Abt and HIID)*
2. *Growth Linkages Study (IFPRI)*
3. *Improving the Effectiveness of Agricultural Policy Reform in Africa (Abt)*

AID/W and field missions. A wide variety of clients including USAID administrator, desk officers, and missions indicated that this work is affecting mission and national government thinking.

In addition to its research activities, FSP supported a symposium on agricultural transformation in Africa (June 1‟ 3, 1993, Harare). It was anticipated that the symposium would provide a mechanism for eliciting senior African participation in focusing the unit's ongoing activities as well as in the identification of new agenda items. While Winrock had sponsored two earlier agenda setting workshops with USAID support (see *African Development: Lessons from Asia* (Winrock 1991) and *Agricultural Transformation in Africa* (Winrock 1993), these workshops were U.S. based with mostly U.S. participants. In

Model 2: Collaborative Research Model (More Participatory)

U.S. Institutions

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USAID/AFR/ARTS/FARA/FSP

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1. The Agricultural Productivity Synthesis Studies (MSU)
2. The Food Access Synthesis Studies (MSU)

Key: Participation

" " " African
_____ U.S.

contrast, out of thirty-eight participants at the Harare Workshop, only thirteen were American, five of whom were from the USAID Zimbabwe mission. In an attempt to guard the agenda setting function of the workshop, the conference organization was very loose. Harvard Institute for International Development coordinated the workshop and circulated the proceedings.

The U.S. participants we interviewed were unanimous in their praise of the Harare workshop. Although the African participants we interviewed said they enjoyed the conference, they did not find that it raised any new issues although they were impressed by the number of women who attended and participated. Two of the senior participants recommended that a more effective use of conference funds would be to provide a forum for the exchange of ideas by a new generation

of researchers who were still actively involved in fieldwork and analysis. In

Model 3. Collaborative Research with Strong Africa-Based Networks and Institutional Support (Most Participatory)

USAID/AFR/ARTS/FARA/FSP

1. *Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa (TechnoServe and University of Swaziland)*
2. *The African Rural Social Sciences Research Networks (Winrock International Institute for Agricultural Development)*
3. *Second Agricultural Transformation Workshop and Country Case Studies (INSA/PRISAS and MSU)*

Key: Participation

" " " African
_____ U.S.

many cases, this new generation" which was often trained by the first generation of U.S. trained agricultural research scientists" has not benefited from foreign training to the same level as their predecessors.

Based on the unit's perception about what worked and did not work during the first two years, input from missions, and the Harare sumposium, the unit developed a third model of participatory research in fiscal year 1993 (model 3). This includes the Regional Trade, Comparative Advantage, and Food Security in Eastern and Southern Africa projects and the Second Agricultural Transformation Workshop. In contrast to earlier projects, these new projects include strong African participation at each stage of conceptualization, implementation, and dissemination (model 3). In addition, both projects experiment with new forms of implementing

contracts and leadership through African institutions" first through the University of Swaziland, and second through the Institut du Sahel's regional food security program (INSAH/PRISAS). One of the innovative features of the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa project is the use of an electronic communications network (TRADENET) that builds on an earlier USAID system linking WFP (United Nations World Food Programme) and USAID officers during the 1992 drought. The electronic communications system links nine countries and over thirty institutions and is providing strong input into the conceptualization and implementatinon of the seven project-supported research activities. The initial impression of the two projects by potential clients (e.g., African researchers and policy makers, USAID missions, and desk officers) appears to be quite positive.

The most participatory ongoing FSP activity has been the African Rural Social Sciences Research Networks, which loosely follow Model 3. However, the primary goal of FSP support to the network has been to support independent applied research and the development of a network of applied social scientists not unlike the TDT research networks. USAID has not exercised any role in the selection of candiates in an effort to guard the independence of the grants progam and the network. As such, the chief link between the program and the FSP analytical agenda has been through the identification of priority themes and identification of possible collaborators (researchers and institutions). In addition, the FSP unit has used resources from the African fellowship program to bring in African researchers; out of a pool of about fifteen identified candidates, one was chosen to collaborate with the Michigan State University Agricultural Productivity Research; two more are planned for this year.

D.2.4. Research

The FSP unit has kept the same research themes since 1993. Nevertheless, these themes have been adapted to embrace two new priority issues that were identified at the Harare symposium. These new issues are (1) the food security and trade impacts of recent changes in Southern Africa, and (2) the need to increase host government and donor understanding about the wide regional differences that are likely to persist in the patterns and rates of agricultural transformation.

Despite widespread recognition of the relevance of (and, in the words of one deputy assistant administrator, the "absolute dependence on) on this research in developing USAID's current strategy on the FSP unit's food security research in the Horn, it has not been conceptualized as a separate analytical agenda activity under the unit's food security theme.

Only the FSP supported Agricultural Productivity and Food Access Synthesis Studies have produced reports in time to be reviewed before the evaluation. Each of the major research monographs has been reviewed within the agency before being revised and edited for publication in the project publication series. The most recent research monograph on marketing was reviewed externally as well. Although reviewers judged the overall quality of the research as high, the forty-one pages of detailed comments on the methodology and presentation were not

received without reservations, which are being conveyed to researchers to consider as they revise. The quality of the Agricultural Productivity and Food Access Synthesis Studies has been further attested to by the fact that individual pieces of research were selected through the competitive process of choosing papers for presentation at the international and national agricultural economics meetings as well as for major refereed journals. In addition, the reports of the Improving the Effectiveness of Agricultural Policy Reform in Africa Study have been reviewed by missions in the seven countries that were considered.

While the review and publication of results from the Growth Modelling Study (Abt/Harvard Institute for International Development) has been more limited, the usefulness of the research is illustrated by the change in Agency attitudes about the potential returns to be had from public- and private-sector investment in African agriculture (see 1988" 1992 Report on the Performance of the Development Fund for Africa). An important use of the Michigan State University Agricultural Productivity Research has been to reopen World Bank and USAID discussion about fertilizer subsidies. Another use of the Food Access Synthesis Study's results has been to modify agency thinking about the link between food aid and postcrisis agricultural development. Collaborators indicate that the results of the Agricultural Productivity and Food Access Synthesis Studies have been used to support major policy reforms or food strategies in six countries.

Mission and REDSO staff, desk officers, and African collaborators who were familiar with the activities that are planned under the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa project were vocal in their support of this high risk, but extremely high potential project. Most respondents felt that the proposed activities will foster the types of intraregional collaboration that will reduce South Africa's historic isolation.

Africa-based clients (African governments, USAID field missions, and AID/W) assessed the usefulness of the FSP sponsored comparative research at several levels. One useful feature is to produce comparative analysis of controversial topics that were too sensitive to examine in their national context. They also applauded several instances in which the project (or RSSA staff attached to the project) provided resources and support to African researchers and institutions. About 50 percent of the key contacts in the proposed TRADENET network have master's or Ph.D. degrees from U.S. institutions; about 35 percent of the grants awarded through the African Rural Social Sciences Research Networks program have U.S. Ph.D.'s; and almost every senior African researcher that participated in a FSP sponsored research activity has a U.S. Ph.D. or master's or an African degree that was supported by a collaborative research grant.

D.2.5. Dissemination

Six of the seven FSP research and conference activities funded in fiscal year 1992 (and executed in fiscal year 1993) have generated reports. One of the FSP reports has been published in the project publication series and three are slated for publication in the next year. The International Food Policy Research Institute is submitting a growth linkages study to the International Food Policy Research Institute's refereed publications series. Abt is planning to publish a revised version of the growth modelling study to the Agricultural Policy Analysis project publication

series. In most cases, however, the FSP unit is just beginning to share these results with their U.S. and African collaborators as well as with other units.

To date the most effective mechanism for disseminating research results to missions appears to be through mission requested visits by the RSSA staff and researchers attached to specific projects. RSSA staff have been very effective in face-to-face communication of project experiences and information while carrying out their technical support missions. Most researchers have conducted mission debriefings.

The major mechanisms for sharing research results with Washington clients (USAID management, Africa and Global Bureau staff) have been (a) one-on-one interactions with the RSSA staff; and (b) seminars at which the FSP sponsored researchers present their results. All agreed that the FSP presentations were enhanced by the high-quality graphics and maps that many presenters used, the presence of African collaborators, and timing over the lunch hour. Their usefulness was decreased by the lack of short summaries of the major research documents or activities being presented, insufficient notice (only one week) about the date and countries concerned, and insufficient information about how the research fit within the wider project and FSP analytical agenda.

Four studies that appear to be enjoying widespread distribution are the Agricultural Productivity (Michigan State University) and Food Access Synthesis Studies (Michigan State University), the Food Security Issues in the Horn Research (independent RSSA research), and the Growth Modelling Study (Abt/Harvard Institute for International Development). While not widely known within the agency, the Abt/HIID Growth Modelling Study (Timmer and Block) responds to top management's need to justify agency investment in agriculture as part of the Development Fund for Africa.

The linear quality of the Food Access and Agricultural Productivity activities (i.e. the fact that current analyses sprang from needs identified in earlier and ongoing bilateral USAID research through Michigan State University) has facilitated publication and continued collaboration with the African researchers who were associated with earlier bilateral program. A high percentage of the written reports and outreach documents listed on the Food Access (eight of twenty) and Agricultural Productivity (fourteen of twenty-three) Fact Sheets papers list Africans as author or co-author. The widespread dissemination of the FSP sponsored research on food security issues in the Horn has to do with the urgent nature of the topic. To date, most of this work has been reported (and circulated) in the form of internal agency reports and notes.

The rapid dissemination of some of the early results of these four studies to specific clients in Africa [and the U.S.] who have need for and are likely to use the research findings contrasts with the sluggish prospects for disseminating Growth Linkages (International Food Policy Research Institute) and Improving the Effectiveness of Agricultural Reform Policy (Abt/HIID) studies. While both studies treat important topics, a certain amount of marketing will be necessary to generate client awareness of the work.

D.2.6. Impact

Actual Impact

(1) Has Increased the Development Impact of Earlier and Ongoing USAID research in bilaterally supported Farming Systems Research. USAID emerged as a leader in supporting farming systems research in the 1970s and 1980s. One result has been the creation of a number of bilateral longitudinal data sets for specific countries. To date, however, there has been almost no attempt to analyze these data sets in any sort of comparative framework. Three of the Food Security unit supported studies" the Agricultural Productivity, Food Access, and Growth Linkages Studies" have emphasized the comparative analysis of these sorts of existing data sets. For an amount of money which is small compared to the total sunk costs, the unit has been able to analyze this data in order to explore new research issues.[5] One result has been to develop some of the first comparative analyses on growth linkages and their role in aggregate income growth and food security. Another result was to show clear returns to fertilizer.

(2) Has Developed some of the first Comparative Data on Growth Linkages based on African Data. The Food Security unit" funded comparative research on Growth Linkages (International Food Policy Research Institute), Growth Modelling (ABT, Harvard Institute for International Development), and Agricultural Productivity and Food Access (Michigan State University) Studies are developing some of the first data based analysis on the growth linkages and multiplier effects of public and private sector investment in agriculture. Earlier comparative research on this topic was based almost entirely on research in Asia, especially India. All four studies argue that earlier methods of calculating economic growth and growth linkages may have masked some very positive impacts to public and private investment in agriculture. This research is being used by USAID management and missions to justify increased agency, foreign donor, and government investment in agriculture. Collaborators claim that Food Security unit research is being used by field missions and host governments to support policy reform and develop food security strategies in six countries. A top agency administrator stated that the Food Security unit Agricultural Productivity Studies were used to reopen agency and World Bank discussion of fertilizer subsidies.

(3) Has Developed the empirical and analytical underpinnings for USAID's Food Security Strategy for the Horn. RSSA research on food security issues provided the empirical and analytical underpinnings for USAID's new food security and development strategy for the Horn of Africa. The Food Security unit research on food preferences in Zimbabwe and agricultural marketing and food aid in Mozambique is influencing agency thought about food security issues in areas characterized by long term crises.

(4) Has Increased the Development Impact of Earlier and Ongoing USAID Investment in Human Capital Development. Graduate and postgraduate agricultural education is another area where USAID has had considerable success. One of the indirect impacts of the Food Security

[5]. The total cost of the nine country studies that were funded under the Food Security in Africa Cooperative Agreement which expired in ember 1992 were $8,360,449. The total cost of the Food Security II Cooperative Agreement Add-ons is $4,677,931. A high percentage of the l Access comparative analyses are based on data which was collected through these grants.

unit's commitment to participatory research has been to channel resources to U.S. trained researchers. These resources have, in many cases, enabled these researchers to complete valuable work that they could not have otherwise. The cost of U.S. trained African research scientists immigrating to international institutions or being ineffective is extremely high both in absolute terms and the shadow costs of this investment which could have been used for other purposes. Another benefit has been to identify and test new researchers some of whom then continued their graduate studies in the U.S.. Michigan State University administrators argue that researchers who are identified in this fashion seem to be more likely to complete a Ph.D. program and to return to their home countries.

Projected Impact

Further comparative analysis of the Technology Development and Transfer unit rate-of-return studies and the Food Security unit growth linkages, agricultural modelling, and agricultural productivity studies could strengthen the argument for USAID and other donor investment in agriculture.

Some attempt to coordinate the forthcoming Agricultural Marketing and Agribusiness Unit (AMA) study of informal trade networks with the network and research activities being supported under the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa Project could increase African participation in conceptualization, implementation, and dissemination of that study. The same collaboration could increase the dissemination and policy impact of the AMA's agribusiness research in southern Africa where potential for developing agribusiness is probably greatest.

The successful implementation of the Regional Trade, Comparative Advantage and Food Security in Eastern and Southern Africa Project could inform national and international policy in ways that enhance the chances that the recent democratic changes in southern Africa will catalyze a wider process of dynamic regional growth and development.

The successful implementation of the Second Agricultural Transformation Symposium and the proposed five papers which examine regional differences in transformational processes through the Bamako-based Sahel Institute could increase donor and government awareness about regional differences in transformational processes. This information can help USAID and host governments develop more reasonable program indicators and timetables for agricultural programs.

D.2.7. Conclusions and recommendations

1. **Finding**: need to encourage interdisciplinary collaboration between and within units and activities.

Although the current trend of separating agriculture from environment may have made sense in the early stages of the project analysis, the separation is likely to limit the ability of the Natural

Resources Management support team to carry out comparative analysis in the phases of comparative analysis, dissemination, and evaluation. A cursory examination of the 1988‟1992 Development Fund for Africa report sections on natural resource management (Development Fund for Africa 1983: 58-62) lacks any sort of rigorous economic analysis of the link between natural resource management and broad based economic growth. In the absence of this type of analytical thinking, host governments are likely to regard natural resource management as a luxury they can ill afford once special donor programs are withdrawn.

Recommendations

(1) If possible, remove the artificial administrative and budgetary barriers that constrain interdisciplinary approaches to meeting the project goal,

(2) Encourage the preparation of briefing papers for specific clients (missions, management, programs) on cross-cutting topics like public vs. private sector involvement in market development (with the Agricultural Marketing Unit), innovative methodologies for assessing agricultural growth linkages (with Technology Development and Transfer unit), and the economics of sustainable land use practices (with the Natural Resources Management support).

2. **Finding**: need to increase agency awareness of the link between specific research activities and the PARTS project analytical themes.

The ability of the FSP supported research results to influence decision making of clients (e.g. governments, missions, desk officers, program staff, and top management) is diminished by the lack of clear Agency awareness of what the project is or how specific pieces of research relate to the project analytical agenda and themes. The same lack of brand identity makes USAID administrators confuse the highly participatory and focused Food Security and productivity unit activities with less focused, more diffuse centrally funded projects.

Recommendations

RSSA staff need to increase AID/W, mission, desk officer, and special program awareness of their association with the FSP and PARTS analytical agenda. Since FSP's needs and achievements differ from those of other units, this is an issue that needs to be addressed by the FSP staff themselves. Specific recommendations include these:

(1) Distribute a one page flyer that provides background information on PARTS and FSP (e.g., FSP's analytical agenda, initial research results, publications, and contact persons) to USAID and host government staff with which they collaborate.

(2) Develop a monthly list of FSP seminars and activities and a short list of interested individuals within the agency and other donors like the World Bank that might be interested in attending and/or being aware of these events.

(3) Communicate with African and U.S. collaborating institutions as well as collaborating officers in the global bureau about the critical importance of having the FSP, PARTS, and/or Food, Agriculture, and Resource Analysis Division's name associated with individual pieces of work and develop a standard format for citations in footnotes and bibliograpies. In their communication with collaborators, FSP staff should emphasize that this is not empire building

but directly affects PARTS capacity to continue this type of collaborative research.

3. **Finding**: need to develop short briefing papers and articles on individual pieces of research, research methodologies, themes, and countries.

FSP has developed a rich variety of research on controversial cutting edge topics. These same studies have developed innovative methodologies for assessing micro and macro level growth trends based on standard national income data and farming systems data. This information has not been fully shared with other units or Food Security unit U.S. and African collaborators.

Recommendations

(1) Develop a short paper that describe the policy implications of the research methodologies and results of the Growth Modelling, Growth Linkages, Agricultural Productivity, and Technology Development and Transfer unit rate-of-return studies for USAID, donors and host governments, submit if for review and publication in an appropriate journal in order to solicit feedback on the quality of the methodological issues being addressed.

(2) Ask collaborators to develop papers that describe some of the methodological insights they have gained about using national account data for assessing growth trends (Abt/Harvard Institute for International Development for the Growth Modelling Study), the problems and opportunities of reanalyzing existing farming systems data sets (International Food Policy Research Institute for the Growth Linkages Study and the Michigan State University for the Agricultural Productivity and Food Access Synthesis Studies).

(3) Develop one page briefing papers that describe the results of FSP supported research by country. This information can be used when dealing with desk officers and can provide a base for wider project exercise in cataloguing information by country.

4. **Finding**: formalize and clarify the link between RSSA travel and support to missions with the PARTS analytical agenda.

Mission requests for RSSA assistance with the design, implementation, and analysis of research has facilitated the FSP unit's ability to foster African and mission participation in the activities it supports. In particular, the strong RSSA contact with the missions has helped the RSSA staff to incorporate mission and host government concerns into the implementation and analysis of activities funded during fiscal year 1992 and fiscal year 1993 and into the conceptualization of the two new activities that started in fiscal year 1993. These activities need to be clearly identified with the project and linked to project agenda activities.

Recommendations

(1) RSSA staff should limit their temporary duties to activities which relate directly to the unit's three analytic agenda themes. Whenever possible, these activities should be acknowledged

by the mission, program, or desk officers that request the assistance.

(2) Temporary-duty trip reports need to outline how a specific activity feeds into an existing or an evolving activity under one of the three FSP research themes. RSSA should include in their own trip reports a standard form as an exercise in developing the existing and potential linkages between these activities and the core FSP analytical agenda activities and themes.

(3) PARTS should consider formalizing the FSP unit's extensive research on food security issues in the Horn of Africa by linking it to a non-funded analytical agenda activity under its food security theme entitled Long-term Crises and Food Security or Long-term Crises, Food Security and Development.

5. **Finding**: need to continue to support and refine FSP models for collaborative, participatory research

FSP has promoted the use of a variety of innovative models for participatory research. To date, however, this is not widely known within the agency or even PARTS.

Recommendations

(1) Develop a paper that analyzes FSP's experience with participatory research that emphasizes cross cutting lessons learned that can be discussed with other units and USAID management. A short vignette drawn from this paper should be submitted for the Development Fund for Africa Report emphasizing the linkages between DFA objectives 2,3, and 7 (DFA 1984: 14). The same paper should be discussed with participants in the World Bank‟ sponsored Bankwide Learning Process on participation in May 1994. A revised draft of the report could be submitted to a development journal.

(2) Encourage U.S. collaborators to work with (and to compensate) African institutions for editing, producing, presenting, revising, and distributing commissioned studies.

(3) Consider supporting the costs of collaborator travel to lower cost regional meetings or to conduct seminars at USAID missions and other relevant institutions in neighboring countries and require documentation of these dissemination activities and policy and dissemination recommendations stemming from them.

(4) Recognize institutions that go the extra mile on helping their African colleagues publish.

(5) Ensure that some sort of formal recognition for RSSA efforts to promote participation is considered in their annual employment evaluations.

6. **Finding**: help Winrock develop the policy impact of its innovative research grants program.

The African Rural Social Sciences Networks program is an innovative model for developing national capacity to implement high-quality policy research. To date, however, the program's

impact on policy change has been limited. This is a fact that the agency has attempted to rectify via the organization of at the program's annual workshop and a pilot national workshop on public policy.

Recommendations

Help Winrock develop the policy impact of the Rural Social Sciences Network by sending a cable or fax to missions in the countries that host network participants. Ask USAID missions (a) if they are interested in having the scholars conduct a formal or informal debriefing to one or more mission staff; and (b) if they could identify other donors (the Canadians, the German Technical Assistance Agency, the World Bank, etc.) that might be interested in the research. This information should be conveyed to Winrock so that the grants administrator can contact these field missions directly. Recent experience with national researchers studying the social and economic impact of the Onchocerciasis control program showed that national researchers were unable to contact the donors without passing through the hierarchy of their home institution and ministry. This hierarchy could be bypassed, however, if the donor was contracted directly by the World Bank or USAID. Winrock should equip all participants with extra flyers and newsletters to distribute to the agencies where they speak. These activities could be organized as a pilot that could be evaluated after one year and discussed at the annual Winrock conference for network participants and national workshops on research and public policy.

7. **Finding**: need to increase the visibility of gender and equity issues in parts funded research, networking and innovative grant activities

Relatively few African women have participated in FSP research except through the Rural Social Sciences Research Network. This trend is likely to continue as a only a small percentage of women have the means or social support to earn foreign graduate degrees. The dearth of women in tenure track or tenured positions is especially noteworthy in the field of economics where foreign degrees continue to be the first step toward prestigious posts, research and publication. This trend appears to be less true in fields like forestry, animal science, and agronomy.

Recommendations

FSP should continue to encourage its US and African collaborators to hire qualified women researchers. The invariable response, however, is going to be the lack of qualified candidates especially in the field of economics. In some cases, this statement is deserved. In other cases, there may be qualified candidates but they may, for the reasons outlined above, not be the best qualified. FSP might consider funding or co-funding a short-term expansion of Agency funding to the African Rural Social Sciences Research Program or the USAID African Fellowship Program to support three to four grants for women economists to conduct comparative research on a topic related to one of its ongoing research activities like the Food Access or Agricultural Productivity Synthesis Studies. Over a three-year period, the grants could identify nine to twelve qualified women economists whose insights could feed into future FSP, PARTS, and Agency activities. A steering committee led by two of the senior economists who have worked with FSP (Josué Dione of Mali and Kimsey Savadogo of Burkina) could chair a task force to oversee this

exercise.

8. **Finding**: need to translate reports and briefing materials

Few Food Security unit documents have been translated into Portuguese or French.

Recommendations

(1) Minimize U.S.-based translation as a strategy for minimizing costs and reducing some of the misconceptions that plagued farming systems research in the Sahel during the late 1970s and 1980s.[6]

(2) Consider using skilled junior African professionals with relevant local experience and good writing styles to rework English documents and consider adding them as co-authors.

9. **Finding**: develop an iterative model that enables FSP to monitor both direct and indirect impacts

The lack of effective tracking underestimates the impact that FSP sponsored research and temporary duty activity has had on AID/W, mission, and host government decision-making. This lack of tracking also reduces the ability of the project to transmit important research messages to receptive or needy audiences. This system needs to be flexible and to address but not be restricted to the categories outlined in the Project Paper.

Recommendations

The RSSA and the FSP unit direct-hire staff need to develop a simple system that allows them to monitor their analytical agenda and mission requested temporary duty research as well as the clients that consume FSP research products. Simple measures like a breakdown (by meaningful categories of clients not just the individual's unit acronym) of persons receiving documents, requesting help, or attending workshops would help Food Security unit staff monitor the distribution of research results to different clients. The same tracking system should be expanded to include information on the educational background and USAID supported training of African collaborators as a means of monitoring the unit's impact on USAID investments in higher education. This activity cannot be foisted off on other RSSA or support staff although these individuals may assist the RSSA staff with data entry, analysis, and presentation of the results.

[6]. See Louise Fresco. Comparing Anglophone and Francophone Aproahes to Farming Systems Research and Extension. Farming Systems ort Project (FSSP) Networking Paper No. 1. Gainesville, Florida: Institute of Food and Agricultural Sciences (IFAS). 1984.

D.3. Natural Resources Management

D.3.1. Introduction

Natural Resources and Development

Africa south of the Sahara presents a vast and varied landscape in which the many cultures have one characteristic in common. The great majority of the people, farmer, herdsman, and hunter-gatherer live close to the land. For most the use agrochemicals, machinery and irrigation is limited, lower than in any other world region. Use of these inputs is likely to increase slowly in the foreseeable future, except in peri-urban settings.

In the simplest of terms, three variables are at play in determining the contribution of a sustainable increase in agricultural productivity to human well-being:

Well-Being = f(Resource Quality H Technology H 1/Population)

Where:

(a) *Well-Being* includes quality and quantity of food available to producers (and consumers) and the income derived from the sale of agricultural products,

(b) *Resource Quality* refers to sustained soil productivity, water resources capable of sustaining both productive biological and human use functions and the maintenance of an array of intact ecosystems with their multiple functions,

(c) *Technology* encompasses the application of the biophysical, applied and social sciences to sustainable use and management of resources, and

(d) *1/Population* refers to the negative effect population growth on per capita availability of resources and the quality of resources supporting development.

The Natural Resources Management unit component of the project addresses elements of all three variables affecting well-being.

Currently, the quality of the natural resources base for development is declining. Diverse natural ecosystems are being converted to poor cropland and overgrazed pastures; the generally poor soils are being further degraded through erosion and leaching. The suffering of people and the land has been exacerbated by periodic widespread drought. Population is growing at rates that equal or exceed historic rates of food production increase. Improvements in agricultural technology account for an estimated 30 percent of the recent increases in food production, while some 70 percent can be attributed to bring new (and generally marginal) land under cultivation. These figures are educated guesses given the scarcity of reliable information.

Fortunately, there are grounds for hope as the result of changes affecting the variables in the equation above. Some of the favorable signs include:

1. Efforts to bring population growth in check are increasing through general and family planning education (particularly for women), increased availability of contraceptive devices, and parallel efforts to slow the spread of autoimmune deficiency syndrome.

2. Lessons learned and being learned about the policy framework and technological interventions for increasing the productivity of agriculture are being applied.

3. Awareness is increasing among agricultural development professionals and conservationists alike that sustainable, productive agriculture is essential to both economic development and the maintenance of African biological diversity.

The PARTS project addresses items 2 and 3 above. The Agricultural and Natural Resources Sector Objective Tree reflects the framework within which the Natural Resources Management unit should contribute to the strategic objective of sustained increases in agricultural productivity through the Natural Resources Management unit target of improved natural resource and environmental management.

Antecedent Programs

The Natural Resources Management unit component of the project is built substantially on the earlier Africa Bureau Natural Resources Management Support (the Natural Resources Management support) project. the Natural Resources Management support was initiated in 1987 contemporaneously with the launching of the Development Fund for Africa. The Natural Resources Management support project operational Agenda was a response to a Congressional mandate. An uphill struggle was waged to elicit Mission participation in Washington-designed activities. Many of the projects were short term and highly focused with little African participation. The February 1990 evaluation and November 1990 options study contained many of the recommendations from field and Washington staff that became the essence of the Analytic Agenda of the Natural Resources Management unit, the Environmental Protection unit components of the project in 1992.

Natural Resources Management

Analytic Agenda

Project funds field-based research, analysis, synthesis, dissemination and technical support in the broad areas of agriculture and natural resources management. All contribute to supporting Mission and Bureau objectives within the Development Fund for Africa. The Strategic

Framework of the Natural Resources Management unit supports sustainable rural development through improved management of natural resources while attaining such global environmental objectives as biodiversity conservation and mitigation of global climate change.

The Natural Resources Management Agenda encompasses three themes:

Theme 1: Enabling conditions for improving Natural Resources Management

Theme 2: Natural Resources Management practices and their impact on natural resource base productivity

Theme 3: Addressing global Environmental issues in Sub-Saharan Africa

(The activities completed, underway, and contemplated under the three themes are summarized in Figure Y of the Natural Resources Management unit from Food, Agriculture, and Resource Analysis Division Analytic Agenda 1992" 1994.)

The following questions are paraphrased from the evaluation scope of work.

Question 1: Has acceptable progress been made toward transferring useful information to USAID Mission and host Country decision makers contributing to improved natural resource and environmental management?

The short answer is "yes." Progress is being made, but it is too early in project life for detection of definitive indicators. A questionnaire addressed to Missions and collaborators received a better than 60 percent response overall, the Natural Resources Management unit related responses came primarily from Missions and direct beneficiaries of project funds in the U.S. such as Environmental Policy and Training Project, Developing Strategies for Fragile Lands II, Implementing Policy Change project, Environmental Planning and Management project, Biodiversity Support Program, MDS and the Decentralizing Finance and Management project. Thoughtful responses were received from the University of Ghana and the Advanced Centre for Environmental Studies in Nairobi.

At this early stage the project seeks to collate existing information, assess past experience and draw lessons learned, determine training and research needs, and identify linkages on a regional scale. The information assembled and analyzed itself, and the research and technical support that will derive from it, has a high potential for contributing to improved natural resources management.

Questionnaire respondents characterize the project as having too many players, priorities and interests. Unless strong technical management intervention is applied, there is a distinct possibility that the many parallel activities operating in different countries will become scattered. This would exacerbate the problem of lack of coherence among project components and further constrain the capability of the project to meet its strategic objective of sustained increases in agricultural productivity. This is addressed in more detail in the following section.

Question 2: Elaborate on the following issues:

D.3.2. Relevance

Responses from USAID Missions most frequently praised the short-term assistance provided by the Natural Resources Management unit RSSA staff. This is easy to understand; the highly experienced RSSA staff provided immediate solutions to problems at hand. Other Mission responses fell into two distinct categories: (a) praise for services that directly support something on the Mission agenda" an endowment concept in Madagascar and support to the National Environmental Action Plan development in Madagascar and the Gambia or (b) an appeal for support for Mission projects. The project can have more impact through an established activity rather than through regional level information gathering and analysis for information and analysis sake. Two USAID field respondents called for a more selective, focused, coordinated and demand-driven second phase.

There is tension over relevance between professionals working in USAID Missions and institutions and those operating out of Washington or elsewhere in the U.S. The team has not identified any intrinsically irrelevant activities either underway or proposed in the Natural Resources Management unit area. However, there are two planes on which relevance of the Natural Resources Management unit Analytic Agenda is being reviewed" relevance to the meshing of Bureau and Mission programs and overall relevance to achieving sustained increases in agricultural productivity.

Program relevance" Relevance to the program has much to do with:

(a) Focus" does the centrally funded activity address pressing issues related to the current Mission portfolio?

(b) Participation" Did the field stakeholders participate in the activity design and concur with the scope of work?

(c) Did the Global Bureau project officer and the project officer convey the same Scopes of Work to the centrally funded project manager and team?

(d) Timing" will information generated be available to be applied during the life of the project or a logical follow-on activity?

With regard to (a) relevance to current Mission portfolio, there are two answers. Some activities should be innovative, over the horizon as Jerry Wolgin called them, and not necessarily correlate with what a Mission is currently doing. However, if a solid majority of the activities are not relevant to, and endorsed by, the Mission, the project is likely to be in trouble because it will lack a powerful constituency. This problem exists in the eyes of some Mission respondents, and should be addressed. The over the horizon work that is potentially of great longer term value (and fun for some of the collaborators) must at least be tolerated by Missions and national institutions. This is likely to happen when Missions and other stakeholders are active participants

in the design and implementation of quality applied work directly applicable to current needs. With regards to (c), there is a high level of collaboration between the project and Global Bureau in defining Scopes of Work backed by professional handling of documentation and finances. Frequent turnover of key proponents of particular programs (d) can remove or dilute the program's constituency.

Overall relevance" The project team should reexamine the Objective Tree representing the Agriculture and Natural Resources Strategic Framework. It does not serve as an accurate model for what is actually happening. Synergistic interactions at the Target level are not occurring. Major successful activities in biodiversity conservation, climatic change research and nongovernmental organization development are unrepresented contributions to a goal distinct from the Sub-Goals and Goal topping the Tree. Major changes in how project operates are needed that would tend to reinforce the contribution of all components to sustainable, agriculture-based economic development and the conservation of diverse functioning ecosystems.

The overall relevance or importance of project thematic issues and activities to the agriculture and natural resources sector is a complex and delicate subject. The project paper lists three major types of environmental degradation in Africa:

- Soil resource degradation" both physical erosion and chemical erosion of nutrients through leaching

- Cover and biodiversity loss" loss or degradation of vegetative cover with accompanying loss of plant and animal diversity

- Degradation of the water resource" rivers, lakes, impoundments, estuaries and aquifers are deteriorating both as ecosystems and as sources of water for drinking, agriculture, industry and energy

The agricultural units address a very distinct suite of issues which include:

- Inefficient marketing systems" marketing controlled by the state has stifled competition, led to low commodity prices and production disincentives

- Weak support for agribusiness" closely allied to market failures outlined above is the slow development of agribusiness because of the lack of managerial skills, financial services and market information.

- Limited use of new technologies" national agricultural development institutions are poorly linked to international research centers and even more tenuously engaged with the farmers and agribusinesses

The three project agricultural agendas address important issues of agricultural development primarily from the perspective of economics and policy. These are issues of relevance to an urbanizing, developing Africa. The Natural Resources Management unit Agendas address issues

of relevance to agriculture as well" land tenure, policy and the Natural Resources Management unit practices" as well as conservation of biological diversity. These Agendas are more focused on the land, water and biodiversity problems of the other 80 percent of Africa that is rural, poor and underdeveloped. In any African country the rural and the urban are linked as part of an interactive system.

The project does not exploit the potential connection between the agricultural and the Natural Resources Management unit Agendas. Even within the Natural Resources Management unit activities there is a major gap between activities built around sustainable agriculture and those involving biodiversity conservation. The African Biodiversity Advisory Group has brought a uniquely African perspective to fostering land use policies and practices that conserve biodiversity and generate income. The traditional parks and protected areas management approach has a relatively low profile within this broader framework of sustainable use of biological resources. This radical shift in the conservationist Agenda is not recognized or reinforced by the activities of the rest of the project team and collaborators.

D.3.3. African participation

Many of the activities initiated in the first two years under the Natural Resources Management unit component involve synthesis and review, such as:

Indicator development	Review of economic analyses
summarization of lessons learned in land tenure activities	Expand the Agenda of the Multi-Donor Secretariat
Analyze impacts of conservation education	Case studies in policy reform
Consolidate the research Agenda of the Policy Consultative Group	Collate data on sustainable agriculture
	Assess impacts of long-term
Review of literature and evaluate options in resource accounting	processes on agriculture
	Strategic assessment of nongovernmental organization support activities

These activities were generally conceived by project staff and executed by U.S. based collaborators. African participation has been extensive as respondents, reviewers, interviewees, and as attendees and contributors at conferences and workshops. More substantive involvement has been achieved through:

- Participation in advisory groups such as the African Biodiversity Advisory Group,

the Network for Environmentally Sustained Development in Africa, the Natural Resources Information Consultative Group, and the Policy Consultative Group

- Participation as researchers in resource management case studies (Mali), National Environmental Action Plan study teams (Madagascar and Gambia)

- Participation in design of buffer zone studies (Uganda)

- Participation in training courses and in formal degree programs

In contrast to other units, the Natural Resources Management support unit has seen the project fellowship program as a major mechanism for incorporating African researchers into their program. From a pool of about thirty-five proposals, the Natural Resources Management unit selected two fellows for early 1994; another two are programmed to arrive this summer. These fellows have been deeply involved in interaction with professional peers working on projects and problems directly relevant to project activities in their own country. Reports from fellows indicate a high level of satisfaction. The difficulties in communications experienced indicate that greater lead time and more active recruiting would broaden the base of applicants and prevent last minute logistic problems. Unfortunately, we did not interview any of the Natural Resources Management support or other unit fellows.

The Biodiversity Support Program and private voluntary organization or nongovernmental organization the Natural Resources Management support activity both involve major African participation because of their strong emphasis on national nongovernmental organization management of projects and grassroots participant involvement.

Where participation has been limited is in the area of publication authorship. No African authors are listed under the Natural Resources Management unit in the ARTS/FARA April 1994 Publications List. The Land Tenure Center questionnaire response lists eight nonrefereed papers on project activities involving Africans but with no African co-authors.

D.3.4. Research

Research Agendas vary widely among activities, and range from being central to the innovative research grants activity to a minor concern of the Multi-lateral Donor Secretariat working with Network for Environment and Sustainable Development in Africa or for nongovernmental organization capacity building. A challenging divergence in research Agendas is found between Agriculture and the Natural Resources Management unit. Each is vital to the other, yet linkages are tenuous at best. The agricultural Agenda reflects the perspective of the economists who have shaped the Agenda" policy, trade, markets and research networks. This Agenda in turn reflects the dominant agricultural Agenda of USAID during more than a decade and, not surprisingly, the perspective of the dwindling number of agricultural professionals in USAID. Since the decline of farming systems and integrated rural development as an emphasis, support for the management

of resources that feed and generate income for the overwhelming majority of men and women in Africa has been entrusted by USAID to the international private voluntary organization community. This dichotomy is reflected in the project by the duplication of Agendas, staffing and collaborators.

A highly significant contribution of the Natural Resources Management unit has been to make the Assessment of Program Impact process a dynamic and functional contribution to development programs. Indicators are designed to capture credible, objective, and verifiable information on both intermediate measures of change in enabling conditions and on final impact measures. Two types of indicators used. Status indicators measure trends in the status of the natural resources base as feedback on the sustainability of a specific development intervention. Program indicators give broader measures of progress to decision makers. The conceptual basis for a monitoring and information management system exists. When such a system is put into operation in Washington D.C. and in the field the process of gathering Assessment of Program Impacts indicators will have a more substantive function and reflect more emphatically the contribution of the project to sustainable development.

D.3.5. Dissemination

The project paper states that effective dissemination of project generated-information is required to achieve the project purpose (p. 000-000).

To date the most effective mechanism for disseminating research results to missions and desk officers appears to be through mission requested visits by the RSSA staff and Food Security officers. RSSA staff have been very effective in face-to-face communication of project experiences and information while carrying out their technical support missions. Long-term follow-up to these mission contacts and desk officer contacts has been hampered by the absence of user friendly written documents.

The primary mechanism for disseminating the written findings of project sponsored research and analysis has been through mimeographed research monographs as well as the project publication series. In addition a few of the older studies (i.e., studies that build on earlier bilateral mission research) have generated shorter articles and conference presentations.

Dissemination of project products is also sometimes carried out by the institution or project receiving partial funding from the project. World Resources Institute's Natural Resources Information Consultative Group and Policy Consultative Group, for example, have no specific dissemination strategy, although project-funded studies are incorporated into the World Resources Institute library and subject to institutional dissemination, which includes free copies to any African individuals or African institutions that request them.

The Biodiversity Support program indicates that publication of results was not specifically called for under their grant nor was translation. Under relatively small grants the cost of publication, translation (if appropriate) and dissemination can easily amount to a quarter of the grant. Funds

from other sources were used on several of the documents produced. It appears that the project has not emphasized dissemination in the various activities it has supported.

D.3.6. Impact

Efforts to assist Missions develop indicators of progress toward achieving Assessment of Program Impact have been particularly effective. Functional linkages between management interventions and ultimate increases in agricultural productivity have been established and measured.

The broadened and Africanized Agenda for biological diversity conservation establishes a firm base for integration of biological contributions and concerns into the mainstream of development in Africa.

Support to the National Environmental Action Plan process through the project, both regionally and nationally, has enhanced its technical performance and influence.

D.3.7. Findings and recommendations

1. **FINDING**: the Natural Resources Management unit research needs to be innovative and crosscutting

Early research has included appropriately an emphasis on assessments, comparisons and lessons learned. There are numerous topics worthy of the Natural Resources Management unit research, particularly true at the interface of the Natural Resources Management unit and agriculture. It may be that current collaborators do not have a strong research tradition. An analytical project should also be exploring new ground.

Recommendation

Have an external peer review and evaluate the assumptions upon which the project Analytic Agenda is based and offer suggestions for new directions. Ideas include: (a) Will improvements in agriculture, forestry and well-being in the buffer zones of protected areas result in more, or less, incursions into the protected area? (b) How can knowledge of the human carrying capacity of a region with a given access to technology and services be used to guide the efficient allocation of limited donor assistance resources? (c) How does government institution downsizing aspect of structural adjustment affect the viability of natural resource and biodiversity-oriented institutions that do not lend themselves to privatization?

2. **Finding**: the Environmental Protection unit and the Natural Resources Management support

activities should be exempt from the focus and concentrate mandate.

The Focus and Concentrate dictate to Missions has resulted in biodiversity, environment and even agriculture being dropped from Mission portfolios. It is difficult to imagine a country where the quality and productivity of the natural resource base does not play a vital role in sustainable development. In addition, dropping the Natural Resources Management unit complicates the participation of Missions in project activities, reduces the potential for buy-ins, and places a burden on the project in meeting more of the Development Fund for Africa environmental earmark.

Recommendation

Initiate a dialogue with Africa Bureau Assistant Administrator urging the exemption of Missions from restrictions on including biodiversity and natural resources and environment activities in their portfolios because they are Development Fund for Africa mandated, crosscutting elements in any Mission program addressing sustainable development.

3. **Finding**: participation is high in the Natural Resources Management unit, but activities has outstripped dissemination

Many of the activities of the Natural Resources Management unit have high involvement of Africans as contributors, respondents, reviewers, attendees, interviewees at workshops, conferences and meetings, often organized through private voluntary organization or nongovernmental organization networks. The Natural Resources Management unit in particular maintains close contact with its various collaborators on a frequent basis, which improves the quality of synthesis and interchange during periodic conferences and workshops. The use of advisory groups and networks is extensive and leads to substantive involvement in the activities of the Natural Resources Management unit. The preparation, translation, publication and dissemination of the results of the many activities has lagged behind.

Recommendation

The use of African-based networks, associations, and private voluntary organization or nongovernmental organization groups should be encouraged, however, if the budget is fixed, the number of activities should be cut back to assure that full dissemination can be funded.

4. **Finding**: biodiversity and Assessment of Program Impacts indicators not integrated

Assistance is being provided to Missions to improve their definition and use of indicators in their Assessment of Program Impact. The objective tree analysis used (for Mali and Niger, for example) makes no reference to relevant biodiversity considerations being studied concurrently by the Biodiversity Support program. The Africanization of biodiversity conservation under the project should be taken into consideration by the rest of the team.

Recommendation

Develop a collaborative activity to effectively integrate biodiversity considerations and indicators into the Assessment of Program Impacts process.

5. **Finding**: Global Bureau the Natural Resources Management unit-related projects are uncoordinated

The array of the Natural Resources Management unit-related projects cover a variety of themes and approaches. There is little attempt to coordinate their staffing and activities to better serve clients in the Africa Bureau. Each of the contracts or grants has core funding which could be used to coordinate expertise.

Recommendation

The findings and recommendations of this evaluation should be reviewed jointly by project staff, Global Bureau project officers and key centrally funded project staff members. Such collaborative efforts can identify where good initiatives are functioning incoherently. A glaring disjunct internal to the Natural Resources Management unit occurs among Biodiversity Support efforts in sustainable resource management, development of indicators of agricultural sustainability to measure performance impact (Assessment of Program Impacts indicators), and supporting policy dialogue. A quantum increase in effectiveness of USAID support to the National Environmental Action Plan process could be achieved through coordinated effort. Lack of coordination between the Natural Resources Management unit and agricultural activities is even more pronounced. Actions taken will be far more effective if project management recommendations are acted upon.

D.4. Agricultural Marketing and Agribusiness unit

D.4.1. Introduction

The Policy, Analysis, Research, and Technical Support (PARTS) project was started in May, 1992. The specific goal of PARTS is to contribute to sustainable increases in African agricultural productivity through more effective development strategies, policies, programs, and projects in key areas in the agricultural and natural resources (ANR) sector. The project was organized to address the three productive components of ANR, namely agriculture research, marketing/agribusiness, and natural resources. Two cross-cutting issues were also incorporated into the project - environment and technology.

The purpose of the PARTS project is to increase the utilization and influence of information and analysis for ANR policies, programs, and projects in Africa South of the Sahara. PARTS activities are organized into units corresponding with the five items above - three components and two cross-cutting issues. Each unit is further organized in an analytical agenda cycle which consists of issues identification, strategic planning and agenda setting, implementation of research, analysis, dissemination, and evaluation.

Under PARTS, issue-oriented research and analyses will cover sectoral, cross-sectoral and synthesis studies, and impact evaluations. PARTSs' research and analyses will contribute to a variety of needs for missions, host country governments, African institutions, and African scholars; these studies will range from sectoral assessments, policy reform reviews, program assessments, to specific analytical studies. The PARTS project funds field-based field analysis, synthesis, and dissemination on priority issues, using projects and resources through the Global Bureau.

D.4.2. Background to AMA

The African Development Support (ADS) project (approved in May, 1989) was the immediate predecessor to the AMA Unit of the PARTS project. It funded a RSSA, Tom Herlehy, who worked on a variety of research, analysis, evaluations, and technical assistance activities in support of the agriculture and natural resouces sector. The management of AFR/TR/ANR wanted to develop guidance documents for all critical subsectors of ANR. These were described as strategic frameworks for the five areas that eventually became the units of PARTS.

The interest of the ANR Office was to develop such a framework to guide the Bureau in the work it was beginning to do in agribusiness. Therefore, the first agenda item was to develop the strategic framework, using Herlehy and R&D (now Global) collaborators. Work on the framework was begun almost immediately, under the ADS project. In addition, a large number of TDYs were carried out by the RSSA under ADS in furtherance of agribusiness activities occurring in the missions. These activities fed into the development of the framework, described more fully in the next section.

D.4.3. AMA Activities

The initial activity of the AMA Unit was the preparation of the strategic framework for agricultural marketing and agribusiness development. This framework was completed in January 1991, prior to the actual beginning of the project and unit, under the auspices of ADS and the guidance of the RSSA used in that project. It was published under the Office of Technical Services, Publication Series as No. 91-1, although now listed as an output of the PARTS project, AMA Unit. The strategic framework takes a broad approach to agricultural marketing by defining it as a process by which inputs are delivered to farmers, output is collected from farmers and commodities are transformed before being delivered to consumers." (p. 5) Value is added during the marketing process by enterprises which transform the produce; these are called agribusinesses. The businesses engage in many marketing activities, among which are transportation, storage, pricing, promotion, and distribution. An efficient agricultural marketing system performs many functions, some of which are the following:

- transmits **information** to the producer about demand
- deliver a mix of **inputs** to the farmer
- collects and pays for the **output** in a timely manner
- acts as the **conduit** for products moving from the farmgate
- **adds value** to products in their movement from producer to consumer
- transmits **information** to consumers and to agribusinesses
- compensates producers and marketing agents with **incentives**, especially higher incomes and opportunities.

The approach suggested in the strategic framework is based on improving three basic elements in the marketing system and is driven by four underlying concepts. The approach, emphasizing the importance of competition as the optimal method to improve market efficiency, is in agreement with the priorities of the Development Fund for Africa (DFA). The strategic framework shares some of the strategic objectives and targets of the DFA, specifically Targets 1-2, 1-3, 2-1, 2-2, 3-3, 4-3, and 4-4 (see FY 1992‟93 Analytical Agenda, April 1992).

The framework suggests that, while technical and environmental problems must continue to be addressed, a major cause of poor performance of the agricultural sector has been the inefficiency of the marketing systems and that improving agricultural marketing systems can have a significant beneficial impact on incomes, foreign exchange earnings, domestic consumption, and food security. The framework further suggests that private agribusiness firms and supporting financial services have a critical role to play in the development of more efficient agricultural marketing systems. To assist in obtaining this efficiency, more empirical information is needed regarding the specific policies, regulations, institutions, and services that can best promote more efficient marketing systems and private agribusiness growth.

The strategic objective of promoting agricultural marketing and agribusiness development is to improve the performance of the agricultural sector in Africa South of the Sahara, contributing to sustainable increases in agricultural productivity. Improving market performance involves increasing the efficiency and lowering the costs of market activities. To do this, the strategic framework focuses on three basic elements of the marketing system:

1) The macroeconomic and sectoral **policies** and **regulations** that affect marketing activities and help determine the incentives available to participants;

2) the **infrastructure** (including institutions and supporting services) that is necessary for marketing activities to take place and expand; and

3) the **market participants** themselves, especially agribusiness, that engage in marketing activities.

If the marketing system is to become more efficient, all three elements must perform well.

The strategic framework is also based on four key concepts:

1) **Stages of market growth** - The framework suggests that marketing systems go through five stages of development, with each stage posing different constraints and requiring different actions.

2) **Competitive markets** - Derived from empirical evidence, the most efficient markets are those with a high degree of competition; therefore, an agricultural marketing strategy should support a high degree of private sector participation in marketing activities, especially agribusiness.

3) **Comparative advantage** - Countries in Africa South of the Sahara have a comparative advantage in production and marketing of many commodities, with potential to yield significant economic benefits.

4) **Value added** - One of the most important functions of an agricultural marketing system is to add value to commodities; value is enhanced when entrepreneurs transform commodities over space, time, or form.

The framework lays out the application of the elements and the concepts in a program of analytic assistance. This program incorporates four of the traditional functions that USAID can perform. These are to conduct analyses, support policy and regulatory reform, provide technical assistance, and provide training. Building on these general functions, the framework lays out the process to follow when a mission decides that the most critical constraint to agricultural development is the inefficiency of the agricultural marketing system. Essentially, the process involves a thorough analysis of the various commodity marketing systems, meaning measuring the relative level of efficiency in the commodity market systems and assessing at what stage of development the commodity marketing system is.

As the PARTS project was undergoing the approval process, several activities were underway. These activities were organized by the Analytical Agenda adopted by AFR/ARTS as the one for 1992"93 (April 1992), set out as two themes. Each theme incorporated the activities of that topic. Below is a listing of the themes for FY 1992, FY 1993, and FY 1994.

Fiscal year	Theme	Activity
1992	AMA-1/Approaches to Improve the Efficiency of Agricultural Marketing Systems	1a./Constraints to agribusiness development
	AMA-2/Approaches to Increase Private Agribusiness Activities	2a./Financial services promoting agribusiness development
1993	AMA-1/Effectiveness of Agri-business Development Programs in Africa South of the Sahara	1a./The dynamics and operations of regional networks 1b./Monitoring and impact assessment of innovative approaches to agricultural marketing systems development
	AMA-2/Relationship between Agri-cultural Marketing Development and Effective Financial Systems and Services	2a./Effectiveness of financial services for agribusiness development in Africa South of the Sahara
1994	AMA-1/Effectiveness of Agri-business Development Programs in Africa South of the Sahara	1a./The dynamics and operations of regional trading networks 1b./The impact of USAID and non-USAID assistance on private agribusiness development in Africa South of the Sahara
	AMA-2/Relationship between Agri-cultural Marketing Development and Effective Financial Systems and Services	2a./The operation of rural financial institutions and economic policy re-form programs

Thomas J. Herlehy (a RSSA funded by the African Development Support (ADS) Project, the immediate precedessor to PARTS) visited Uganda, conducted a study of the mission's Agricultural Nontraditional Export Promotion (ANEP) project (October 1991), wrote an article for Frontlines (March 1992), and drafted a concept paper from the experience (April 1992). In July 1992, he organized a Conference on Agricultural Marketing and Agribusiness in Africa. The Conference was attended by 146 individuals, representing eighteen missions and the two REDSOs as well as a wide range on organizations interested in agribusiness development in Africa. These documents are the initial outputs of the AMA unit, and are listed on the ARTS/FARA Publications List.

The AMA Unit undertook a review of USAID portfolios of policy, marketing, and trade for twelve countries in 1992. During the first phase effort of the review, an entirely desktop study

was done. The countries were Cameroon, Ghana, Guinea, Kenya, Madagascar, Mali, Niger, Rwanda, Senegal, Togo, Uganda, and Zimbabwe. In the second phase, fieldwork was done for five of the twelve" Cameroon, Kenya, Mali, Niger, and Uganda (see the September 1992 reports). A list of additional analytical agenda items was a part of the synthesis report.

On the financial markets portion of the AMA, a comprehensive literature review on financial markets and agribusiness development was undertaken, resulting in a twelve hundred item annotated bibliography. Because of the size of the output, a smaller, selected annotated bibliography of the approximately 250 items was done, reflecting the work of the 1980s and 1990s. From this literature was drawn fourteen lessons learned and a research agenda divide into short-term and long-term concerns. The short-term strategy includes two types of studies: (1) a set of selective case studies of emerging agribusinesses engaged in input and output marketing and (2) an examination of the relationship between formal financial institutions and key agribusinesses. The long-term strategy focuses on an expansion of and improvement in formal finance, with research on ten key areas (1) to determine the reasons responsible for the wide range of problems and failures that have occurred, and (2) to identify policy changes and/or innovations that will improve performance.

To enhance the analytical guidance and to provide better technical support to the field, the AMA Unit initiated a series of empirical studies of the issues affecting marketing and agribusinesses with specific commodities - maize in Zambia, oilseeds in Zambia, fruit juices in Kenya, and tobacco in Malawi. In addition, some external markets were analyzed for the possibilities of export - the European market for mango and Portugal for fresh agricultural produce from Guinea Bissau. Two of these studies have been identified as success stories (See the vignettes below under Research).

In implementing these activities, the AMA Unit has relied primarily on two projects of the Global (formerly R&D) Bureau; the specific details are below. In addition, one activity has been done by Volunteers in Overseas Cooperative Assistance (VOCA). Finally, the Unit has one direct-hire (who is unable to travel to the field because of lack of travel funds) and two RSSAs. RSSAs travel extensively, in support of mission needs.

The expenditure pattern has been as follows:

Fiscal Year	Theme	$ (in thou-sands)	Contracting mechanism	Project/ contractor
1992	1.a.1. Constraints to agribusiness development	300	PIO/T	AMIS/Abt Assoc.
	1.a.2. Constraints to agribusiness development	180	PIO/T	VOCA
	2.a. Financial services promoting agribusiness	300	PIO/T	FIRM/OSU

	development			
1993	1.a. Dynamics and operations of regional trading networks	200	PIO/T	AMIS/ Abt Assoc.
	1.b. Opportunities and constraints for agribusiness development	200	PIO/T	(FHA/PVC)
	1.c. Impact of USAID assistance on private agribusiness development	100	PIO/T	AMIS/Abt Assoc.
	2.a. Dynamics and fundamental links between formal and financial services	200	PIO/T	FIRM/OSU
	2.b. Financial services for agribusiness development symposium	200	PIO/T	AMIS/Abt Assoc. [?]
	2.c. Effectiveness of innovative approaches to financial market development	100	PIO/T	[???]
1994	1.a. Dynamics and operations of regional tradinig networks	300	PIO/T	AMIS/Abt Assoc.
	1.c. Impct of USAID assistance on private agribusiness development	250	PIO/T	AMIS/Abt assoc.
	2.a. Operations of rural financial institutions and economic policy reform programs	250	PIO/T	FIRM/OSU

D.4.4. Evaluation Issues of AMA

D.4.4.1.1. What are the indications the PARTS project is progressing towards achievement of purpose-level project objectives?

The purpose of the technical personnel in the PARTS project is to assist the missions to solve their specific analytical needs on topics relevant to the Unit topic and within the Analytical Agenda of that unit. The research conducted by the collaborators has a longer term purpose, responsive primarily to the Analytical Agenda, but may also serve specific mission needs during periods of TDY by collaborator personnel.

Perhaps the best indicator that the AMA unit is transferring information that has an impact on USAID decision makers is to examine the Assessment of Program Impacts (APIs) for the countries that are now incorporating marketing, agribusiness, and/or financial services activities as a part of their portfolios. The Strategic Framework suggests a relative large number of

illustrative indicators for agricultural sector strategic objective; measures of the linkage between marketing and agribusiness and the agricultural sector objective; measures of the marketing and agribusiness objective; the impact of market system performance; and the impact of marketing and agribusiness programs and projects on other sectors. Many missions are now implementing agricultural marketing and agribusiness development projects based on ideas and recommendations of the Strategic Framework. These are Ghana, Gambia, Uganda, Kenya, Madagascar, Chad, Niger, Mali, Guinea, Malawi, and Zimbabwe. Additionally, a number of missions have now added significant indicators relating to one or more of the categories above. These include the missions in Cameroon, Ghana, Kenya, Mali, and Uganda. The specific list of indicators do not produce a common set because they are adapted to the particular country and the data available at the time the strategic objective was adopted by the mission into its portfolio. They do, however, suggest that the ones chosen are related to the larger, more comprehensive list developed in the Strategic Framework in 1991.

D.4.4.2. What are the current answers and bases for each answer to the following?

Relevance - Has the project identified issues that are responsive to the needs of Africans and other clients, including USAIDs? Are these issues of regional significance?

The AMA Unit has three fundamental items which has helped to identify issues, themes, and activities. The first is the Strategic Framework, developed in 1990 and published in January 1991, which establishes the general parameters for the Unit. The second was the USAID Conference on Agricultural Marketing and Agribusiness Activities, held in June 1992, out of which came a large list of possible analytical agenda items primarily focussed on the marketing and agribusiness theme (No. 1). The third item was the review of literature on financial markets, completed in 1993. The synthesis paper form that review established a large list of possible analytical agenda items.

These documents provide a solid framework and set of research issues of relevance to the AMA Unit's objective of improving the efficiency of marketing systems in Africa. It is not clear, however, how this large and rather impressive list of possible topics is reduced to the two or three activities that the Unit is pursuing. The process that picked certain items as priority ones for investigation and research was not apparent. Presumably, these are ones that were of interest to missions and/or African institutions, but there is no independent evidence of this. There was large participation in the Conference, with a wide mix of Africa Bureau personnel, USAID representatives, agribusiness companies, and African institutional and individual personnel.

The importance of the work of the AMA unit, and specifically the Strategic Framework, is evident in the use of the Framework by CDIE to develop an analytical agenda for its recent world-wide evaluation of USAID agribusiness programs and projects. The RSSA funded under the ADS project worked with CDIE in the design of the evaluation. In addition, ANE and PRE Bureaus asked for copies of the Strategic Framework as guidance in developing their own strategies.

Finally, some African institutions are benefitting from the Framework and utilizing it in their

approcah to agribusines development. An example is the Export Policy Analysis and Development Unit (Ministry of Planning) and the Export Promotion Council (Ministry of Commerce) in Uganda. The success story on Kenya (below) includes others.

African Participation - How well has the project succeeded in involving Africans in the process: issues identification, research, dissemination?

The issue of participation is a bit of a problem in this project. There are several reasons for this. **One** is that PARTS is very different from the conventional project, in number of ways. It is an analytic and research project with five different foci (units). These could easily stand on their own as individual projects, if done in the conventional way. **Second** is that the foci (units) have very different precedents. The FSP unit and the TDT unit have a number of activities conducted by the Bureau which act as predecessors to the current units on the topics; other units have little prior activity, in particular AMA and ENV. This fact alone makes for a very different network that the foci have to call upon in Africa. **Third** is the different starting times of each focus, or perhaps better stated, the different stage of development in which one finds each focus. TDT has a much higher level or stage of development than AMA because of the antecedent activities, the networks (research or IARCs) into which it `plugs,' the investments in human resource development (training) which have taken place in prior years and now can benefit TDT in a direct way when looking for African input. **Fourth** is the different sources to which a focus (unit) might go for African input and participation. Other parts of the productive components, particularly agricultural research, have institutional voices in Africa in the form of national research institutes or centers. Marketing and agribusiness has few, at best; what voice does one consult for the private sector, especially the small entrepreneurs? It somehow does not seem reasonable to judge all foci by the same criteria, or subject them to the same optic.

One final point on participation - It might be possible to increase it in PARTS, even for AMA, if African organizations were used somewhere in the project. Why does the project not contract directly with African organizations to do some of the research? There is some indication that the institutions are there, and that we might look at the way that Africa Bureau Economic Affairs (EA) has done grants. Examples of institutions are universities, African Economic Research Consortium (Nairobi), a research unit in Ghana, and possibly institutions in the USAID-funded University Linkage Project.

The AMA Unit has involved Africans in issue setting and development in the Strategic Framework, as evidenced in their participation in the Conference and their presentations at that conference. It is more difficult to find evidence of their involvement in the research, but they are often listed as co-authors on the reports of the Unit, especially with the marketing studies (for example, the studies on maize and oilseeds in Zambia).

There are two major conferences planned for later this year, ones to report on the findings of the studies on the financial systems and services. These are to be held in Abidjan and Harare, and will involve participants - mission and Africans - from all countries in Africa South of the Sahara.

Many of the mission staff had a rather high level of participation, although it is not easily

seen. In those missions which received TDYs from one or more of the RSSAs (from ADS or PARTS), they had direct interaction through drafting SOWs for analysis and research, working with analysts from collaborating projects of Global who were on TDYs to the mission, and in reviewing draft and final reports. To the extent that African institutions were involved (like the ones in Uganda), they too would have high involvement. This level of interaction is not reflected in the official documents of the unit. This also points up the need to establish a tracking system to capture these interactions.

Research - Have the research activities been consistent with the criteria specified in the project paper. How do clients assess the quality?

The AMA Unit's research themes has remained the same since the beginning, and the activities under each theme have remained relatively constant. These are consistent with the criteria of the project paper.

The output of the AMA has been relatively small and limited in its application, primarily to missions and their programming needs. The returned questionnaires (though only six in number) speak to the quality of the outputs; it seems to be good. Perhaps a better example of the quality is evidenced by two success stories.

Vignette No. 1

Agricultural Marketing and Agribusiness (AMA):
Studies of European Markets for African Produce

Under the Agricultural Export Marketing Study (AEMS), PARTS funded studies on two commodities (out of seventeen examined). The studies addressed the European market for processed mangos and the market in Portugal for fresh agricultural produce from Guinea-Bissau. AEMS represents the first time that field Missions in West Africa have pooled resources and collaborated in a regional agribusiness study. Of the seventeen commodities studied, twelve were selected for further exploration and six for serious consideration. The study was conducted by Development Alternatives Inc., under a IQC delivery order, financed by the USAID Missions collaborating in the AEMS.

The findings by Abt, an AMA collaborator, suggest that West African countries currently producing mangos should not look to Europe as a market to absorb a mango surplus. Currently, the world market for mangos is saturated. This situation has been exacerbated by the collapse of the Eastern European market for Indian mangoes, which has led to predatory pricing by Indian exporters in the Western European markets and elsewhere.

As for the market in Portugal for Guinea-Bissau's produce, it was found that Portuguese importers and wholesalers have a favorable impression of the quality and capability of exporters in Guinea-Bissau. The problem, however, for any new entrant in an overseas market is to gain

confidence and assurance among importers that they are a reliable and consistent supplier of produce, and in the quantities desired. Such confidence can only be gained after a long period of commercial interchange. The issue for Guinea-Bissau exporters is to find niche markets and prove that they are a reliable supply source, and are capable of meeting European environmental standards.

At the conclusion of the AEMS Study, REDSO/WCA convened a workshop to announce the findings and to discuss ways that the collaborating missions could use the study results. Missions are now using the results to address issues of supply and demand in the European Market for the seventeen commodities. The Workshop offered different perspectives as to how Missions could collaborate on issues that are more efficiently handled on a regional basis.

Vignette No. 2

Agricultural Marketing and Agribusiness (AMA):
Study of Constraints in Kenya's Fruit Juice Processing Industry

Many African entrepreneurs are reluctant to invest in new private sector opportunities. USAID and host country governments want to help, but they don't know what skills, information and support services are needed. In Kenya, PARTS funded a study that brought government, private sector and USAID personnel together and initiated ongoing support for agribusiness development.

The research identified constraints in Kenya's fruit juice processing industry. Abt Associates, an AMA collaborator, teamed with the Agribusiness Association of Kenya and worked under a buy-in to the Agricultural Marketing Improvement Strategies (AMIS) project. In August, 1993, AMA assisted in organizing a workshop in Kenya to disseminate research findings.

The research indicated that there are several agro-processing enterprises with the technical capability to deliver high-quality products to overseas markets. Some of these enterprises have already begun to export fruit juices to various European markets. The constraints that these enterprises faced are lack of consistent supplies and quality of fruit purchased (they buy primarily on the spot market), a lack of technical knowledge of the proper equipment, and nonadherence to environmental and sanitation standards. For some, insufficiency of working capital was a major constraint.

But the research served several other purposes. The Agribusiness Association gained valuable visibility as it identified Kenyan business people, ministry staff, fruit growers and traders who assisted with the study. The Association was beginning a membership drive and wanted to demonstrate capability to address the concerns of potential members. USAID/Kenya used the workshop to introduce the Kenya Export Development Support (KEDS) project, a bilateral project that offers technical assistance to firms, especially in the horticultural sector. A secondary purpose of the KEDS project is to assist in institutional-building of the trade association, with a principal focus on the Kenya Association of Manufacturers. The study helped

identify promising firms to receive this assistance.

Following the workshop, USAID/Kenya decided to fund the Secretariat for the Agribusiness Association to encourage the Association to continue its work of presenting the views of the private sector to government, and its association-building agenda.

Dissemination - Have a variety of dissemination strategies been identified? Do the strategies identify specific clients?

The AMA Unit pursues basically two dissemination strategies - the distribution of the publications and the holding of conferences. Invited to the latter are potential users of the outputs of the Unit.

It is curious that the project regards dissemination as a function of the AMEX support contract. Dissemination should be considered an important intellectual task, just like other work in the analytic agenda. It requires a game plan, to know the client(s), to track usage, and to repackage. A RSSA should be intimately involved in all aspects of dissemination. A useful example of RSSA involvement is the multi-colored brochure that NRM did out of Technical Paper No. 5. It would seem to be an important function of the AMA Unit to develop a similar brochure for the highly regarded, but long Strategic Framework.

Management - Has the PARTS project developed an information system for tracking project inputs, outputs, and impacts? Has the Office of ARTS/FARA been able to manage satisfactorily the level of resources provided under the project to date?

The PARTS project should be seen as an umbrella project, shading five related foci. The obvious link among all the foci is at the project level. There should be someone there who overseas the operations of all, can see the big picture, and is able to coordinate between the foci. It is unreasonable to expect the units to collaborate because institutionally they are structured to compete. This competition need not be for dollars (given the way funds are allocated), but may be for leadership over analytical agenda items and activities. There needs to be technical coordination/interpretation at the Project Officer level. This could be supplied by a coordinating, senior technical RSSA.

Of all the units, it seems that AMA is the least tied into missions, the least tied to collaborators, and the least linked with the other units. On the surface, it would seem that the AMA should have natural affiliation with FSP and TDT, because they are all involved in the agricultural dimensions of the project. They should, for example, all unite on looking at the consequences of agricultural policy reform (Theme 2.a. in FY 1994) or the duplication in the regional trading networks (Theme 1.a. in FY 1993 and FY 1994). There is some evidence that cooperation has taken place (on mission activities, on behind the scenes analytical research, and on design elements of mission initiatives), but has not been caught because of the lack of an information system that would capture it. There was cooperation between the AMA Unit and FSP and TDT for the 1992 Agribusiness Conference. Additionally, the RSSA for AMA assisted

TDT in developing their Strategic Framework. And there has been inter-unit cooperation on specific mission activities; for example, TDT worked with AMA in the design of an innovative project which combines marketing efforts and agricultural technology development (the USAID/Uganda IDEA project). Much of this can be attributed to the relative newness of agribusiness (compared to the other units) and the different institutional base (collaborator and African) that the unit can access.

Additional concerns about the operations of Global arose. The new Centers in Global need to be transparent at two levels; that is, they must not become sealed between Centers and the projects in each Center must not define their agenda as distinct. Projects should become entities that have a technical focus, but are not operationally divided from problems. It is fundamentally an issue of thinking as a team, but managing through a project for resources. There is a concern that the new Center framework does not encourage teamwork between the Centers nor between projects. This will not be consistent with the rightsizing, reorganization, nor the reinventing government exercise.

It appears that an issue in PARTS is the budget differences among the units. Is the question one of equity (in which case all units get 20 percent of the project budget)? Is it one of activity (in which case the one with the most activity gets the most)? Is it one of responsibility/mandate (in which case, the ones with the greatest mandate gets the most)? Is it one of importance - in technical terms (in which case, the one with the greatest importance gets the most)? If budgets are equated with importance, then the units will be driven to compete and collaboration will be reduced. This apparent competition could be reduced if there was someone responsible for overall priority-setting.

Impact - What are the initial and potential uses of project-generated information?

The same point as mentioned under participation could be made about outputs, impact, and measurement. In addition, the summary measures do not seem to be gained with the same ease when looking at marketing and agribusiness. The best source might be looking at APIs to assess the impact that AMA might be having in missions. A second possible source, although not systematic, might be comments from mission personnel regarding outputs of the AMA unit and the impact this had in a particular situation (see comments from Shaul in Kenya regarding the mango study by AMIS). A third measure of impact would requests made by African researchers and others for documents of the AMA. For examples, see the Research section above.

D.4.5. Conclusions

1. There needs to better cross-unit collaboration. Collaboration is presently hampered, partially as a product of the institutional structure.

RECOMMENDATION: (1) Re-group the foci of PARTS; (2) create a senior technical position to help coordinate among the units; (3) develop project priorities among the activities of all the units.

2. An important element of the project is to encourage African participation; however, it seems

that the foci of the project are sufficiently different such that a single ctrierion cannot be applied to measure this.

RECOMMENDATION: Structure the participation criteria to the foci.

3. PARTS uses the Global Bureau projects to implement the activities of their foci; yet, there is little substantive involvement of the Global Bureau personnel in developing these activities.

RECOMMENDATION: Create technical discussion groups that involve the Parts and Global personnel.

4. The AMA Unit has developed a highly useful document in its Strategic Framework. It has received rather widespread distribution, but has not achieved its potential, especially among decision makers.

RECOMMENDATION: Create short, attractive, and informative brochures of critical documents for distribution to USAID decision makers.

5. The AMA Unit has engaged in several activities which are significant in their impact, yet are not captured in the project's information system.

RECOMMENDATION: Develop a tracking system immediately and insure that mission activities are reflected in the indicators.

D.5. Technology Development and Transfer

D.5.1. Background

In the Fall of 1980, the U.S. was designated by the Cooperation for Development of Africa group of bilateral donors to take the lead in developing an approach to strengthen agricultural research in Africa. Included in the U.S. responsibility was the development of guidelines which Cooperation for Development of Africa members could support. The approach adopted emphasized undertaking research in food crops, upgrading and reorienting the National Agricultural Research Systems, research management on the basis of five major agroclimatic zones, and on-farm research of small-scale systems. A Cooperation for Development of Africa donor was to take the lead in each agroclimatic zone with the U.S. taking the lead in Southern Africa and the U.S. and France together in the Sahel.

In 1982, the Strengthening African Agricultural Research project was authorized to finance the commitment to Cooperation for Development of Africa. The project financed Southern Africa and Sahel research inventories and supported International Agricultural Research Centers, U.S. universities and U.S. contractors in agricultural research on African problems. Some but not all of the research was organized in networks. In 1985, support for faculties of agriculture was added and the project name changed to Strengthening African Agricultural Research and Faculties of Agriculture (SAARFA). When the Cooperation for Development of Africa initiative ended in 1986, the U.S. joined the newly created Special Program for African Agricultural Research (SPAAR) led by the World Bank.

The SAARFA project was a substantial, regional, umbrella project to promote and achieve U.S. goals related to African agricultural research. It was the implementing mechanism for the Africa Bureau's 1981 Food Sector Assistance Strategy, the 1983 Agricultural Research Strategy, and the 1985 Plan for Supporting Agricultural Research and Faculties of Agriculture in Africa. With SAARFA as a catalyst, USAID and other donors made major investments in agricultural research and extension (now called Technology Development and Transfer or TDT). In 1986, the agricultural research expenditures amounted to 34 percent of all USAID allocations to agriculture in Africa.

In 1991, the agricultural research expenditures had fallen to 14 percent of USAID allocations to African agriculture. The fall in support was partly the result of a perception that the Technology Development and Transfer unit activities were not producing significant results in farm yields as indicated by per capita food production. Too, the DFA guidelines discouraged funding activities that might not have short-term impact. Activities such as agricultural research with a ten to twenty year horizon lost favor with USAID mission directors whose performance would be judged over a two- to four-year period.

In 1992, the Africa Bureau changed it's regional thrust from operational projects to one of research and analysis of the constraints to development in an effort to make development

assistance more effective. A reorganization eliminated the Office of Technical Assistance (AFR/TR) and created ARTS/FARA. ARTS/FARA was built on the premise that ideas are as important as dollars in promoting development in Africa. Within the agricultural research and extension area, the SAARFA project ended and an Analytical Agenda was identified under the authority of the PARTS project.

An early the Technology Development and Transfer unit activity continued under the project was completion of several rate-of-return studies. The majority of these rate-of-return studies have shown positive rates of return for African research investments. These findings are in direct contrast to the negative comments about African agricultural research which permeated discussions towards the end of the SAARFA project. They support the proposition that the positive impacts associated with much African agricultural research are large enough to justify the level of investment that led to the impacts. With this illustration, ideas may well be as important as dollars.

D.5.2. Technical issues

D.5.2.1. Relevance

> **Issues:** Has the project identified issues that are responsive to the needs of Africans and other clients? Are these issues of regional significance to the agriculture and natural resource sector in Africa?

Findings: The TDT unit has involved Africans to a significant degree in the process of identifying issues. Because of the existence of National Agricultural Research Systems in all of the countries in which USAID is active in Africa, it was a logical and comparatively easy process to involve the National Agricultural Research Systems (NARS) Directors in meaningful dialogue. Directors committees are organized in East, Southern and West Africa. Project support is provided in all three regions to assist with Directors Committee meetings to identify issues and set priorities for action. Interaction with these Committees has allowed for and in fact required the TDT unit's responsiveness to the needs and priorities of Africans.

The issues identification process has also included numerous workshops and conferences such as the Africa USAID Agricultural and Natural Resource Officers Conference and collaborators workshops. There have been over fourteen of the latter specifically devoted to TDT issues.

Responses to the fax questionnaire indicated that twelve of fourteen USAID Missions responding saw a positive project input into their program design. However, only two responses made specific mention of the Technology Development and Transfer unit activities in this regard. A review of mission programs, however, indicates that five mission programs drew upon the Technology Development and Transfer unit developed analysis in mission program development.

D.5.2.2. African Participation:

> **Issues:** How well has the project succeeded in involving Africans in the issues identification process? Have collaborative linkages been formed with African institutions? Is there a system in place to engage African researchers in the research and dissemination phases? What are examples of African implementation of the project's research and analysis to date?

Findings: The issue of African input into issues identification, conduct of research and dissemination of results has been well handled by the Technology Development and Transfer unit. The organization of and interaction with NARS Directors is a clear illustration of involvement at a high level.

The continued PARTS support for seven regional commodity research networks has allowed African researchers to not only interact with each other across national boundaries on scientific problems but also to have input into the annual the Technology Development and Transfer unit issues identification process. A strong basis for continual interaction has been put in place with these networks.

In implementing the Analytical Agenda through U.S. institutions, such as Michigan State University and Purdue University, African economists and other social scientists have been recruited to participate in the work. Each of the rate-of-return studies had African counterparts for the American scientists. Similar procedures are being followed with the Purdue University led impact analyses currently being implemented. Once common research methodologies have been accepted so comparisons can be made between studies, local researchers are proceeding with the collection of data and the conduct of analysis. For example, in this year, 1994, sixty-eight senior African economists with Ph.D.-level training have been shown the methods being used to make an assessment of economic impact from agricultural research. the TDT unit is anticipating that thirty countries will have rate of return studies completed by these economists within a years time.

Evidence of the value of this participation has been the dispersion of the results of the rate of return studies to African policy makers with local scientists verifying and legitimizing the results. The difficulty of getting acceptance of research results without this type of support has been widely recognized.

D.5.2.3. Research

> **Issues:** Have research activities been consistent with the criteria specified in the project paper? How do clients assess the quality and utility of the project's initial research findings?

Findings: the TDT unit's Analytic Agenda is a combination of several research activities designed to learn more about the agricultural research and extension system and a number of experimental activities (mostly regional research networks). The latter are believed capable of making the conduct of agricultural research in Africa more cost effective. The first set of analytical activities utilize about one-fifth of the allocation of funds for the Unit; the network

activities use the remaining four-fifths the funds (see Tabel D-5).

The three research themes of the Technology Development and Transfer unit have remained constant since the authorization of the project. The individual research activities fit appropriately under their respective themes and are consistent with the project paper criteria.

The funded research networks are the remains of the regional agricultural research networks which were started under the predecessor projects SAARFA and SAFGRAD. These networks were judged to be the most successful of a group of such activities funded at that time. These networking activities have led directly into the organization of regional NARS committees and other actions which have been responsible for positive policy changes in the region. They are increasingly a mechanism for implementing the Technology Development and Transfer unit recommended policy changes in addition to their stated purpose of coordinating regional research on a given commodity. Such actions contribute to the project purpose of "increasing the utilization and influence of information and analysis for agricultural and natural resources policies, programs and projects" by virtue of their ability to use and illustrate efficiencies in the operation of agricultural research.

Given the short time of operation of the project, the only body of the TDT unit research which has had an opportunity to be judged regarding quality and utility is the rate-of-return work. These studies were started a few months before the project was authorized using project development and support monies but continued as an analytical activity of PARTS. This work has been judged as being very high in both quality and usefulness. The quality is attested to by independent reviews and by the selection of papers for presentation at major annual meetings of agricultural economists. The usefulness is illustrated by the change in attitudes of donor organizations and African governments. Prior to the rate-of-return studies, the conclusions were being drawn that agricultural research in Africa was not worth while because the growth in African food production was less than anticipated given the years of investment in research. The studies have restored much faith in research as a positive element and donors are increasingly willing to give support to selected agricultural research activities.

D.5.2.4. Dissemination

> **Issues:** Have a variety of dissemination strategies been identified or implemented? Do the dissemination strategies identify specific clients in Africa who have a need for and are likely to use the research findings?

Findings: The dissemination of the findings of the Technology Development and Transfer unit sponsored research and analysis is principally as printed studies or through the mechanisms of workshops and seminars. Unfortunately, much of the printed information is not in a form that is easily understood by African government officials or by all USAID mission personnel. Workshops may result in far better understanding but they have the disadvantages of being both expensive and attended by the same small core of officials. More attention needs to be given to the packaging and distribution of results.
An exception seems to be the case of the rate-of-return studies. Although the packaging and

presentation is on the scholarly side, sufficient interpretations and restatements have been made for the information to have received wide distribution. It can be assumed that a major reason for this distribution maybe the self-interest of the agricultural researchers in their quest for funds. They have a strong incentive to use the information in defense of their work. Perhaps more attention needs to be given to possible market type incentives in the struggle to disseminate information.

D.5.2.5. Management

> **Issues:** Has the project developed an information system for tracking project inputs, outputs, and impacts? Has ARTS/FARA been able to manage satisfactorily the level of resources provided under the project to date? Are the project activities on schedule? Has the participation of the research and development (Global) Bureau staff and contractors in the identification, design and implementation of the R&A activities contributed positively to the quality of project outputs and the efficiency of the project implementation?

Findings: The Units information tracking system is an informal set of trip reports, collaborator progress reports, and unit notes. The unit has an activity under it's Theme Three work plan that indicates some work should be done on developing such a system. The over all project tracking system is not completed either.

The details of internal management contracts in the USAID system has, for the most part, been delegated to the Global Bureau. The majority of activities are operated as amendments or buy-ins to existing Global Bureau projects or activities. In this regard, the fairly large level of resources allocated to the TDT unit is being satisfactorily managed.

The activities are on schedule. To some degree this is a result of assuming responsibility for two, major, on-going activities (the regional networks and the rate-of-return studies). PARTS had a normal, slightly delayed start up. The on going activities the Technology Development and Transfer unit assumed gave the Unit very significant output early in the life of the project. This overlap of and continuity with a predecessor project has given PARTS needed output as the concept of having an analysis project was being re-examined.

The working relationship with the Global Bureau on the analytical activities has been very good. the Technology Development and Transfer unit has financed subactivities of Food Security II project, Agricultural Marketing Improvement Systems project, The Land Tenure Center and the International Sorghum and Millet Collaborative Research Support Program. All of the analytical work has been done and operated in a smooth, productive manner. Some difficulties have been noted, however, with the operation of the support for the research networks.

The largest financial input into any single set of project supported activities has been the money utilized for the support of the seven regional research networks. This is a continuation of the support given under prior projects where funds flowed from a Bureau project to the Africa Bureau regional offices and then into special grants to the International Agricultural Research Center (IARC) that assisted with the organization and management of the network. The

mechanism currently used is one of an operating year budget transfer to the Global Bureau's Agricultural Office, IARC Branch, which makes a disbursement of the funds to International Agricultural Research Centers working with networks. Initially, the Global Bureau made special grants to individual International Agricultural Research Centers for each network activity; now the funds are given through the Consultative Group for International Agricultural Research core grant system with an agreed earmark that the funds will be used for the specified network operation. The current fund transfer system is the simplest possible method but also the one with the least USAID control over the funds. There is little cause for alarm in the short run, however, given the sound management of the International Agricultural Research Centers being used, the size of the total Consultative Group for International Agricultural Research input which could be in jeopardy given any mismanagement and the increased African National Agricultural Research Systems directors oversight into what is happening.

As noted under other sections, the operation of and output from these networks has exceeded expectations. The oversight and coordinating responsibilities are increasingly being assumed by regional organizations of National Agricultural Research Systems directors or network steering committees. Qualitative observations indicating that the networks are meeting technical goals abound. More empirical measures of impact are currently being developed by in country studies undertaken by African economists trained in the methodology in project supported workshops. Every indication is that the networks are well on their way to being "owned" by the member researchers and their directors; an essential element of sustainability.

The internal USAID management of the regional network portion of the project has not been without problems or stresses. A portion of the cause of the stress was the involvement of three offices (R&D/IARC; ARTS/FARA; and the REDSOs) in the oversight of aspects of the networks. At the beginning of the project, there was a difference in perspective about the project's goals regarding the networks on the part of each office; R&D/IARC emphasized the transfer of technology from the IARCs to the NARS; ARTS/FARA emphasized the participation of Africans and the building of sustainable institutions; and the REDSOs tried to assume a pragmatic position of trying to make things that were not necessarily their responsibility work in an environment where both the NARS and the IARC roles were evolving. None of the offices were dogmatic in their beliefs but they did emphasize this difference in perspective. The level of understanding of the evolving nature of the coordination of the networks has increased to the point that a workable system has evolved for the short term.

The project paper recognized that several of the SAARFA - and SAFGRAD - supported networks were on the verge of making notable contributions to agricultural technology and to the organization of agricultural research across national boundaries in Africa. Three years of funding was therefore supplied with the instructions that this period should be used to find a new sponsor for the activities. The three years of funding has been obligated but no new sponsors have been found. Instead, the rate-of-return studies have altered Africa Bureau thinking and the development of a proposed extension for the funding within the project has been approved.

The Africa Bureau should re-examine the scope of work of the design team for this proposed extension. PARTS is a research and analysis project charged with increasing the knowledge about the agricultural and natural resource development process in Africa. Project output is a

better informed group of African policy makers and more effective USAID mission programs. The seven regional research networks are a development tool worthy of support but they are no longer an activity which fits under the purpose of PARTS. The three years funding which was given was easily justifiable on the basis of the increase in dissemination of knowledge to both African policy makers and within USAID. The designers of the project understood that the networks were primarily operational and should have a limited life under the goals and purpose of the project. It is therefore recommended that the Bureau design a separate project to fund the continued evolution of the regional agricultural research coordination. This support should begin to be more general and less commodity specific. It is suggested that a review be given to the May 1993 SAARFA Evaluation, Annex E with particular emphasis to section 5, Network Management. The case is made that oversight should be as close to the activity as is possible. It seems that, within USAID, this support belongs in the REDSOs and not in Washington.

D.5.2.6. Impact

Issues: What are the initial and potential uses of project generated information for policy or program decision making.

Findings: As mentioned above, the Technology Development and Transfer unit has had an unusually large impact for a project this young because of its ongoing work. The rate-of-return studies have markedly altered how donors and African governments rank agricultural research in their list of priorities. The network activities with their participatory approach of empowering regional committees has played a significant role in changing Special Program for African Agricultural Research from a Washington directed activity to one with Africans in greater control.

Table D-5. Summary of Technology Development and Transfer financing by theme and activity

		1992	1993	1994	Percent of Total for three years
Theme One	Strategic Framework	300,000	0	0	3%
	Technology Frontiers	0	300,000	300,000	5%
	Collaborators Workshop	48,277	50,000	50,000	1%
	Theme Total	348,277	350,000	350,000	10%
	% of Annual Total	12%	8%	9%	
Theme Two	Special Program for African Agricultural Research FFAs	260,000	0	0	2%
	Public or Private	40,000	100,000	0	1%
	Institutional or Policy Reform	0	50,000	120,000	2%
	Commercialization	0	0	100,000	1%
	Foundations & Endowments	0	85,000	100,000	2%
	Theme Total	300,000	235,000	320,000	8%
	% of Annual Total	10%	6%	8%	
Theme Three	Rate-of-return studies	150,000	119,865	0	2%
	Semiarid Food Grains African Agricultural Research and Faculties of Agriculture Impact Study	0	21,358	0	0%
	Economic Impact	0	220,080	150,000	3%
	MARIA	0	16,304	0	0%
	Theme Total	150,000	377,607	150,000	6%
	% of Annual Total	5%	9%	4%	
Subtotal R&A costs		798,277	962,607	820,000	
% of annual total		27%	23%	21%	24%
Network costs		2,130,000	3,278,000	3,010,000	

% of annual total	73%	77%	79%	76%
TOTAL COSTS	2,928,277	4,240,607	3,830,000	

Annex E. Scope of work for senior RSSA advisor

Qualifications: The senior RSSA advisor must have a Ph.D. in a relevant agricultural or natural resource or development field. This person must have at least ten years' research experience; at least five years' experience supervising interdisciplinary research, preferably in Africa; and demonstrated success in coordinating interdisciplinary research. The advisor must have excellent interpersonal skills and experience in conflict resolution and negotiation techniques. Candidates must have at least five years' work experience in Africa, preferably continuous. Preferably, the candidate will have broad regional experience in Africa, and a working knowledge of a major African language.

Major Responsibilities:

1. Priority-Setting and Project Vision: The Senior RSSA Advisor will work with the project officer and the Food, Agriculture, and Resource Analysis Division Chief to set research priorities and provide general leadership for the Analytical Agenda. The three will review priorities set by the annual draft of the Analytical Agenda, and the proposed allocation of project funding.

2. Oversight of Monitoring and Evaluation Plan: The Senior RSSA Advisor, working with the Project Officer, will be responsible for the development of the Monitoring and Evaluation plan, supervision of data collection for this activity, and the preparation and dissemination of semiannual progress reports on the plan.

3. Research Coordination: The Senior RSSA Advisor will chair a RSSA staff Research Coordination Committee. The advisor will maintain an overall knowledge of ongoing work and will assist with the review of analytical methodology and appropriateness of findings and conclusions, supervise individual Unit Analytical Agendas to avoid duplication of effort, and recommend areas of cross-cutting interaction between units.

4. Supervision of Participation and Dissemination: The Senior RSSA Advisor will chair a Participation and Dissemination Working Group, including representatives from the Food, Agriculture, and Resource Analysis Division technical leaders and RSSA staff. The Working Group will be charged with increasing African participation in project research, and improving the quality and quantity of information dissemination.

5. Africa Bureau, Global Bureau Coordination: The Senior RSSA Advisor will chair an African Global Coordination Committee, including, at a minimum, representatives from the Unit Group Leaders, RSSA staff, and key global projects. This occasional committee will concentrate most heavily on substantive project interchange, but also address essential issues of management and coordination relevant to project-funded activities under Global Bureau projects.

6. Research Management: In the interest of hands-on understanding of project activity management and coordination, the senior RSSA advisor will assume direct responsibility for one or two

interdisciplinary, cross-cutting research activities contracted through the Global Bureau.

Annex F. Bisosummaries of project evaluation team members

Team Leader Dr. Richard Edwards: Dr. Edwards holds a PhD in Agricultural Economics (Purdue 1974), and presently serves as a consultant on short-term project design and evaluation teams. As Chief Agricultural Economist and Chief of the Agricultural and Natural Resources Division of USAID's regional office in Kenya (1986 to 1992), Dr. Edwards provided technical assistance to USAID countries in East and Southern Africa. Dr. Edwards was employed by the United States Department of Agriculture for twenty years, as a Research Liaison Officer in the U.S. (1966‟1977), International Training Administrator (1977‟1981), and Chief of Party for the Agricultural Sector Analysis Project in Liberia (1981‟1986). Dr. Edwards' last USAID assignment was the evaluation of the Botswana Natural Resource Management Project in 1993.

Dr. Della McMillan. Dr. McMillan (Ph.D. Anthropology, Northwestern 1983) has held faculty positions at the University of Florida (1981‟1986) and the University of Kentucky (1986‟1988). From 1988 to 1990 she served as Deputy Director of the eleven-country Onchocerciasis Control Programme Land Settlement Review that was funded by the United Nations Development Program and executed by the World Bank. Since 1990 she has worked as an independent consultant for USAID, UNDP, and the World Bank based in Gainesville, Florida, where she holds research affiliate appointments in the Department of Anthropology and Center for African Studies at the University of Florida. Her most recent assignment was a historical analysis of institutional issues in participatory development in Burkina Faso, which was prepared for the World Bank‟sponsored Bankwide Learning Process on Participation in 1994.

Dr. Bob J. Walter: Dr. Walter holds a PhD in Geography (Wisconsin 1968). He has been a faculty member of the Geography Department of Ohio University since 1968, and Director of Development Studies at the University's Center for International Studies since 1989. Dr. Walter served for three years in the Bureau of Science and Technology, Research and Development Office of USAID as a Senior Technical Advisor and Geographer (1983‟1986). Dr. Walter has extensive experience in short-term project design and evaluation for USAID, including assignments in twelve African countries and eleven Caribbean and South American countries. Dr. Walter's last USAID assignment was the project paper amendment for the Sahel Water Data Management Project in Niger in 1993.

Dr. Joshua Dickinson: Dr. Dickinson, TR&D Vice President, is a geographer (Ph.D., University of Florida 1967) and a senior systems ecologist with over twenty years' experience in project design, evaluation, and implementation. Since the incorporation of TR&D in 1985, Dr. Dickinson has maintained a heavy consulting itinerary. In 1992, he visited several African countries as a senior advisor to the United Nations Development Programme on their strategy development for Sustainable Development Networks. Dr. Dickinson has worked on short-term assignments in five African countries, five Asian countries, and over twenty-five countries in the Caribbean and Latin America, and is fluent in Spanish and Portuguese. His last USAID assignment was the Sustainable Uses for Biological Resources project evaluation in Ecuador in 1994.

Faith Knutsen: Ms. Knutsen has been a Project Manager in the TR&D home office for two years. She worked in the R&D Bureau's Environment and Natural Resources office with the Environmental Policy and Training project and the Environmental Working Group for two years after completing her MA in International Affairs in 1990. She completed a State Department internship in the Central African Republic, and was a Peace Corps volunteer in Zaire (1985-88). Her last USAID assignment was the project paper amendment for the Sahel Water Data Management Project in Niger in 1993.