

C 91/4

review of

FIELD PROGRAMMES 1990-91



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REVIEW of FIELD PROGRAMMES 1990-91

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
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DIRECTOR-GENERAL'S FOREWORD

The Review of Field Programmes provides the Conference with an overall description of the Organization's extensive and diverse field activities and an analysis of the main trends and features which characterize these. In addition, the Review contains an objective and frank assessment of the performance of FAO's field projects - aimed at stimulating debate and deriving lessons for the future. Since operations in the field are closely interlinked with actions carried out under FAO's Regular Programme, this document should be examined in concert with the Review of the Regular Programme 1990-91, and with the new Medium-term Plan.

On this occasion, the Review has been further expanded in scope and content to cover selected policy aspects which bear upon the Organization's field operations. This responds to the recommendations of the Conference at its last (Twenty-fifth) Session, relating to the Council and Conference being regularly informed about matters concerning Field Programme policies, and their effects on the future orientation of field activities. Placed alongside the descriptive and analytical information normally contained in the Review, I trust that the Conference will find that this policy analysis results in a truly comprehensive document.

As will be seen from Chapter 1, the policies governing FAO's Field Programmes have undergone considerable change in recent years. First and foremost, there has been the impact of the 1989 Review of Certain Aspects of FAO's Goals and Operations - which led to

Conference Resolution 10/89. The Resolution contains provisions which have significant implications for the substance and modalities of field activities.

As noted in the chapter, the FAO Review stressed many of the themes evoked in recent United Nations General Assembly resolutions on operational activities, in regard to which FAO has, and continues to play an active role. Among the policy themes covered, are areas where FAO has already established a leading role within the system. These include the promotion of national capacities through field programmes, where very evident progress has been achieved, and related support for TCDC approaches. As other documents before this Conference will confirm, FAO has also been active in incorporating the needs of Women in Development in Field as well as Regular Programme activities, and in moving to strengthen links with NGOs. In the important area of field coordination, FAO Representatives are cooperating closely with their field counterparts - including in particular the Resident Coordinators. These, and the other policy themes discussed in the chapter are, and will continue to be priorities for the Organization.

A significant part of the policy review is devoted to the UNDP Support Costs Successor Arrangements - recently decided by the Thirty-eighth Session of the UNDP Governing Council. I have taken a keen interest in these arrangements from the outset, as I am convinced that they may have fundamental effects on the future of

UN multilateral cooperation. While the chapter provides a preliminary assessment of the new arrangements, including their policy content, more detailed information on their application by FAO - and implications for the Organization - will be provided in a Supplement to this document.

A point which emerges clearly from the assessment of these policy themes, priorities, and new mechanisms is the necessity - and indeed urgency of FAO being in a position to contribute materially to their full realization, inter alia through its Regular Programme. Yet the financial shortfalls to which the Organization has been subjected over several biennia, and the related uncertainty as to resources for the Programme of Work and Budget, jeopardize FAO's capacities to achieve this goal. This is a matter which requires the closest attention of the Conference.

The new arrangements and policy themes referred to in Chapter 1 come at a time when the volume and coverage of FAO's Field Programmes have reached record levels, as described in Chapter 2. I am certain that the Conference will welcome the expansion which has taken place in the Organization's field activities in recent years - particularly in the face of the difficult problems of malnutrition, hunger and even famine which continue to afflict many parts of the world - especially in Africa, where almost half of all FAO's technical assistance is directed.

Useful increases in the level of activities have been recorded in respect of UNDP-funded programmes, as well as under the various Trust Funds, and TCP. For the first time the overall level of Field Programmes has passed the US\$ 400 million mark in terms of annual expenditures, for over 2 300 projects in 140 countries.

In the case of UNDP, it will be important for the new support costs arrangements to permit FAO to continue to place its valuable operational capital at the full disposal of developing member countries. I shall spare no effort in seeking to ensure this. As regards Trust Fund programmes, FAO's activities will continue to be directed towards priority areas for recipients and donors alike, whenever possible within the frameworks of the Special Action and related programmes of the Organization. Notwithstanding the financial constraints I have referred to, every effort will be made to meet the increasing volume of valid requests being received for TCP assistance.

In viewing this biennium's field activities, I consider that Member Nations may take special pride in the rapid response achieved in confronting the dangerous outbreak of the New World Screwworm in North Africa, with the generous support of bilateral and international donors. It is also satisfying to report that last biennium's locust and grasshopper threat, which FAO helped Member Governments tackle through its Centre for Locust Operations (ECLO), has now subsided. Also, I cannot fail to draw attention to the highly effective investment preparation activities of the Investment Centre, which continue to result in investments in FAO's sectors in developing countries of well over US\$ 2 billion per year.

Besides the policy review, a further innovative feature of this edition of the Review of Field Programmes is a summary account of the discussions held in FAO's Technical Committees on field operations - as presented at the end of Chapter 2. These discussions, based on relevant documentation supplied to each Committee, emphasize the importance of a realistic and pragmatic approach to FAO's cooperation in specific sectors, including

in the carefully planned promotion of National Execution.

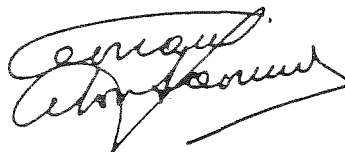
The performance assessment part of the document, Chapter 3, presents, as usual, a candid and often critical examination of projects - based on the detailed results of FAO's vigorous programme of field project evaluation. FAO's Evaluation Service continues to strengthen and refine its capacities in this connection. It will be noted that on this occasion some 200 individual project evaluation mission findings have been scrutinized in order to derive concrete indicators of the efficiency and effectiveness of field projects. I also welcome the effort to assess the sustainability of the results of projects - a key factor in determining their ultimate success.

I consider it both important and timely that the assessment chapter devotes considerable space to a review of TCP projects by the Evaluation Service. Besides providing a recapitulation of the objectives and evolution of operations under this programme, the desk review of 58 completed projects reveals clear evidence of the usefulness and effectiveness of the activities undertaken - as well as an indication of areas for improvement. I look forward to the Conference's discussion of this small but vital and much valued area of FAO's field assistance.

The subject addressed in Chapter 4, environmental protection and sustainable development, constitutes a vital area of emphasis for the Organization - cutting across all main Field Programmes. Since the last Conference, FAO has moved decisively to increase the focus on environment and sustainable development aspects of field projects, particularly at the formulation and design stage. Besides providing a comprehensive account of the measures taken to this end, the chapter also illustrates how such considerations are already incorporated in important programmes in forestry, fisheries and in investment preparation. This information should be viewed in the context of the proposals before the Conference for an International Cooperative Programme Framework for Sustainable Agriculture and Rural Development.

The Review of Field Programmes has always been a central and important document for the Conference. I believe that this expanded version meets the wishes of the Twenty-fifth Conference for its further enhancement.

I look forward to an active debate and constructive guidance by the Conference on the critical topics and issues raised in the Review.

A handwritten signature in dark ink, appearing to read 'Edouard Saouma', with a stylized flourish at the end.

Edouard Saouma
Director-General

SUMMARY

A SELECTIVE POLICY REVIEW

The policy review responds to the wishes of the Twenty-fifth Conference, which called for discussion in the Governing Bodies of policies affecting current FAO Field Programmes, and in particular their future orientation. The review covers such policies as identified by the 1989 Review of Certain Aspects of FAO's Goals and Operations, as evoked in United Nations General Assembly (UNGA) Resolution 44/211, and as implied in the context of the UNDP Support Costs Successor Arrangements.

Operational "themes" emanating from the FAO Review include: the need to strengthen FAO's country offices and delegate more authority to the field; more emphasis on policy advisory work and sectoral review activities; an increasingly programme oriented approach where FAO's comparative advantage is considered in the selection of new activities; and the standardization and enhanced monitoring and inspection of field operations.

These themes and orientations are similar, and in many cases identical to those highlighted in UNGA Resolution 44/211, which also stresses in particular the need for a government-led approach to field coordination, and the promotion of National Execution of the system's technical assistance. Areas of emphasis include greater support to TCDC approaches, incorporation of the concept of Women in Development (WID) in all Field Programmes, and closer association with the work of NGOs and similar grassroots and local community organizations. FAO has pursued these orientations in its field work on a consistent basis, often playing a leading role within the system. FAO is active in the follow-up to UNGA Resolution 44/211, in close association with the Office of the Director-General for Development and International Economic Cooperation (DIEC).

The recent UNDP Governing Council decision on Support Costs Successor Arrangements (Decision 91/32) has evident policy implications for FAO's UNDP-funded activities. The new arrangements, which are complex and will require extensive briefing/training for successful implementation, would offer two new funding facilities for FAO (and other large agencies) which would: (i) further strengthen the trend towards more programme-level work in the field and (ii) provide a potentially viable reimbursement link in respect of technical support to nationally executed projects.

The decision also provides for the reimbursement of costs in respect of administrative and operational support to projects - but this will have to be implemented in a manner which avoids costly project-by-project negotiations. An important aspect of the new arrangements is the need for "matching" resources to be provided from FAO's Regular Programme budget, a matter requiring careful consideration.

FAO has played a leading role in the joint agency approach for the preparation of these arrangements, and intends to continue this approach in their implementation - and the further consultative process with UNDP. While a preliminary assessment of the Successor

Arrangements is provided, a fuller analysis will be available in the Supplement to this document.

CURRENT TRENDS AND OUTLOOK

The volume of FAO's Field Programme expenditures reached record levels in current terms during the biennium, with a total delivery of some US\$ 407 million in 1990 (versus US\$ 358 million in 1989). In real terms, this total was nearly equivalent to the high levels recorded in the early 1980s.

All major programmes achieved a growth during the period. FAO/UNDP delivery increased to US\$ 176 million (versus US\$ 164 million in 1989), Trust Fund delivery reached US\$ 195 million including unliquidated obligations (versus US\$ 164 million excluding unliquidated obligations), and TCP to US\$ 36 million (versus US\$ 30 million). The outlook for the next several years is fairly encouraging, based on the present level of approvals under all programmes.

FAO/UNDP expenditures have reflected the steady increase in UNDP's voluntary contributions since the mid-1980s, although FAO's share of the UNDP programme continues to decline. Future prospects will be dependent on the application of the UNDP Support Costs Successor Arrangements, described in Chapter 1.

As concerns Trust Funds, FAO/Government Cooperative Programmes have increased, while Unilateral Trust Funds have remained steady - with growth in projects associated with investment schemes. The Programme for the Eradication of New World Screwworm has attracted substantial funding, while FAO's locust control operations have declined as the locust and grasshopper threat diminished. TCP expenditures rose sharply in 1990 - to some 9 percent of Field Programme delivery.

Total budgets of field projects were over US\$ 2.2 billion in the biennium, for some 2 300 projects in 140 countries and territories. Around 46 percent of all activities were in Africa. While Crop Production and Improvement Programmes continued to receive concerted attention (22 percent of all activities), there has been a rise in forestry activities (now 19 percent) and planning and policy work under all technical and economic programmes.

Expertise in the form of experts and consultants still constitutes the largest component of projects (57 percent), with equipment second (20 percent). The training component has continued its steady expansion (now 15 percent). While much progress has been made in utilizing developing country capacities in the staffing and management of field projects, and in placing fellowships, this has not been the case in respect of equipment procurement.

Investment Centre activities continued at a strong level in the biennium. Some 38 investment projects prepared by the Centre were approved in 1990, for total investments of over US\$ 2.5 billion. The bulk of such work is still in cooperation with the World Bank, but IFAD, African Development Bank and UNCDF activities are also prominent.

FAO's Technical Committees (COAG, COFO, COFI and CFS) all reviewed field operations in their respective sectors during the biennium. The results of these discussions have led to useful conclusions, and some practical recommendations for future field work in the respective sectoral areas. The practice of reviewing field activities by these Committees will continue.

ASSESSMENT OF FIELD PROJECTS

The chapter is divided into two parts on this occasion. Part I contains the traditional synthesis analysis, by the Evaluation Service, of the findings of project evaluation missions. Part II considers the TCP, based on a desk review of a sample of selected projects.

FAO's Evaluation Service has continued to strengthen its support to an expanding number of project evaluation missions. These are now running at around 100 per year, and their activities and work have been constantly up-graded - so that the quality of evaluation reports has improved. For the 1989-90 period, some 200 evaluation mission reports have been assessed, of which around 60 percent concerning projects in Africa.

The synthesis of evaluation findings points to improvements in the performance of UNDP and Trust Fund field projects over the past period (1987-88). The proportion of well or adequately designed projects has reached over 80 percent, and the same figure for project implementation performance was 82 percent. There has also been some improvement in the achievement of results.

A number of serious weaknesses have been found to persist however. These include siting projects in inappropriate institutional settings, too short time-frames, deficiencies in the timely provision of inputs, and constraints on necessary local services and facilities. Concerning the sustainability of project results, just over half the projects evaluated were judged likely to be sustainable (i.e. within the programmes of government institutions, host agencies, etc.) after project completion. Thus, improvements in project design must take into account, increasingly, those factors that influence sustainability, i.e., the policy and institutional environment in which projects are placed.

Part II of the chapter presents the recent evolution of the TCP (1986-90), and a desk review of the performance and results of 58 selected TCP projects. The programme has twice been submitted to external evaluation - with subsequent refinements introduced to further improve its operations, and maintain its relevance.

The 58 projects selected for desk review constitute a representative sample of TCP activities. All projects were found to reflect FAO priorities, and to generally adhere to TCP criteria. The speed of approval was shown to be rapid in most cases. Project design appeared to be better than under other programmes, while implementation was positively assessed in over 80 percent of cases. Project follow-up was also found to be good or satisfactory in over 90 percent of the cases where this aspect was reported on.

In general, the review confirms that TCP is fulfilling its intended functions in close link with other FAO Regular and Field Programme activities, that its operations are effective, and that it is highly appreciated by recipient governments. At the same time, areas for further improvement have been identified, including the need for better follow-up of results, wider dissemination of TCP information, improved work planning, and a clarification of project categories in relation to criteria and functions.

SUSTAINABLE DEVELOPMENT AND ENVIRONMENTAL PROTECTION ASPECTS OF FAO FIELD PROGRAMMES

While FAO activities related to environmental protection and the promotion of sustainable development in agriculture, forestry and fisheries are long-standing - there has recently been more focused attention on these aspects in field projects, especially at the design stage. Such issues are now also stressed in policy advisory work, and at programme planning level. The April 1991 FAO/Netherlands Den Bosch Conference gave important impetus to this process, and outlined an International Cooperative Programme Framework for Sustainable Agriculture which may affect many field activities in future (document C 91/30 contains proposals in this regard).

Following its important discussion on sustainable development, the Twenty-fifth FAO Conference adopted resolution 3/89 which called for greater attention to all aspects of this subject in the Organization's work. Accordingly, the office of a Special Adviser on the matter to the Director-General has been created, a Steering Committee and Special Task Force have been established, and a range of mechanisms have been introduced to ensure that environmental and sustainability considerations are built into all FAO's major Field Programmes.

In particular, procedures for Environmental Impact Assessment (EIA) have been developed through trials, to offer a systematic approach to building environmental and sustainability elements into field projects. Extensive briefing of concerned staff has taken place over the biennium in the application of these procedures, and a screening process has been designed to ensure their application to appropriate project proposals. This work has been extended to cover the various forms of policy advisory activities, and project programming missions.

While these aspects with regard to FAO's activities in sustainable agriculture and rural development are discussed in document C 91/30, relevant efforts in the fields of Forestry and Fisheries derive directly from FAO's basic strategies for technical cooperation in these sectors, and are reflected in most main programmes of assistance. In Forestry, this includes in particular the Tropical Forestry Action Plan (TFAP), field work in the area of forestry resources and environment, agroforestry and fuelwood production, and projects to protect forest resources. In Fisheries, programmes where these aspects are prominent include aquaculture and coastal fisheries, high-seas fisheries (where more data and better coordinating frameworks are however required), and artisanal fisheries and related projects addressing the needs of poor fisheries communities.

Resource sustainability and environmental impact considerations are also a focus of attention in the FAO Investment Centre's work in the preparation and design of large-scale investment projects. Newly evolving procedures and methodologies for this are being applied, in close collaboration with the World Bank and other development financing institutions.

CHAPTER ONE

A SELECTIVE POLICY REVIEW

INTRODUCTION

- 1.1 Past editions of the Review of Field Programmes have been largely descriptive and analytical, presenting the evolving content, and special features of FAO's ongoing programmes of technical cooperation in about 140 member developing countries. Besides a synthesis of the diverse activities involved, focusing on basic trends, main components and categories of assistance, the Review has always contained a substantive assessment of performance in the delivery of FAO's technical cooperation, outlining progress, as well as major problems encountered. This method of presenting field programme information has traditionally been appreciated by the Conference, and generated useful, and often lively debate.
- 1.2 The Review for this biennium therefore continues with such a summary coverage, along the lines of the basic format which has proven useful over time. However, the present 1990-91 edition goes a step further, in providing - in addition - a selective review of key policies which govern the execution of the Organization's operational activities, and in particular are likely to influence their shape and content in the years to come.
- 1.3 The incorporation of such a policy review responds to the wish of the Conference as expressed at its Twenty-fifth Session, when the importance of the policy framework for field programmes was highlighted in the discussion of the Review of Certain Aspects of FAO's Goals and Operations (based on document C 89/21, see Chapter 3 on field operations).
- 1.4 The report of that extensive discussion referred, *inter alia*, to the need to include on the agenda of the Council "items related to field programme policies and re-orientation, while the current practice of field programme review by the Conference would be retained" [C 89/REP, para. 226(a)]. And indeed, the subject has now been included on the agenda and discussed in the course of the 98th and 99th Sessions of the FAO Council (November 1990 and June 1991 respectively).
- 1.5 This chapter begins with a description of the implications for field programme policies of the 1989 FAO Review - of which, as noted, the chapter itself is an outcome. This is presented in summary form, since relevant information in respect of field activities has already been reported to the Ninety-eighth FAO Council, and is contained in another document before the Conference concerned specifically with the implementation of all the recommendations of the FAO review (document C 91/21). Section B discusses field programme policies in relation to recent UN

General Assembly resolutions on the system's operational activities, in particular the omnibus resolution 44/211 of December 1989. In many instances these policies overlap with those evoked in the FAO Review. The last part of the chapter, Section C, presents a preliminary assessment of the important new UNDP Support Costs Successor Arrangements which, at the time of the chapter's preparation, had just been decided by the Thirty-eighth Session of the UNDP Governing Council. This assessment is further expanded in the Supplement to this document, which also contains an analysis of the new arrangements in respect of the United Nations Fund for Population Activities (UNFPA).

Field Programme Themes Highlighted in the Review of FAO

- 1.6 Besides wider and increased reporting on field activities to FAO's governing bodies, as has now been undertaken in respect also of the Technical Committees (COAG, COFO, COFI and the CFS - as described in Chapter 2), and the related expansion and greater dissemination of field programme information such as in the new and comprehensive FAO Yearbook of Field Projects, the 1989 FAO review process reached a number of important conclusions resulting in recommendations by the Twenty-fifth Conference (contained in resolution 10/89) concerning the future thrusts and orientation of field programmes.
- 1.7 Among the central "operational" themes resulting from the process were increased stress on the policy advice function (in the context of sectoral and sub-sectoral review work) at the country level, the need to strengthen FAO's country office network to facilitate such advice and to better handle field operations in general, the adoption where feasible of a programme approach in the provision of FAO's technical assistance, and - in that context - attention to FAO's comparative advantage and thus selectivity in the undertaking of new activities.
- 1.8 Other matters emphasized in the review process and affecting field programme policies included the greater standardization of project documents and procedures, the application of an effective computerized information system for better monitoring and management, enhanced field inspection, and fresh approaches to working with NGOs.
- 1.9 As reported to the Ninety-eighth FAO Council (document CL 98/17), progress has already been made in implementing a number of these recommendations. An up-to-date report on this matter covering, *inter alia*, field aspects, is contained in document C 91/21 to this Conference. Generally, many objectives of the implementation of the 1989 Review process have already been achieved, or are on their way to being accomplished. However, it is also clear that the severe financial constraints which continue to be faced by the Organization have seriously hindered progress in other important areas.

- 1.10 Thus, while policy and advisory activities at country level have continued to grow in scope and content; significant progress has been made in applying the standard (UNDP) project document format and checklist to Trust Fund programmes; project formulation guidelines have been prepared; systematic use has been made of new in-country project appraisal procedures by FAORs; and the overall computerization of field project information has continued apace (with extra-budgetary support from France) - there has been less rapid implementation of those activities which would incur heavy financial costs.
- 1.11 This has affected in particular the desired strengthening of FAO's country offices, as well as the necessary reinforcement of professional staff responsible for field operations and the technical backstopping of projects and programmes.
- 1.12 In the case of country offices, a start is being made with the establishment of six new programme posts, three at senior level, in selected field offices which already handle relatively large programmes of assistance. Unfortunately, this is less than called for by the Review, and any significant further expansion must await a resolution of the Organization's critical financial position.
- 1.13 While the Evaluation Service was strengthened with an additional professional post in this biennium, and a Senior Field Inspector position has been created in the Development Department, the intended establishment of a project formulation group and independent appraisal unit has had to be delayed due to lack of resources.
- 1.14 As in the above areas, there has also been some degree of progress concerning other themes emphasized in the review process, and bearing on field activities. This includes, for instance, the sharpened focus on TCDC and ECDC, now combined in a single unit (within the Development Department), and efforts to enhance and revitalize relations and the role of NGOs in support of field activities through the proposed merging of the FFHC/AD unit into a renamed and strengthened Office for External Relations, (see Section 4, Chapter V, of the Review of the Regular Programme).
- 1.15 Many, if not all of the above in-house initiatives taken by FAO correspond to calls and recommendations contained in recent decisions concerning system-wide operational activities taken at the United Nations General Assembly (UNGA) - and reflected in a series of resolutions emanating from that body. As described below, FAO has often pursued an inter-agency approach in addressing these resolutions.

A. THE UN GENERAL ASSEMBLY RESOLUTIONS

- 1.16 In recent years, the United Nations General Assembly (UNGA) has focused its attention, *inter alia*, on various aspects of the system's operational activities. The

main vehicle for facilitating these deliberations has been the reporting process on such activities, to the Assembly, by the Director-General for Development and International Economic Cooperation (DIEC). This includes annual reports, and in particular the substantial report prepared by DIEC for the Assembly's regular "Triennial Policy Review of Operational activities of the UN System", the most recent being in 1989.

- 1.17 Major UNGA resolutions on operational activities were in fact adopted by the General Assembly in 1987 (UNGA resolution 42/196), 1988 (43/199) and, more recently, in 1989 (44/211). Though different in detail, the content of each resolution mirrors a number of common themes not unrelated to those which emerged from FAO's own governing bodies during the process of the FAO Review.
- 1.18 These "themes", which concern diverse aspects of field programme policy, do not lend themselves to hierarchical ranking or even to presentation in terms of relative importance. Yet they represent a projection of the collective will of member countries to introduce a complex of improvements and changes in the system's activities, which will affect directly major executing organizations such as FAO.
- 1.19 The latest of the General Assembly resolutions, 44/211 of 22 December 1989, is also the most comprehensive, dealing with many different facets of the system's operational activities, and calling for these to be discussed in turn by the governing bodies of the specialized agencies and other organizations concerned. The complete text and FAO's comments on UNGA resolution 44/211 were brought to the attention of the Ninety-eighth FAO Council in November 1990 (document CL 98/24) and the Council's substantive deliberations thereon are contained in its report. Since the resolution sets out a follow-up process, a further progress report was submitted to the recent (June 1991) Ninety-ninth session of the FAO Council.
- 1.20 In general, the Council gave its full support to FAO's efforts to cooperate closely with the Director-General of DIEC in the follow-up to this important resolution, in particular through inter-agency mechanisms such as the Consultative Committee on Substantive Questions - Operational Activities [CCSQ(Ops)], and in inter-agency discussions on specific aspects held over the past 18 months in Rome, Geneva and New York.
- 1.21 In the following part of this section, a number of relevant provisions of the resolution are considered, which will have bearing on the policy framework for FAO's field programmes in future. Where appropriate, these are linked to ongoing initiatives under FAO's own review process.

Role of the Resident Coordinator and Cooperation among Country Offices

- 1.22 The Assembly has stressed the enhancement of the team-leadership function of the Resident Coordinator (RC), and cooperation in general among UN system representatives at the country level. Given that in most cases the RC is also the

UNDP Resident Representative, and that individual country situations vary with respect to the system's presence and perceived role by the host government, this objective needs to be pursued on a pragmatic basis. Its exercise must reflect the governments' own overriding responsibility for the coordination of all development activities in the country, and the fact that the UN system's share of these may often be relatively small (e.g. less than 10 percent in value).

- 1.23 Various periodic surveys at country level by UN, UNDP, and individual agencies have revealed a wide range of methods whereby the system's country-level representatives act to coordinate their activities and respective areas of responsibility. A recent survey of FAO Representatives in 70 countries (undertaken in March 1991) indicated that in the vast majority of cases, workable and specific methods of overall coordination and cooperation have evolved under the team leadership of the RC, at the same time respecting the requirement of direct access to the relevant ministries and government authorities by representatives of sectoral and specialized agencies such as FAO.
- 1.24 FAO, together with its sister agencies, UNDP and others concerned, has been actively pursuing a joint approach to the further improvement of the RC scheme in the CCSQ(OPS). No strong case has been found to radically alter the basic framework for the scheme, as set out in the Consensus of 1970, UNGA resolution 32/197, and elaborated in the early 1980s by the Administrative Committee on Coordination (ACC). Rather, what is required is more often an improved institutional environment within which the respective participants can bring to bear their full capacities under the team-leadership concept, based on a better mutual understanding of these capacities and how they can best be applied in a particular country situation.
- 1.25 To this end, FAO has supported the establishment of the special briefing and training programmes for the system's country teams at the ILO Training Centre in Turin (subject, however, to the availability of necessary FAO resources for this), as well as the preparation of cross-system information packages and a special manual setting out the resources and capabilities of each concerned organization in the system's operational activities, for use and reference at country level. The FAO Representatives have been kept regularly informed of these initiatives, and questions invariably raised by individual FAO Representatives have been answered in the constructive context agreed within CCSQ(OPS) under the ACC umbrella.
- 1.26 A further concern of the UNGA resolutions has been the idea of containing the representations of all the system's organizations under one roof in a country, the so-called "co-habitation" principle. While the FAO Programme Committee has made clear that this should always be the preferred option, it is sometimes very costly and not always feasible. Moreover, some governments do not wish it, advocating, instead, that FAORs be located within or near the agricultural ministries. Thus, while FAO is favourably disposed to consider such possibilities where they realistically arise, the present fact is that only a minority of FAOR

offices are situated in UN-UNDP complexes, the rest being located in premises which are provided free within ministries, or with rent shared by host governments.

Decentralization and the Delegation of Authority

- 1.27 The scheme of FAO's Representatives in countries has now been in existence for some 15 years and is one of the most extensive of any specialized or sectoral agency in the UN system. There are at present 74 FAO representations serving some 106 developing countries.
- 1.28 From modest beginnings, when the newly appointed FAORs first performed mainly liaison and intermediary functions (i.e. for headquarters policy, substantive, and technical units), these offices have taken on a progressively expanded role in the provision of direct advice to governments' agricultural, forestry and fisheries ministries and institutions, and in the handling (and sometimes administration) of the Organization's field programmes.
- 1.29 Yet, there is a limit beyond which this desired evolution cannot proceed, in the context of the severe financial constraints and unexpected budget shortfalls which have afflicted the Organization for the past several biennia. While, as pointed out in the previous section, it is FAO's clear intention to strengthen policy advisory and field programme supervision and implementation role of these offices, only modest steps in this direction will be possible until the requisite funding of FAO's Programme of Work and Budget is restored.
- 1.30 As regards delegation of authority, a similar situation applies. Whereas the Organization's policy is to steadily increase the role of its country offices in direct policy advice, and decisions regarding field activities (e.g. project appraisal and approval, coordination of international inputs, recruitment and procurement of national staff and equipment, post-project evaluation and follow-up, etc.), it is simply not possible to materially achieve this goal without the necessary professional and operational support services being available in the country offices. This difficult predicament stands in marked contrast to the situation of UNDP field offices which, in many countries, have been able to increase their staff resources (both international and national) at a very rapid pace over the past 5-6 years.

Policy Advice, Sectoral/Sub-sectoral Analysis, and Strengthened Technical Support

- 1.31 Both resolution 44/211 and the FAO review process stress the importance of expanded "up-stream" activities in FAO's (and other specialized agencies) field operations, comprising policy and sectoral/sub-sectoral advice and review services, as well as strengthened programming efforts.

- 1.32 Indeed, the rise in this kind of activity in current field programmes, financed through UNDP, TCP and in some cases Trust Funds, has been impressive. Many technical and economic and social policy sectors and sub-sectors are involved, as was well illustrated in document CL 98/17 submitted to the Ninety-eighth FAO Council last November, reporting on follow-up to the FAO review (see also document 91/21 to this Conference).
- 1.33 While it is difficult if not impossible to calculate the overall amounts and value of this work currently underway (much depends on the definitions adopted), an *ad hoc* survey carried out in April 1991, in connection with an exercise for CCSQ(OPS), suggested total annual expenditures by FAO in the region of US\$ 30 million on sector and sub-sector analysis, direct policy advice to governments, country programme reviews, and thematic evaluations.
- 1.34 Of this total, by far the major part (about half) was for sector/sub-sector analysis (with emphasis on the sub-sector element). While a major share was funded from FAO's Regular Programme, including TCP, UNDP financed an estimated 40 to 45 percent of the total - through individual country and inter-country IPFs as well as support cost payments.
- 1.35 While such work is perhaps more widespread in FAO's field programmes than commonly thought, the main efforts have been concentrated under two organizational units: the Economic and Social Policy Division (ESP), and the Investment Centre (DDC). In 1989-90, these units undertook discussions to further strengthen the links between FAO's policy, sector, and sub-sectoral field work with related exercises carried out by other important institutions in this field, notably IMF, the World Bank, and the regional development banks.
- 1.36 The expansion of such "up-stream" activities continues to be promoted under field programmes, along with the necessary strengthening of the database, and the coordination of in-house country information for this purpose. The recently established Steering Committee on Sectoral and Structural Adjustment Policy Work, and the related Central Task Force chaired by ESP, are aimed at ensuring FAO's up-to-date capacity to deal with country policy work in a carefully coordinated manner.
- 1.37 As concerns enhanced technical support to field projects, another key area emphasized in both the FAO Review and the UNGA resolution, the restrictive impact of FAO's budget shortfalls has already been noted. Within the present financial constraints, all measures possible are being taken to ensure the full staffing of the involved technical divisions - and where feasible - the recruitment of additional specialized staff, *inter alia*, in areas where the technical servicing of field programmes is under particular strain. In fact, the proposed PWB before this Conference includes provision for some 18 additional professional posts in main technical and economic units which provide important amounts of technical support to field programmes.

- 1.38 A further discussion of this aspect is provided below in connection with the UNDP Support Costs Successor Arrangements, since one of the new facilities envisaged would help underwrite the costs of project technical support.

Towards a Programme Approach

- 1.39 UNGA resolution 44/211 places particular stress on steadily changing the operating pattern of the system's technical assistance from a project towards a programme-dominated approach. Recognizing that such approaches must be government-led, the nature and scope for implementing this concept may be expected to vary in individual country circumstances - depending on such factors as the extent of central, sectoral and sub-sectoral planning, and more generally governments' own capacity and willingness to receive predominantly programme-related assistance.
- 1.40 Since FAO's technical cooperation in a given country is and will continue to be heavily influenced by the demand for services, the Organization has eschewed the imposition of a programme concept as a prerequisite for its assistance - and continues to respond to valid requests for *ad hoc* advice and services under field programmes other than those funded by UNDP. Yet, because such scarce multilateral assistance is almost always determined by the requesting governments on a priority basis, many of these activities do in fact fall within important and well-defined national, sectoral, and sub-sectoral programmes.
- 1.41 As concerns UNDP-funded activities, FAO has always argued strongly in favour of its full and systematic participation in UNDP-sponsored country programming exercises, NatCAPs and Roundtables, as well as relevant Consultative Group preparations organized by the World Bank (where UNDP is now usually included as the "UN system partner").
- 1.42 Such involvement by FAO has not, however, been substantially achieved so far, as evidenced by the very small share drawn by FAO (and other specialized agencies) from those UNDP Special Programme Resources (SPR) earmarked for these purposes. Nevertheless, with its steadily expanding activities in the policy advisory and related sectoral review area (as noted above), and a new facility for this type of work to be established for agencies under the UNDP Support Costs Successor Arrangements (described below), it is to be hoped that such necessary collaboration will become more of a reality in future.
- 1.43 At the level of FAO's own technical and economic programmes, a programme-oriented approach has increasingly permeated field activities, notably through the promotion and implementation of assistance within the Special Action Programmes and similar programme frameworks of the Organization.
- 1.44 As evidenced from the Review of the Regular Programme, the Medium-term Plan and other documents submitted to this Conference (see, for instance, C 91/30 on an

International Cooperative Programme Framework for Sustainable Agriculture, as follow-up to the Den Bosch Conference in the Netherlands), particular attention is being given to the even tighter grouping of field activities within programme umbrellas linked to Regular Programme activities. A central aim of this approach is to rationalize and streamline the provision of FAO's technical and operational support to projects, thus cutting costs and improving efficiency. Another outcome is expected to be heightened focus on the principle of comparative advantage in the preparation of new activities, as called for by the FAO Review.

Three Selected Areas of Emphasis

- 1.45 The UNGA resolutions have also underscored the growing importance, in the System's future technical cooperation, of a number of areas of emphasis affecting all major areas of activity. These lie in areas where FAO has already achieved considerable progress, and indeed has often played a leading role within the system. Actions in the area of TCDC, Women in Development (WID), and cooperation with non-governmental organizations (NGOs) bear mention here (the important field of environmental protection, which also cuts across all major programmes, is reviewed in Chapter 4).

Promotion of TCDC/ECDC

- 1.46 TCDC approaches by now permeate much of FAO's field work. Some organizational changes to further reinforce this impact have already been noted, as follow-up to the FAO Review. At the recent high-level meeting of governments and executing agencies on TCDC (New York, 23-24 May 1991), and the subsequent session of the High-Level Committee on the review of TCDC, FAO's role in the promotion of this concept within the system was underlined.
- 1.47 During the 1989-90 period alone, explicit support to TCDC approaches (in significant part under field programmes) amounted to almost US\$ 50 million. This included support provided by Field and Regular Programme activities to over 100 established TCDC networks (in technical and policy subjects, usually organized on a regional basis), special training and briefing on TCDC methodology and opportunities, the documentation of relevant information including inventories of possibilities and options, and the dissemination of information on appropriate technologies leading to cooperation between countries facing similar agricultural and/or rural development problems. In particular, there has recently been a concentrated effort to promote the spread of TCDC approaches under the Special Action Programmes - a significant move in view of the intended emphasis on such programmes in future.
- 1.48 The Organization is fully committed to extending TCDC (and related ECDC) approaches to cover systematically all future technical cooperation activities, in part

through the continuous sensitization of project and programme staff in the priority of, and possibilities for TCDC applications in the various technical areas of FAO. Where effective and operational, such approaches have proved to have significant impact, and to be cost effective.

- 1.49 Notwithstanding these achievements, however, success in this endeavour presupposes the sustained commitment and participation of the respective country or institutional parties. Where this does not occur, the Organization will not hesitate to prune or eliminate those schemes and initiatives where collaboration and commitment have proven to be weak (e.g. some networks which have shown little activity - after initial expressions of interest).

Women in Development (WID)

- 1.50 UNGA resolution 44/211 has reaffirmed the importance of women as participants in all aspects of the development process, an area of emphasis in the system's operational activities which has already gained significant momentum, with FAO playing a leading role in this.
- 1.51 The implementation of WID in FAO's Field as well as Regular Programme activities was emphasized in the FAO review process, and the present position is described in detail in document C 91/14. In line with the Plan of Action for the Integration of Women in Development, and related resolution 7/89 of the Twenty-fifth FAO Conference, an impressive programme has been launched in this biennium to brief and train all professional staff in addressing WID issues, *inter alia*, in the identification, design and implementation of field projects.
- 1.52 FAO's seminars aimed at training National Directors, and the established workshops for field and headquarters staff on project formulation and appraisal are also being covered. This carefully planned and continuing activity will ensure that specifically defined gender issues will become a common feature of FAO's field activities in the future. Thus the so-called main-streaming of WID within the FAO, i.e. the integration of women and women's concerns as a major part of all substantial field programmes (as opposed to projects aimed exclusively at women and women's groups) responds to the General Assembly's concerns in this regard.

Cooperation with NGOs

- 1.53 The recent UNGA resolutions have stressed the value of participatory approaches in operational activities, reaching out to and involving local committees and organizations, including NGOs, in the system's development actions. Here too, FAO has played a useful role in past initiatives within the system, and will now reinforce this experience through organizational changes involving the FFHC/AD, mentioned above in connection with the FAO Review.

- 1.54 In fact, FAO's main area of cooperation with NGOs has been at the local, grass-roots level where the FFHC/AD programme has had a catalytic effect in mobilizing resources and technical cooperation through small-scale interventions, advisory services and information exchange targeted on some of the poorest rural areas of the world.
- 1.55 As reported in past editions of this Review, FAO's technical and economic divisions have also maintained extensive and valuable links with local and donor-based NGOs, contributing to the implementation of the many projects where effective community and group participation is a *sine qua non* for success and the sustainability of results. Under the proposed new sub-programme, Non-Governmental Organizations (incorporating FFHC/AD's activities), these links will be strengthened in future.

National Capacity-building and the Move towards National Execution

- 1.56 All recent UNGA resolutions have emphasized the overriding importance of the system's technical cooperation, of building up the capacities of recipient countries to become more self-reliant in the management and implementation of their development programmes.
- 1.57 Here FAO has made a conspicuous contribution, as evidenced by the presence of over 400 National Directors in its Field Programme today (and the related Headquarters and field training activities for these staff), as well as some 850 national project professionals. Indeed, the impact which FAO has had on developing human resources for food and agricultural development (e.g. over 65 000 persons currently trained annually under field projects) and in building up effective agricultural, forestry and fisheries institutions is a matter of record. Literally hundreds of such institutions in the developing countries have been strengthened, or even trace their origins, to concerted assistance provided under the Organization's Field Programmes. Development of the human dimension and institutional strengthening is, and will continue to be the main feature of all technical cooperation provided by FAO.

The growing importance of National Execution

- 1.58 Beyond this fundamental commitment, there has been increasing recourse to the modality of full national or government execution of projects under UNDP funding, including many in FAO's areas of competence.
- 1.59 The approach, formally introduced in 1976 as part of the UN system's "new dimensions" legislation (UNGA resolution 32/197), has grown gradually in importance within UNDP programmes. Whereas it averaged around 10 percent of all approvals during UNDP's Third Programming Cycle (1982-86), this same figure is currently about 15 percent for the Fourth Cycle (1987-91), with

nationally executed projects now accounting for some 11-12 percent of total UNDP delivery.

- 1.60 National execution presupposes that a country, in a particular sector or generally, has developed sufficient national expertise and institutional capacity to take over the full executing responsibility and management of a technical cooperation project, and to carry out a significant share, if not all, of the activities required for its implementation. There are currently around 25 so-called "concentration countries" which have been in a position to do this to a significant degree, and the circle is expected to widen as capacities are built up.
- 1.61 Progress in introducing the modality has not, however, been without its difficulties. There have been serious problems in meeting UNDP's reporting and financial auditing requirements, and a number of projects have had to be returned to the normal agency execution procedures. Related to these difficulties, the necessary continuing link with agency technical (and sometimes operational) support has often been lost under nationally executed projects, denying countries the valuable accumulated capital of expertise and experience of organizations such as FAO.
- 1.62 From the initial use of this modality in the late 1970s, FAO's policy has been to endorse and promote the move towards national execution as the ultimate goal of the system's development cooperation, and to provide assistance to such projects in FAO's fields - whenever requested. However, the experience in this has been mixed. FAO has not always been able to participate adequately in the selection and design of nationally executed projects in its areas of competence (leading to later problems in implementation) and effective ways and means do not presently exist for the concerned governments to tap adequately FAO's international skills and capacities.
- 1.63 The above notwithstanding, the Organization's support to and involvement in nationally executed projects has been growing at a rate, in terms of expenditures, of over 20 percent annually (mainly through the cooperating agency mechanism, whereby FAO is responsible for the implementation of a part of the project). Presently, FAO is assisting around 100 nationally executed projects spanning most main agricultural, forestry and fisheries fields.
- 1.64 The recent decision by the Thirty-eighth UNDP Governing Council Session on the subject (June 1991 - decision 91/27) outlines the agreed framework within which the expanded use of this modality will be pursued during the Fifth Cycle (1992-96). In placing particular emphasis on national capacity-building, the decision distinguishes between the goal of self-reliance in development matters, and national execution as a means of achieving this. Underlining the need for adequate technical support to assure quality, the decision recognizes the need for a country-specific approach based on joint assessments of national capacities - including for maintaining accountability to the UNDP Administrator.

- 1.65 Where specialized agencies such as FAO are concerned, the decision underlines that the modality should be promoted, *inter alia*, by the "mobilization, coordination, and effective use of the analytical, technical, and managerial capabilities of the United Nations system [operative paragraph 3(c)]. It also refers to the need for agencies to collaborate in the provision of programme-level assistance for relevant capacity-building [operative paragraph 5], to assist in the necessary assessment of technical and managerial capacities, and to provide related institution strengthening support. Specific guidelines on these matters are to be developed by UNDP, in consultation with the agencies, for submission to the Thirty-ninth Governing Council session in May 1992.
- 1.66 FAO has followed the above UNDP decision-making process closely, and taken careful note of its significant implications for the Organization's assistance to nationally executed projects during the Fifth Cycle. FAO will participate jointly with its partner agencies in the consultations with UNDP concerning the specific guidelines which will govern this modality. A further significant element - the availability of an effective support costs reimbursement mechanism to link FAO's services to such projects - is discussed below in the context of the recently adopted UNDP Support Costs Successor Arrangements.

B. THE UNDP GOVERNING COUNCIL DECISION ON SUPPORT COSTS SUCCESSOR ARRANGEMENTS

- 1.67 While the FAO review process, and the follow-up action pursuant to UNGA resolution 44/211 have laid down basic and important elements of the policy framework which will guide FAO's field activities in future, the related initiative of redefining the manner in which UNDP reimburses FAO (and other large agencies) for their support to its projects and programmes will also have significant as well as immediate impact. This is because, as will be seen below, these new arrangements go far beyond merely changing the financial parameters, and will have important effects on the role and overall involvement of FAO in UNDP-funded programmes beginning in 1992.
- 1.68 Preparations for the UNDP Support Costs Successor Arrangements have been underway for some two years involving first a lengthy study in 1989 by four experts commissioned by UNDP; a series of consultations by selected members of the UNDP Governing Council's Bureau, who visited FAO and other agencies in the spring of 1990; and a relatively complicated and open-ended "framework decision" on the matter - taken by the Governing Council at its Thirty-seventh session in June 1990 (decision 90/26). It bears note that the Director-General personally intervened at that session, drawing delegates' attention to the fundamental issues at stake and the need to preserve the valuable capital of operational skills and experience built-up by organizations such as FAO.

- 1.69 FAO has pursued a joint inter-agency approach in dealing with the difficult matters raised, in particular through its chairmanships of the CCSQ(OPS) Task Force on Support Costs - which met frequently for consultations with UNDP over the period, and of the CCAQ(FB) - both under the ACC framework. Internally, FAO also constituted, in early 1990, a Working Group on the subject (under the chairmanship of DDF, and within the framework of the Field Programme Committee) which has provided essential background assessment and analysis, and will now assist in overseeing the in-house implementation of the arrangements.
- 1.70 Information and FAO's comments on this preparation process have been consistently brought to the attention of the FAO Programme and Finance Committees, and to the FAO Council from early 1990 onwards. The general orientation of the arrangements, deriving from the Governing Council's framework decision of June 1990, were extensively debated by the FAO Council (based on document CL 98/24) at its Ninety-eighth Session in November 1990. A further short report on developments was submitted to the Ninety-ninth Council Session this June - at the same time as the UNDP Governing Council was concluding its final deliberations on the matter in New York.
- 1.71 And indeed the Thirty-eighth Governing Council, after an extended series of informal consultations, has now laid down the form and content of the new UNDP Support Costs Successor Arrangements to apply from 1992 onwards. These are set out in UNDP Governing Council decision 91/32, and its annexes. The decision, together with an analysis of implications for FAO, is available to the Conference as a Supplement to this Review. The following part of this chapter provides a preliminary assessment.

The Main Framework

- 1.72 The Successor Arrangements will constitute a radical break with the past practice of reimbursing agencies' project support, or "overhead" costs through a flat percentage rate applied against total inputs delivered. Thus in past UNDP Programme Cycles, FAO and other executing agencies received at first 14 percent of their UNDP delivery as compensation for overhead costs, and later (from 1986), 13 percent. Since this percentage never covered the full costs of such overheads (estimated in FAO's case at around 20 percent), significant subventions from the Regular Programme budget were always required.
- 1.73 This straightforward system, which was easily applied by all parties, is now to be replaced by a more complicated regime which, for FAO and four other "large" specialized agencies (ILO, Unesco, UNIDO and UN/DTCD) - will consist of three major components, viz: a new facility to help cover the costs of further growth in these agencies' so-called "up-stream activities" (policy advice, sectoral/sub-sectoral review work, programming, etc.) referred to as TSS-1; a new facility to compensate agencies for the costs of their technical support to UNDP-funded

projects (from identification/design through appraisal, implementation, and evaluation) referred to as TSS-2; and a method of reimbursement for what are defined as administrative and operational services to projects based on the application of different rates and/or fees for specified "clusters" of activities (e.g. recruitment of experts, procurement of equipment, training, provision of fellowships, etc.) referred to as AOS services.

- 1.74 It bears note that other UNDP executing organizations will continue in the Fifth Cycle to operate under the present regime with some modification. Only the five large agencies will have access to the new TSS-1 and TSS-2 facilities. The World Bank will be reimbursed a flat 10 percent of its delivery out of AOS resources, as will WHO and the small technical agencies. The latter group will also receive an extra three percent from a central fund. OPS will derive its reimbursement from AOS, on the same cluster basis as the large agencies, as discussed below. For the moment, the new arrangements are intended to apply to the IPF-funded projects of UNDP only (both country and intercountry) - excluding projects under UNDP trust funds and other funds under the authority of the UNDP Administrator.

Necessary briefing, training, and the introduction of new systems

- 1.75 The new structure is obviously much more complex than the present flat-rate system, and its efficient implementation will require well-prepared briefing and training of all FAO staff involved - including FAORs and field personnel. This effort will need to be closely coordinated with similar briefing which other organizations will be undertaking, including UNDP itself, and with the necessary training of concerned government officials at country level. There will also be a need to design and introduce new financial, accounting and related information systems to service the new arrangements. (A tentative estimate of the necessary actions and their costs to FAO are provided in the Supplement to this Review, as noted above.)

The resource position

- 1.76 As concerns the resources framework for the two new facilities (TSS-1 and TSS-2) and for AOS, the Governing Council's final decision regarding FAO and the other four agencies is illustrated in the following table:

Table 1.1

UNDP SUPPORT COSTS SUCCESSOR ARRANGEMENTS

Resource Framework for the Five Large Agencies

Support activity	Amount available (1992-96) - US\$ millions -
Programme Technical Support (TSS-1)	64
Project Technical Support (TSS-2)	80
Administration and Operation Support (AOS)	Not to exceed 10% of delivery

- 1.77 As the table illustrates, the arrangements contain - in their resource allocation - a certain emphasis on technical support to projects (TSS-2). A part of this is earmarked to support nationally executed projects; some US\$ 20 million of the TSS-2 total would only be made available after the incidence of national execution in the agencies' areas of competence reaches certain "threshold" levels. On the other hand, the more modest amount set aside for programme level support (TSS-1) reflects the new and innovative nature of this facility, and will be reviewed (with the implied possibility of supplementary funding) in 1994.
- 1.78 In considering these amounts, it should be borne in mind that they apply to the five agencies over a five-year period (1992-96). Traditionally, FAO's share, as by far the largest executing agency, has been around 40 percent. Thus, very tentatively, FAO might have available some US\$25.6 million under TSS-1 for "up-stream" or programme support, and some US\$ 32 million under TSS-2 for channelling technical support to projects. Though these amounts may not in practice be distributed equally on an annual basis, this would - on that basis - represent about US\$ 5.1 million annually for TSS-1 programme services, and US\$ 6.4 million for TSS-2 project support services.
- 1.79 While, as discussed below, these resources are modest with regard to requirements, it is explicit in the decision that the above amounts would be matched in some proportion by the resources of the agencies themselves (as in fact has been the case regarding support costs under the present regime). Given FAO's current budgetary constraints this matter will need to be looked at very closely.
- 1.80 An important characteristic of the new arrangements, distinguishing them from the present system is that they are in large part aimed at covering reimbursement for the identifiable costs of staff, consultants, travel, etc. to provide specifically-defined

direct services - whether these take the form of a policy advisory assignment, a sub-sectoral review mission, a project design exercise, a technical backstopping visit, etc. In contrast, the current regime is in significant part for indirect costs of mainly Headquarters overhead services, which will only account for a share of reimbursements under the new arrangements.

- 1.81 As regards AOS income for FAO over the Cycle, this is impossible to forecast with precision since it depends on the rate at which governments themselves can increasingly undertake this kind of activity in FAO's areas (i.e. under national execution). Some possible hypotheses of AOS income are examined in the Supplement.

Preliminary Assessment of the Three Main Elements

Programme-level services (TSS-1)

- 1.82 The basic idea behind TSS-1 is to make available additional and specific UNDP resources to further strengthen the trend by agencies such as FAO towards greater engagement in policy advisory activities, sector and sub-sectoral review exercises, programming and similar types of activities - as described earlier in connection with follow-up to the FAO review process and UNGA Resolution 44/211.
- 1.83 The procedures to achieve this, annexed to the Governing Council's decision, call for a work-programme to be elaborated between UNDP and the concerned agencies, based on lists of possible activities compiled at the country level. The work-programme would first be prepared in 1992.
- 1.84 In practice, it is intended that these procedures should be applied in a flexible manner (i.e. be adjusted in accord with experience), and encompass a necessary revision process between the countries, the agencies and UNDP. As noted earlier, FAO and the other agencies are expected to provide matching resources, and to use the eventual work-programme to help coordinate their total efforts in the specific areas covered.
- 1.85 Given FAO's comparatively large and growing flows of this kind of assistance (tentatively estimated at some US\$ 30 million in terms of annual value), the yearly amounts which might be available from the new TSS-1 facility (on average, US\$ 5.1 million per year) must be seen in perspective.
- 1.86 Clearly, the use of this facility will have to be closely integrated with the existing and improved frameworks for such activities already established within FAO. At the same time, the availability of additional funds, and the procedures for handling these if properly applied, can be complementary to, and further enhance the overall impact of such work.

Technical support to projects (TSS-2)

- 1.87 The TSS-2 facility is meant to ensure greater technical support by agencies to UNDP-funded projects, regardless of the execution modality, (i.e. thus, *inter alia*, providing a reimbursement link to agencies for their technical support of nationally executed projects). The facility can be drawn on by FAO, and the other four large agencies, for a variety of technical services covering the entire project cycle.
- 1.88 In practice, it is envisaged that TSS-2 services will focus on technical support, and the technical backstopping of projects during implementation. This has been identified as an area where alternative funding sources cannot compensate for the support costs income which will be lost with the demise of the present system (IPF Preparatory Assistance and the SPR Project Development Facility will continue to be available to agencies for project identification and design activities). It is also an area where clear and adequate reimbursement arrangements do not presently exist for agency assistance to nationally executed projects. While the automatic involvement of an agency will not be guaranteed in all projects which it does not execute, and yet fall within its sectoral areas, it is significant that the decision envisages the participation of the concerned agency at a minimum in project monitoring and evaluation for all large-scale and/or complex projects falling within its areas of competence.
- 1.89 TSS-2 procedures call for country-level consultations between governments, UNDP, and the agency concerned - to prepare a separate TSS-2 budget (revisable) for each project, to be drawn upon by the agency as project implementation proceeds. Unforeseen services are also taken into account. It is foreseen that reimbursement will be largely in relation to the man/months of professional time expended.
- 1.90 A key issue affecting TSS-2 will be the sufficiency of the funds available, and the degree to which FAO and other agencies can provide additional resources from their own Regular Programme budgets. In the case where FAO is operating the project, necessary TSS-2 provisions might be less expensive. Where FAO is not the operator however, it may prove more costly to ensure that the "outside" TSS-2 services are properly integrated into overall project activities, thus suggesting the need for FAO's systematic involvement - from the design stage - in all main projects in its fields, even where national execution is contemplated.
- 1.91 FAO is presently executing some 850 UNDP-funded projects, and assisting a further 100 nationally executed projects in its areas of competence. Even assuming a cost sharing by FAO of one-half of all TSS-2 activities, scarcely US\$ 14 000 will be available for such technical support per project per year. Possible remedies to this situation may have to include building greater provision for the costs of these services into the budgets of projects.

Administrative and Operational Services (AOS)

- 1.92 It is significant that unlike TSS-1 and TSS-2, which are to be handled and reimbursed centrally by UNDP, all AOS services will be funded out of individual country and inter-country IPF earmarkings. Although the idea is that on average such compensation should not exceed 10 percent of such earmarkings, individual rates to be charged for specified "clusters" of AOS services may well exceed (or be less) than the 10 percent overall limit.
- 1.93 While a final set of rates (probably covering some 5 to 8 basic clusters of services) remains to be worked out and agreed between the agencies and UNDP (the matter is being studied with the help of a specialized consulting firm), it is already clear that organizing training and fellowship activities is relatively expensive in terms of support, that backstopping national as opposed to international personnel can be more expensive for some agencies, and that equipment procurement and sub-contracting are perhaps the least expensive activities in this category of services.
- 1.94 The main issue concerning the AOS element, besides the need to agree on the rates structure, is the risk of overcomplication and the prospect of costly project by project negotiations between governments, agencies and UNDP. A step has already been taken in the decision itself to address this danger by stipulating that the cluster framework, and the rates to be charged, will be common to all five agencies and to OPS. Nevertheless careful attention will still be required, in the course of further UNDP-agency consultations scheduled to take place before 1992, to avoid a final structure and methodology which results in time-consuming negotiations over AOS charges.

Transitional Measures and Monitoring

- 1.95 A significant part of the consultations during the preparation of the new arrangements centred around the need for transitional measures for agencies such as FAO, a point highlighted in the earlier discussions on this subject at both the Ninety-eighth and Ninety-ninth sessions of the FAO Council. However, at the time of those sessions, it was difficult if not impossible to predict actual impact on the Organization - since the exact modalities to be applied and the resources to be made available had not been decided upon.
- 1.96 Yet it is clear that the implementation of such a radically different and complicated new system in FAO will not be easy, nor can it be accomplished without significant costs. These include the costs of briefing, training and the changing of systems as noted above, as well as the costs of the necessary staff adjustment.
- 1.97 Concerning the first group of costs, a tentatively estimated breakdown is shown in the Supplement, to cover the period through 1992. This does not include the continuing costs which will be incurred as new Headquarters and field staff are

trained in a system, and procedures, which require much more understanding than the present regime.

- 1.98 As regards implications in terms of staff adjustments, some indications are also provided in the Supplement (based on assumptions concerning the growth of nationally executed projects in FAO's areas). It is clear that the volume of FAO's activities in the actual administration and operation of UNDP projects will decline as a direct result of the new arrangements and that this will have staffing implications for which special financial provisions may have to be made by the Organization.
- 1.99 This problem will be less serious in the first several years of the new arrangements, since the decision stipulates that all projects approved for the five agencies' execution prior to reaching a fixed level of commitments against Fifth Cycle IPF resources (set at US\$ 500 million and expected to be reached by March of 1992) will continue to be administered under the present 13 percent regime. However, from 1994 onwards FAO's income from such projects will become insignificant. By then, most UNDP projects assisted by FAO would be subject to the new system, and the full impact of the arrangements will thus be experienced.
- 1.100 In its decision, the Governing Council recognized this difficulty in calling for the problems associated with transition to the new arrangements to be addressed specifically at its Thirty-ninth Session in May 1992. Together with other agencies affected, FAO intends to make a full presentation to that session, further elaborating the information in this regard which is presented in the Supplement.
- 1.101 Related to the transitional problem, it is noteworthy that the Governing Council's decision provides for close monitoring of the new system - calling on UNDP, in consultation with FAO and other agencies, to prepare a progress report for review and discussion each year. Such reports, directed to the Governing Council, will be systematically brought to the attention and scrutiny of FAO's Governing Bodies.
- 1.102 In addition, the Governing Council's decision also provides for a major review of the new arrangements at its Forty-Fourth Session in 1994. These strict monitoring procedures reflect a recognition of the radical nature of the changes to be introduced, and the possible need to take corrective action as experience is gained.

Some Conclusions - and Follow-up

The UNDP Support Costs Successor Arrangements relate to some of the major orientations reflected in both the FAO Review, and in UNGA resolution 44/211. This is certainly the case as concerns the move towards more policy, sectoral, and programming work at country level; emphasis on agency technical support to field projects; and the need to promote and facilitate the move towards national execution.

In a sense, the new support costs arrangements might be viewed as the "operational arm" of these common policy aims. But while the arrangements undoubtedly reflect such objectives in their structure, the question remains as to their effects and impact in practice.

A number of issues and possible problems have already been alluded to in this connection. These include the need to mount intensive and well-conducted briefing and training programmes for staff, difficulties posed by the inherent complexity of the arrangements themselves, and the question of the adequacy of the funding provisions for the major components.

Concerning training/briefing requirements, FAO and its partner agencies will be holding a series of consultations with UNDP during the autumn of 1991, in order to coordinate individual agency programmes in this regard. The process will need to continue well into 1992 - combined with a considerable amount of "learning by doing" on the part of both agencies and UNDP staff, as well as concerned government officials. A principal requirement will be for all parties involved to identify and foster practical and flexible approaches which are easy to apply - to avoid that the cost of administering the new scheme does not further draw away from UNDP's core resources, and from the scarce Regular Programme resources of FAO and other agencies.

Potential obstacles posed by the complexity of the arrangements will have to be addressed. This will include the further elaboration of the envisaged work-programme procedures for TSS-1, in order to ensure appropriate sensitivity to government policies and national plans, and achieve prompt response times by the agencies in respect of requests received at country level.

In the case of TSS-2, as well as of AOS, there will in particular be a need for procedures and reimbursement modalities which can be operated smoothly - without recourse to costly project by project negotiations. Otherwise, the aim of increased efficiency and effectiveness could be defeated by the potentially complicated nature of the decision itself.

As regards the adequacy of funding to underwrite and mobilize the necessary professional and technical resources envisaged, some comments have already been made in respect of each of the main components. Given the requirement for substantial resources to be drawn from FAO's Regular Programme budget, the "matching" aspect will be of critical importance. It is simply not realistic to expect FAO to be able to introduce rapid and far-reaching changes in the conduct of its major Field Programme when the necessary Regular Programme resources for this are in effect cut, and subject to great uncertainty.

The Crucial National Execution Link

The structure of the new arrangements provides for a close, and potentially effective linkage between the increased national execution of projects by governments - and support for this from agencies such as FAO. In this context, it will be necessary to develop agreed and workable guidelines for the promotion of this modality on a country-specific basis, as called for in UNDP Governing Council decision 91/27, noted earlier.

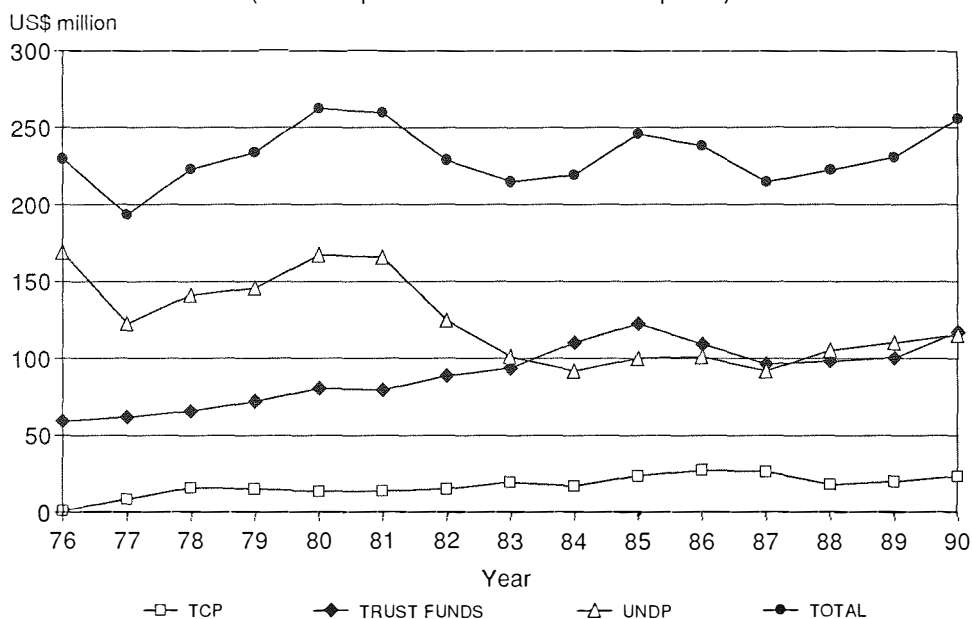
In contrast to past experience, decision 91/27 outlines a systematic process whereby, along with UNDP and governments, the concerned agencies would be associated with, and contribute to the decision-making leading to national execution in their sectors of competence. Besides project identification and design, the relevant agency would be in a position to supply such necessary support services as may be required during implementation (i.e. through the TSS-2 facility of the new support costs arrangements).

Since an enhanced agency role in the national execution modality is a major objective of the Successor Arrangements, FAO anticipates an intensive and comprehensive consultation process with UNDP and its partner agencies, leading to the detailed guidelines for national execution to be submitted to the Governing Council in May, 1992. Progress in this vital area will be reported to this Conference.

As will be the case in respect of the new procedures for national execution, FAO's governing bodies will be regularly and systematically informed of developments regarding all the main topics raised in this policy review chapter. Indeed, reporting on these rapidly evolving policy themes, orientations, and related new mechanisms is likely to be a central feature of all field programme reporting exercises for the foreseeable future.

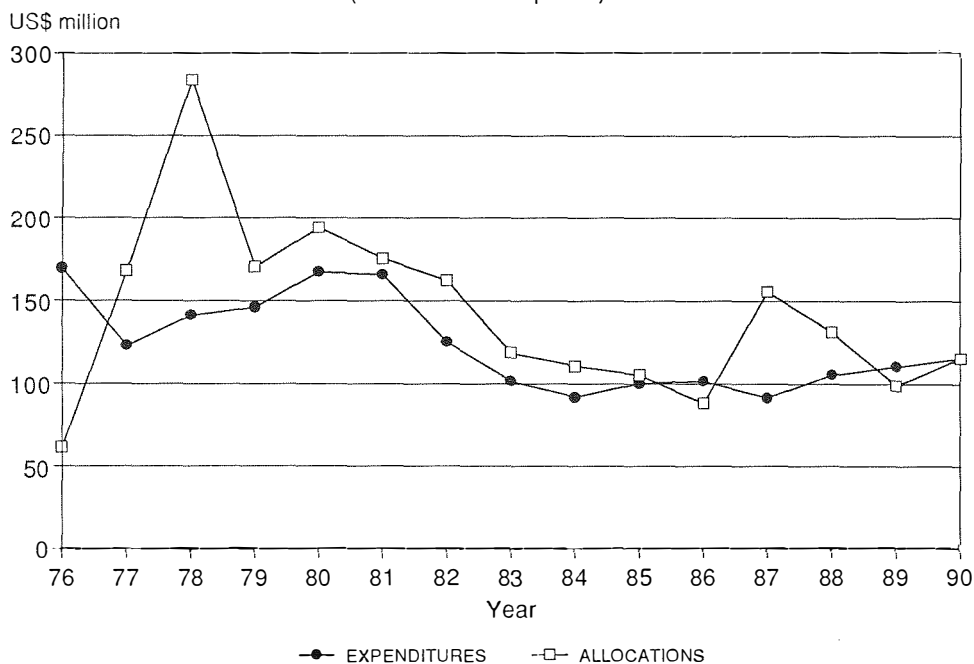
CHAPTER TWO

CHART 2.1 - TRENDS IN THE REAL VOLUME OF FAO'S TECHNICAL COOPERATION*
(annual expenditures at constant 1980 prices)



* Excludes development assistance under Trust Funds for the International Fertilizer Scheme (IFS), the Office of Special Relief Operations (OSRO), the Emergency Centre for Locust Operations (ECLO) and the Screwworm Emergency Centre for North Africa (SECNA)

CHART 2.2 - UNDP ALLOCATIONS TO FAO AND FAO/UNDP EXPENDITURES 1976-90
(at constant 1980 prices)



CURRENT TRENDS AND OUTLOOK

OVERVIEW

- 2.1 This chapter, as in previous editions of this Review, sets out the main characteristics, and the most recent trends within FAO's main Field Programmes. The various policy themes and orientations referred to in Chapter 1 including the UNDP Support Costs Successor Arrangements, may be expected to have increasing impact on the diverse activities described here.
- 2.2 The levels and content of these FAO operations must be seen against the larger backdrop of world development. In recent years this has been characterized by a steady, if sometimes erratic, overall economic growth in the developed nations. The developing countries, on the other hand, have often faced stagnation or even regression in efforts to expand their economies. This has been particularly the case in Africa and Latin America, and also in parts of Asia and the Near East.
- 2.3 While moderate growth in world food and agriculture production continued into the current biennium, this has mainly been concentrated in the developed countries. In contrast, the overall prospects for the food and agricultural sectors in many developing countries, particularly LDCs, remain preoccupying in the face of the debt crisis, impediments to the expansion of agricultural trade, and the need to meet the food demands of rapidly increasing populations.
- 2.4 This situation underlines the continued relevance and importance of FAO's diverse programmes of country and inter-country technical assistance. Through these programmes, valuable resources and know-how are provided to support developing countries in their efforts to improve food production, and agriculture generally - including forestry and fisheries. With the resources placed at its disposal by various donors and funds, as well as through its own Regular Programme, FAO has been able to respond to critical challenges posed in these vital sectors with an expanding programme of technical cooperation in over 140 countries.
- 2.5 The main programme funding for this, and by far the single most important source for funding FAO's technical cooperation, remains the UNDP. The FAO/UNDP programme continued its recent steady growth path into the biennium, though not attaining the peak real volume level achieved almost a decade ago. The financial outlook for UNDP has continued to improve. The overall level of resources estimated as available for the Fifth Programming Cycle (1992-96) is well over US\$ 4 billion, which assumes an annual growth rate of 8 percent in voluntary contributions.

- 2.6 Trust Fund activities also continued to grow, with the generous support of a number of long-standing donor countries - reflecting their confidence in the Organization. This confidence also underlies the significant levels of Unilateral Trust Fund projects operated during the biennium, financed by recipient governments' own scarce resources.
- 2.7 As noted below (and examined in Part II of Chapter 3) the TCP has again reached the levels of delivery obtained in the mid-1980s - having recovered from the somewhat lower levels of delivery in the late 1980s imposed by the Organization's Regular Programme budget shortfalls.

A. TRENDS IN EXPENDITURE

- 2.8 As shown in Table 1 in the Statistical Appendix and reflected in Chart 1.1, FAO's Field Programme expenditure increased during the biennium. For the first time, total expenditures for technical cooperation in 1990 exceeded US\$ 400 million in current terms.
- 2.9 While a welcome development, this achievement needs to be seen in perspective. Field Programme expenditure experienced a real peak level in 1981 of US\$ 318 million. This was then followed by a sharp decline to around US\$ 260 million in 1983 - as a result of the earlier UNDP "liquidity" crisis. Since then there was a steady growth. But the earlier peak was only exceeded in current terms in 1988.
- 2.10 Overall, Field Programme expenditures have been most influenced by fluctuations in UNDP resources allocated for FAO-assisted projects (see Chart 1.2). There has been a more gradual but consistent expansion of FAO/Trust Fund programmes, while TCP has risen progressively. The latter, of course, still represents only a small component of total Field Programme expenditures.
- 2.11 As shown in Chart 1.1, the Trust Fund programme has been a main factor in determining the overall pattern of field programme expenditures (shown at 1980 constant prices). The chart depicts the real volume of such expenditure based on a composite index of UNDP personnel costs and costs of machinery and equipment as reported by the UN¹. It is important to recognize that the real volume of field programme expenditure reached in 1990 had still not exceeded the level attained at the beginning of the 1980s.
- 2.12 The latest trends in the evolution of FAO's field programmes are shown in Table 2.1. Total expenditure (cash disbursements and unliquidated commitments) in

¹ 1976 (68), 1977(72), 1978(79), 1979(90), 1980(100), 1981(110), 1982(113), 1983(115), 1984(119), 1985(116), 1986(127), 1987(140), 1988(147), 1989(149), 1990(153).

1990 reached US\$ 407 million. The growth between 1989 and 1990 amounted to almost 14 percent.

Table 2.1

FIELD PROJECT EXPENDITURE AND NEW APPROVALS
(US\$ million rounded in current values)

Funding Source	1990 Expenditure	1990 Approvals	1991 Estimated Expenditure
UNDP	176	180	185
Trust Funds	195	200	198
TCP	36	39	38
TOTAL	407	419	421

- 2.13 In general, the pattern of project approvals in 1990 has remained positive. Though UNDP approvals remained at a fairly high level, they were somewhat lower than in the two preceding years (when these exceeded US\$ 190 million). Trust Fund approvals retained their satisfactory level, and were influenced - *inter alia* - by significant resources made available by a number of principal donors. In this context, particular mention should be made of multi-bilateral Trust Funds provided by the Netherlands, and contributions by various funding sources for the activities of FAO's Screwworm Emergency Centre for North Africa (SECNA). TCP project approvals have also proceeded at a strong level.

UNDP Programmes

- 2.14 While in the past the FAO/UNDP Field Programme has often been subject to considerable fluctuation, recent years have marked a steady expansion. This is largely because overall resources made available by donors to UNDP have grown consistently since 1984. During 1990, total UNDP resources exceeded US\$ 1 billion.
- 2.15 It is to be hoped that this welcome trend will continue during the Fifth UNDP Programming Cycle (1992-96), for which an annual growth in contributions of 8 percent has been assumed as noted earlier. The total volume of UNDP resources actually available for FAO's Field Programmes, however, will remain subject to fluctuations in the dollar. This is because most UNDP donor countries denominate and plan their contributions in their national currencies.

- 2.16 A large number of UNDP Country Programmes remain to be approved for the Fifth Cycle. Most of these will be put before the UNDP Governing Council at its forthcoming sessions, in February and in May, in 1992. It may be expected that, in view of the continued crucial importance of food and agriculture, and forests and fisheries in the economies of most developing countries, a significant share of these UNDP programmes will aim at the further development of these sectors - with a consequent need for expanded FAO support.
- 2.17 FAO has retained its position as the largest executing agency for UNDP programmes and UNDP-funded projects currently account for about 43 percent of total FAO Field Programme expenditure. As shown in Table 2.2 below, however, FAO's share in the total UNDP programme declined from about 30 percent in the early 1970s, to a low point of only 17 percent in 1990. There are a number of reasons for this trend, in particular the increase in the number of executing agents for UNDP's programmes, and the relative increase in projects implemented under other modalities - most prominently under the government or national execution modality, under UNDP's own Office for Project Services (OPS), and under an increasing number of executing arrangements with the World Bank Group.

Table 2.2

FAO'S SHARE OF TOTAL UNDP FIELD PROJECT EXPENDITURE

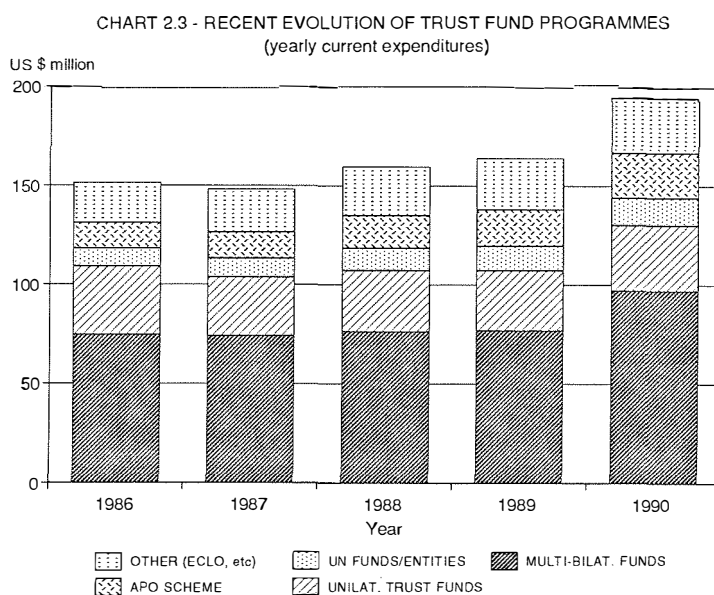
YEAR	1972	1976	1980	1984	1985	1986	1987	1988	1989	1990
FAO Share (%)	31	29	25	21	21	19	18	19	19	17

- 2.18 Projects executed directly by governments in 1990 accounted for just under 12 percent of the total UNDP Programme. UNDP itself, through OPS accounted for more than 11 percent, while the World Bank, IMF, and IFC share was close to 10 percent. Recent indications of rising project approvals under UNDP/OPS point to the further expansion of the use of OPS for executing UNDP IPF resources.
- 2.19 From the current policy emphasis on national execution, as discussed in the previous chapter, it is clear that governments will increasingly take over responsibility for project execution and implementation activities. Indeed, FAO has systematically involved governments directly into its own programmes and projects, and has increasingly utilized national capacities in the form of experts as well as Project Coordinators and Directors. There had also been an increasing role played by FAO in the implementation of nationally executed projects, usually as cooperating agency. In 1990 FAO was providing services to around 100 government-executed projects in its areas of competence.

- 2.20 The recent decision of the UNDP Governing Council on the Support Costs Successor Arrangements will have considerable implications for the future role of agencies such as FAO in the UNDP programme - and on the volume and type of services to be provided. This is assessed in Chapter 1 (Section B) where the likely shift towards strengthened technical support services for projects and away from actual administrative and operational work is described. At the same time, FAO will increasingly be involved in technical services at the programme level in the form of policy advisory services, sectoral and sub-sectoral review work, etc. Some recent examples of this latter aspect are given further below in Section B.

Trust Fund Programmes

- 2.21 As shown in Table 1 of the Statistical Appendix, the FAO Trust Fund programme retained the upward trend noted since prior biennia in terms of project delivery. A level of US\$ 195 million including unliquidated obligations and excluding project servicing costs was reached in 1990 which accounted for more than 52 percent of the total expenditure incurred under all field projects financed from extrabudgetary resources. The continued level of approvals by FAO's main Trust Fund donors suggests that the current pattern should be maintained. Most recent trends in the evolution of Trust Fund programmes are shown in Chart 2.3 below.



- 2.22 The FAO Government Programme has remained the most important component. Many of the projects financed by donor governments are directly linked to FAO's Regular Programme priorities and Special Action Programmes, with concentration on Africa. The second largest category is the Unilateral Trust Fund Programme - under which FAO implements projects funded by recipient governments directly.

The required resources come from either nationally available funds, or the proceeds of loans extended by the World Bank or other development financing institutions. There has been a constant growth in project expenditure under this category in recent years.

- 2.23 The third largest category comprises the Associate Professional Officers Programme. The programme has extended its dynamic expansion, reaching a level of about US\$ 23 million in 1990 in terms of expenditures - representing an increase of almost 25 percent over 1989. By the end of 1990, some 360 young professional officers were involved, mainly serving in FAO field projects in Africa.
- 2.24 Other Trust Fund categories, as shown in Table 1 of the Statistical Appendix, recorded an increase of about 8 percent in 1990 over 1989. This category includes a variety of programmes. It comprises projects carried out by the Office for Special Relief Operations (OSRO) as well as the Emergency Centre for Locust Operations. Compared to 1989 there has been a considerable increase in OSRO activities, while expenditure for the locust campaigns remained well below the levels incurred in 1989 - thus reflecting a decline in the need for such action as described below.
- 2.25 On the other hand, the special campaigns undertaken by the Screwworm Emergency Centre for North Africa (SECNA) resulted in a 1990 level of expenditure of about US\$ 6 million (the SECNA programme is discussed below). Also of particular importance were various funds and funding sources within the UN system providing support to FAO's field activities. There was, for instance, a notable increase in the value of projects financed through the UN Fund for Population Activities (UNFPA) in the biennium.
- 2.26 The continued strength of the FAO Trust Fund programme confirms the steady interest of various and diversified funding sources in tapping FAO's competence and experience in technical cooperation - within the framework of the Organization's priorities. The most prominent donors in 1990 were the Netherlands, Italy, Saudi Arabia, Denmark, Belgium, Japan and Switzerland.

Special Trust Fund Activities for Locust and Grasshopper Control

- 2.27 In early 1989 the threat and damage of the desert locust plague which had affected most of North-West, West and Eastern Africa and parts of the Near East diminished sharply. This was probably due to a combination of control measures which FAO helped coordinate, mortality due to mass migration into the Atlantic, and poor breeding conditions.
- 2.28 The FAO Centre for Locust Operations (ECLO) continued to coordinate surveillance and control activities in 1990 against both desert locusts and grasshoppers. But in December 1990 ECLO was dissolved, due to the reduced scale of the locust and grasshopper threat. FAO's responsibilities in this area continue through Regular

Programme activities through the Locusts, other Migratory Pests and Emergency Operations Group in the Plant Production and Protection Division. It bears noting that the locust and grasshopper control activities initiated by FAO, between 1986 and 1990, together with international, bilateral and other partners - was estimated to have generated approximately US\$ 290 million in support for this activity.

Programme for the Eradication of New World Screwworm from North Africa

- 2.29 The New World Screwworm (NWS), was first reported in Libya in late 1988. An FAO mission to Libya in the spring of 1989 confirmed the infestation. Starting from mid-1989, FAO approved several TCP projects to provide surveillance, diagnostic control and training for the seven countries judged to be at immediate risk.
- 2.30 The Director-General, FAO, established the Screwworm Emergency Centre for North Africa (SECNA) in June 1990. Initial activities supported by FAO (TCP) and UNDP/Libya cost sharing concentrated on surveillance, monitoring and quarantine activities at the cost of US\$ 3.68 million. The pilot phase, which included the application of the Sterile Insect Technique (SIT) was completed in mid-February 1991 at the cost of US\$ 2.7 million - provided by IFAD, AfDB, UNDP and FAO itself.
- 2.31 The large-scale Regional NWS Eradication Programme was formulated by a joint FAO/IAEA/IFAD mission in June 1990. The project document defined specific activities over a two-year period, of which four months were executed in 1990. The Eradication Programme's field activities are based in Tripoli, Libya, but extend to cover the six neighbouring countries at immediate risk (Algeria, Chad, Egypt, Niger, Sudan and Tunisia).
- 2.32 Funds for this programme are provided by 13 donor countries (Australia, Belgium, Finland, France, Germany, Ireland, Italy, Libya, Netherlands, Sweden, Spain, UK and USA) and six agencies (IFAD, ISDB, AfDB, EC, OPEC and the World Bank). The total amount of pledged assistance has now reached US\$ 44 million, while the amount required to the end of 1991 is estimated at US\$ 56 million. Of the US\$ 18.2 million actually received so far (July 1990) - all has been committed or expended.
- 2.33 Sterile Fly dispersal covering the entire infested area (approximately 26,000 km²) started in February 1991 and was increased to the rate of 50 million flies per week by June 1991. The precise impact of the intensive surveillance, monitoring, treatment and dispersal of sterile flies will be assessed after the end of the cold months of the 1991-92 winter.

Technical Assistance in Connection with Bank Loans and Credits

- 2.34 FAO continued to strengthen its collaboration with Member Governments in the implementation of the technical assistance components of investment projects financed by the World Bank, regional development banks and IFAD. Major emphasis has been on such components as training, institution-building and agricultural development support - areas in which FAO has accumulated substantial experience and technical expertise.
- 2.35 FAO provides such services under Unilateral Trust Fund arrangements with borrowing countries, in close consultation with the respective financing institution. In this way FAO is in a position to contribute significantly to major development efforts of its member countries, through the provision of high-level technical expertise and technical backstopping in the course of large-scale investment implementation. Expenditures for such work in 1990 reached about US\$ 17 million linked to some 70 investment projects. The total budget value of this assistance was well over US\$ 110 million, an increase of more than 10 percent compared to 1989.

The Technical Cooperation Programme (TCP)

- 2.36 The TCP has continued to provide an important and valued instrument enabling the Organization to respond quickly and flexibly to urgent technical and emergency assistance requests. Since its initiation, expenditure under the programme has risen steadily, reaching a total of US\$ 36 million in 1990 - or around 9 percent of total Field Programme expenditures.
- 2.37 During 1990, 289 new projects were approved for a total allocation of US\$ 39 million. Of these approvals, 40 percent by value were in Africa, 23 percent in Asia and the Pacific, 21 percent in Latin America and the Caribbean, and 14 percent in the Near East Region. As shown in Table 6 of the Statistical Appendix, since the inception of the programme and up to the end of 1990, 4 758 projects have been approved for a total value of US\$ 382 million. About 30 percent of these projects have been devoted to training activities, and 27 percent to advisory services. The third largest category, with 22 percent, has covered projects addressing emergency requirements.
- 2.38 A full description of the TCP, its background and a desk review of 58 selected TCP projects, is provided in Part II of Chapter 3. Further information is given in the Review of the Regular Programme, 1990-91 (Chapter 5).

Freedom from Hunger Campaign/Action for Development

- 2.39 The "Freedom from Hunger Campaign/Action for Development" (FFHC/AD) is FAO's main direct channel of cooperation with non-governmental organizations

(NGOs). FFHC/AD assists NGOs to formulate projects geared to helping small producers attain food security, mobilizing resources for these activities from NGO donors in developed countries and from other funding partners. FFHC/AD also supports training and research programmes aimed at improving NGO delivery of services to small farmers, and NGO networks concerned with rural development issues in both the North and the South. Importantly, FFHC/AD also helps FAO's technical divisions to design and implement field activities with maximum outreach to local NGOs and similar rural people's organizations.

- 2.40 Over the 1990/91 biennium FFHC/AD's collaboration with NGOs began to focus on certain themes of particular relevance to small farmers, such as agro-ecology, and the impact of structural adjustment on peasant agriculture. In this context, FFHC/AD's NGO field projects offer FAO a possibility of testing out, on a small-scale, innovative rural development approaches.
- 2.41 As of April 1991, 65 FFHC/AD projects were operational incorporating total donor contributions of US\$ 8.7 million. On an annual basis, donor contributions for such projects have recently averaged US\$ 1.8 million, up from around US\$ 0.5 million per year during the early 1980s.

Support to the World Food Programme

- 2.42 FAO provides a variety of professional support services to World Food Programme (WFP) projects in the agriculture, fisheries and forestry sectors, assisting in the identification, formulation, appraisal, and implementation of projects, as well as evaluation and technical reviews. The overall level of technical inputs supplied has increased significantly during recent years. In 1989-90, 191 FAO experts participated in 105 WFP field missions.
- 2.43 WFP projects are sometimes linked to parallel FAO technical assistance projects, involving the direct support of FAO project staff in the implementation of WFP assisted projects. TCP has also, on various occasions, facilitated the preparation or implementation of such projects. Discussions at the working level between the two organizations have been intensified in order to identify opportunities for this kind of complementary activity at the earliest possible stage.

B. MAIN CATEGORIES OF FIELD PROGRAMMES

- 2.44 As shown in Table 2 of the Statistical Appendix, by the end of 1990 some 2 325 field projects with a total value of about US\$ 2.2 billion were being implemented by FAO in almost 140 countries and territories. Although the majority of projects remained under US\$ 500 000 in value, their average size increased from US\$ 790 000 in 1986, to over US\$ 930 000 by the end of 1990. Average size of UNDP projects in the biennium was slightly above US\$ 1 million, as compared to

about US\$ 1.4 million for Trust Fund projects. TCP average project size continues to be much smaller, and is presently in the range of US\$ 130 000. Compared to the period covered by the previous Review, there has been a significant increase in the budget value of FAO projects under all categories.

Geographical Distribution of Field Projects

- 2.45 The geographical distribution of FAO's field projects at the end of 1990 conformed to earlier patterns. Table 2.3 below provides a comparison of the regional distribution of project expenditure in the current biennium with that of previous biennia, while Chart 2.4 indicates the current distribution in graphic form.

Table 2.3

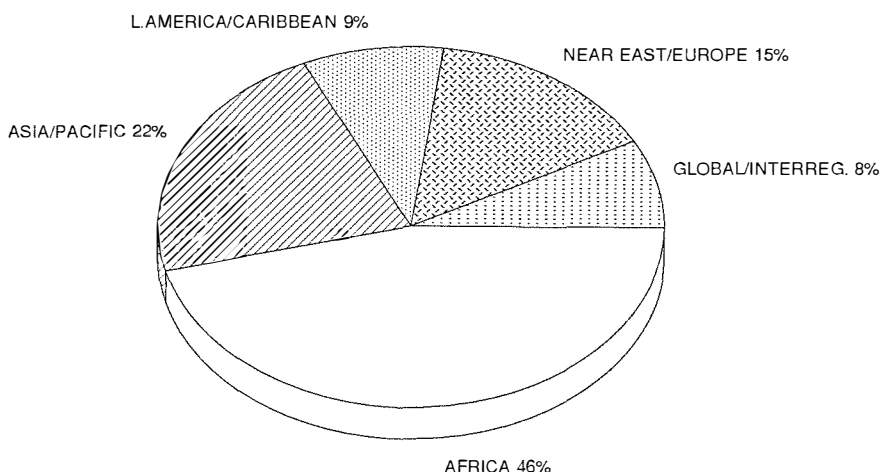
DISTRIBUTION OF EXPENDITURES FOR FAO'S FIELD PROJECTS (including TCP)

REGION	1980-81	1982-83	1984-85	1986-87	1988-89	1990-91
percent.....					
Africa	37	39	39	47	48	46
Asia and the Pacific	26	25	22	24	23	22
Near East and Europe	19	22	21	16	14	15
Latin America and Caribbean	11	9	8	8	9	9
Global and Interregional	7	5	10	5	6	8
	100	100	100	100	100	100

- 2.46 Operational projects in Africa continued to record the highest amount of project expenditure, accounting for about 46 percent of expenditure under all categories of field programmes. The second most important region in terms of project expenditure remained Asia and the Pacific, whose share declined slightly to 22 percent. The Near East and Europe remained the third most important region with a share of 15 percent, slightly above the level of the previous biennium with the majority of expenditure in Near Eastern countries, largely in the form of Unilateral Trust Fund arrangements. The share of the region has been influenced by the activities of the FAO Screwworm Emergency Centre (SECNA) noted above. The Global and Interregional category experienced a small increase in its share to 8 percent. As in previous biennia the moderate share of Latin America and the Caribbean, due to

relatively small FAO/UNDP expenditure, was largely made up of Trust Fund and TCP project expenditures.

CHART 2.4 - DISTRIBUTION OF EXPENDITURES FOR FAO'S FIELD PROJECTS IN 1990
(including TCP)

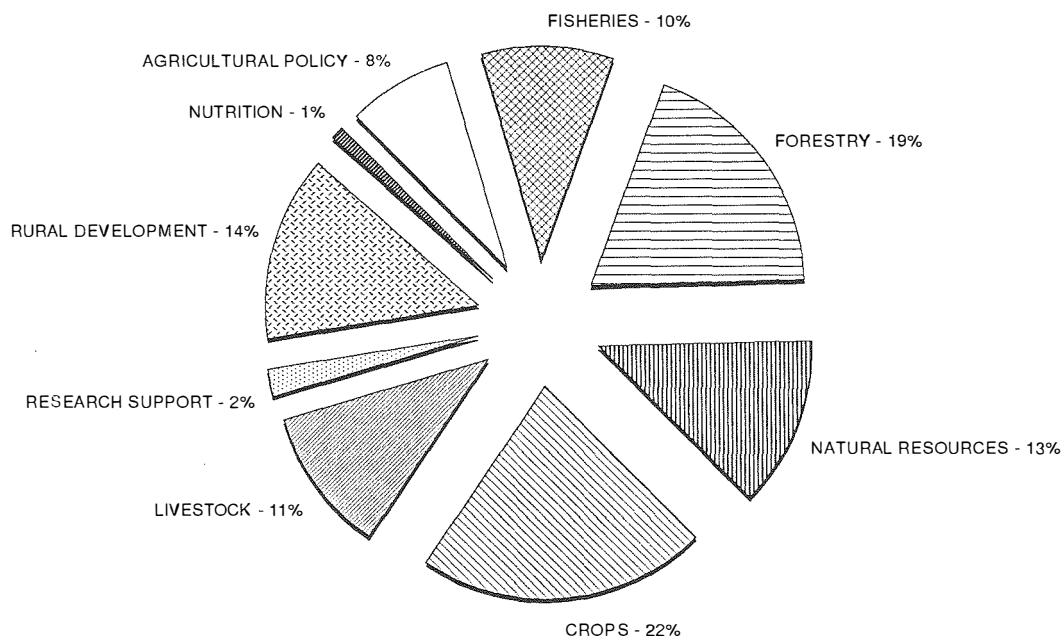


- 2.47 The Organization's field activities continued to focus on the especially difficult food and agricultural problems of the Least Developed Countries (LDCs). By the end of 1990, LDCs accounted for about 50 percent of total allocations for FAO country projects (see Table 3 of the Statistical Appendix) representing a significant increase from 42 percent at the end of 1986, 41 percent in 1984 and only 36 percent in 1982.

Main Fields of Assistance

- 2.48 An analysis of the expenditure incurred under FAO field projects financed from extra-budgetary resources, in relation to major categories of the FAO Programme of Work and Budget is shown in Table 2.4. This permits a rough assessment of the Field Programme by major technical area. Chart 2.5 below shows this distribution in graphical form. TCP projects are not included since these are classified in a different manner.

CHART 2.5 - CLASSIFICATION OF EXTRA-BUDGETARY EXPENDITURES
FOR FIELD PROJECTS IN 1990
(FAO/UNDP AND TRUST FUND PROJECTS)



- 2.49 It must be recognized that the breakdown in the above chart, as well as in Table 2.4, cannot take full account of the multidisciplinary nature of FAO projects. In many instances projects address various technical areas for which the relative share in terms of expenditure cannot be accurately identified. For example, a number of projects may contain a research or nutrition component which is not shown under that category. It is also clear that many policy advisory and sectoral analysis activities fall within the major technical categories, including forestry and fisheries. The apparent low share of some categories should be viewed in this perspective.

Table 2.4

PROGRAMME DISTRIBUTION OF EXTRA-BUDGETARY EXPENDITURES
FOR FIELD PROJECTS
(FAO/UNDP and Trust Fund Projects)

	<u>1986-87</u>	<u>1988-89</u>	<u>1990</u>
PROGRAMME	percent	percent	percent
Natural Resources	14	14	13
Crops	28	25	22
Livestock	12	9	11
Research Support	2	2	2
Rural Development	15	15	14
Nutrition	1	1	1
Policy Analysis	6	8	8
Forestry	12	16	19
Fisheries	10	10	10
	100	100	100

- 2.50 In general terms the distribution among technical areas in FAO's Field Programmes has remained relatively stable. However, some trends had been noted earlier, which have become more pronounced during 1990. Most FAO field activities remain devoted to the improvement of crop production, particularly food crops. The relative share of such work, however, has declined from about 28 percent in the 1986-87 biennium to 22 percent in 1990. The second largest category of field projects during 1990 were addressed to the development of forestry-related activities. Their share rose to 19 percent from about 12 percent during the previous two biennia.
- 2.51 Projects directly addressing rural development issues now account for the third largest category, with 14 percent compared to 16 percent in the last biennium. Other important categories are natural resources, 13 percent, fisheries 10 percent and policy analysis 8 percent. Regarding the latter category it should be noted that, compared to the biennium 1986-87, there has been an increase in delivery which is in line with emphasis now given to planning and policy support. A further increase may be expected as a result of the new facility for such services (TSS-1 - see Chapter 1, Section B) to be established by UNDP under the Support Costs Successor Arrangements.
- 2.52 In the leading area of Crop Development and Improvement, FAO has sustained its strong programmes. By mid-1991, 315 projects were carried out in this area largely

focusing on strengthening production of basic field food crops, horticultural crops and industrial crops through direct advice, training, adaptive and applied research and experimentation for such crops as rice, wheat and coarse grains like maize, millet, sorghum, fruit, trees, vegetables, oil palm, cotton and sesame and sunflowers. Significant attention was also devoted to pulses and legumes. Furthermore, substantial efforts have been made in the field of plant biotechnology. By mid-1991, more than 90 projects were operational in the area of Seed Development and nearly 20 projects were focusing on Plant Genetic Resources - involving about 50 professional experts and consultants. Particularly in the field of plant genetic resources, conservation and use, as well as seed multiplication and distribution, substantial training activities have been carried out. A large number of seeds samples have been distributed for trials and planting out, mostly in African countries.

- 2.53 As of mid-1991, about 250 professional experts and consultants were working in various types of FAO projects in these fields - in both irrigated and rainfed situations. Trials and on-farm demonstrations of improved varieties and related input use, combined with extension service studies constitute a major component of such projects, where successful results are incorporated into larger investment schemes and national programmes. Innovative technologies, such as two-way hybrid rice, have been introduced and tested in collaboration with selected national research centres in Asia. Network approaches, often in cooperation with Regional Offices, have continued to be promoted in such areas as rice, edible oils and horticulture.
- 2.54 The growth of interest in horticultural crop production, particularly tropical vegetables and tropical and sub-tropical fruits remains a feature of these programmes. There has also been a further increase in interest in such "minority" crops as plantains and root tubers as basic staples to improve food security and reduce reliance on imported cereals. Traditional technical support to countries in the area of industrial/commercial crops - cotton, sugarcane, oil palm, and others has proceeded mainly by providing short-term specialist expertise and consultancies.
- 2.55 In the field of Plant Protection, FAO puts particular emphasis on the development and implementation of programmes of Integrated Pest Management and the International Code of Conduct on the Distribution and Use of Pesticides. Efforts also continue to strengthen various national Plant Protection Services and to assist countries in the control of migratory pests, in particular locusts. Up to mid-1991, FAO executed 56 plant protection projects in a total of 44 countries. Furthermore, 33 regional and interregional projects were in existence. One hundred and seventy experts and consultants were employed in this subject area.
- 2.56 Farming Systems Analysis activities have further progressed with emphasis on introducing an integrated approach focused on the farm-household-environment systems in field projects and programmes. Presently, 26 operational projects have major farming systems development components. An important Farming Systems Programme was launched in 1990, with Swedish support, in four Southern African

countries to promote the acceptance, institutionalization and application of a farming systems approach.

- 2.57 In Agricultural Engineering FAO's work covers the areas of farm mechanization, agricultural structures and storage. Intensive efforts have been focused on assisting member countries to formulate national strategies in agricultural mechanization, and rehabilitation programmes for agricultural machinery. Approximately 55 mechanization projects and 50 projects with a farm structures and storage component have been technically backstopped by 32 FAO field experts and some 53 consultants.
- 2.58 During 1990, 32 UNDP, Trust Fund and TCP projects under the programme for the Prevention of Food Losses (PFL) were operational. Most PFL projects involve technical interventions connected with durable grain crops, but increasing emphasis is being given to more perishable crops such as roots and tubers. Projects envisage an integrated multi-disciplinary approach to the reduction of post-harvest losses, with the ultimate goal of developing self-sustaining national post-harvest systems.
- 2.59 In Agro-Industries, FAO's assistance covered both food and non-food sectors. During 1990, some 110 experts and consultants in 28 countries were working on such wide-ranging subjects as processing of fruits and vegetables, cereals, oilseeds, roots and tubers, cash crops (e.g. coffee and cashew), apiculture, sericulture, other natural fibres, animal by-products, agricultural and agro-industrial wastes. Special emphasis has been placed on the need to consider agro-industrial treatment as an essential part of the continuous flow of products from the farmgate to the consumer, and that value-added activities should be introduced at the small farmer level. The application of biotechnology to the improvement of traditional processing technologies has also been promoted where appropriate.
- 2.60 Activities in Marketing in 1990 were being implemented through some 60 projects (many of these multidisciplinary) in 44 countries. Projects advised on improving agricultural marketing and pricing, market planning, improved management and operations of marketing agencies, as well as specialized technical areas, such as horticulture marketing, seed marketing, livestock marketing and marketing information services.
- 2.61 Activities in the area of Rural Finance reflect the priority given to policy aspects, including those relating to Structural Adjustment Programmes and financial reforms, mobilization of rural savings, achieving better coverage in making financial services available in rural areas, and securing the viability and sustainability of rural financial intermediaries. In 1990 there were some 39 projects with a rural finance component. In the Asia region the FAO-developed MicroBanker software system is being applied as a useful means towards lowering the high banking costs of rural financial institutions.
- 2.62 FAO's assistance for Livestock Development concentrates on the efficient utilization of animal and feed resources. Activities to improve buffalo husbandry and breeding

expanded in Asia. Small animal development in Africa, the Caribbean, Southeast Asia, the Near East and Latin America was supported through the establishment of TCDC networks. Technical assistance in the improved utilization of Animal Genetic Resources mainly covered artificial insemination and embryo transfer. Two TCDC projects in Latin America and Asia were implemented to strengthen the Regional Animal Gene Banks. The efforts for better use of locally available Feed Resources have led to the initiation and implementation of numerous projects based on the use of crop residues and agro-industrial by-products.

- 2.63 In the Animal Health field, priority was again placed on support to national and international campaigns against major contagious livestock diseases. The Special Action Programme for the Control of African Animal Trypanosomiasis and Related Development remains a top priority. Dairy development activities are oriented towards contributing to rural development. During the period 1990-91 more than 10 projects dealing with milk processing at village level have been initiated. Model dairy projects continue to be an important part of the programme. In the area of Meat Development several significant projects for the establishment of small-scale modular slaughterhouses are under implementation.
- 2.64 Member countries have been assisted through 40 major field projects in different aspects of Soil Resources, Management and Conservation. Methodologies developed by FAO to map and evaluate land resources have been applied in several countries, including China and Malawi. Assistance has been given in establishing and upgrading soils laboratories in Ethiopia and other countries. Basic land resource surveys have been conducted in Yemen, Somalia and Botswana. An innovative sub-regional project covering Indonesia, the Philippines, Papua New Guinea, Thailand, Malaysia and the southern states of China has introduced new approaches to soil conservation and land rehabilitation. Soil and water conservation projects in Lesotho, Rwanda, the Comoros Islands, Togo and Costa Rica have assisted governments to develop new policies and programmes and introduce sustainable systems of land use.
- 2.65 Irrigation projects continued to concentrate on Africa under all types of funding. Some 70 large-scale projects are presently under implementation with major components in irrigation and irrigation development, as well as institution-building and related training. Small-scale irrigation development has also been supported in collaboration with cooperatives/associations, farmers' groups and other NGOs.
- 2.66 FAO's Fertilizer Programme continued its extensive field work, mainly with Trust Fund support, aiming at servicing the small food crop producer. Most projects have had extensive support by donor governments, evolving into "second generation projects" (enlarged and intensified applied research) and "third generation projects" (institution-building of a central coordination and planning unit for agricultural inputs). Emphasis is on the use of organic and biological sources with mineral fertilizers to foster sustainable soil productivity and agricultural production. Dwindling resources of the International Fertilizer Supply Scheme have continued

to be a severe constraint to that activity. In 1990 the quantity of fertilizers provided to 6 countries (Gambia, Guinea Bissau, Laos, Malawi, Rwanda, Seychelles) totalled only 1 188 tonnes.

- 2.67 A network of field trials on Integrated Plant Nutrition Systems (IPNS) was implemented in 1990 (India, Indonesia, Laos, Nepal, Pakistan, Thailand). Efforts are underway to extend the network to Africa and to other countries in Asia. The field trial network to assess sulphur deficiencies and means for amelioration continued in Asia and Africa in 13 countries.
- 2.68 Research and the Development of appropriate technologies are key factors in sustainable agricultural production. The Research Development Centre continued its assistance to member countries in building up and strengthening their national agricultural research systems. The support was provided in the major developing regions, but particularly in Africa, and focused mainly on institution-building but also included reviewing research systems and backstopping multidisciplinary research projects. As indicated earlier, applied and adaptive research is included as a sub-component in a wide variety of field projects. The FAO/IAEA Joint Division of Nuclear Techniques in Food and Agriculture (based in Vienna) has been responsible for important field activities, including work on plant improvement, nitrogen fixation, Trypanosomiasis control and animal disease diagnosis involving nuclear techniques with support from the International Atomic Energy Agency (IAEA). Environment and Sustainable Development concerns characterize many of FAO's field activities and are increasingly being incorporated in their design and implementation. A full account of FAO's support for environmental protection and sustainable development related to its projects and programmes is provided in Chapter 4.
- 2.69 In the area of Remote Sensing and Agrometeorology support was provided to projects in 55 countries during 1990-91. On-the-job training was systematically included within field projects to assure the effective application of such techniques. Ten pilot action studies on the use of high resolution imagery for various applications in agriculture, fisheries and forestry were carried out and the results published. Two Trust Fund projects were implemented for the IGADD and SADCC regions of Africa in support of early warning for food security. New initiatives included cooperation with the European Space Agency in development of a satellite based telecommunication system for the transmission of remote sensing information to selected locations in Africa, and the development of a proposal for a regional project to prepare a land use/vegetation cover map for Africa based upon remote sensing imagery.
- 2.70 Energy projects continue to be undertaken in both the promotion of specific technologies such as alcohol from biomass, biogas, solar greenhouses and gasification and in the assessment and planning of energy inputs for rural development in numerous projects. Assistance was given in the biennium to nine

Asian countries in the formulation of national policies and strategies for energy in rural areas.

- 2.71 Requests for Planning Assistance and Policy Advice and related training have continued their upward trend in this biennium. By the end of December 1990 there were 210 ongoing and pipeline projects, compared to 183 in December 1986. There was a marked increase in countries covered by such operational projects, some 121 in 1990 compared to 80 in 1986. Many of these projects are under the management of government-appointed National Directors, assisted in 1990 by 130 internationally recruited professional staff.
- 2.72 The upward trend in planning assistance requests during the biennium has been associated with FAO's key role in Policy Analysis and improving the overall planning framework, often linked to stabilization or Structural Adjustment Programmes. Assistance has also been extended in this context for the formulation of national agricultural sector reviews. Another development has been the increased attention given to the integration of environmental and sustainable development considerations into the mainstream of agricultural policy analysis and planning work. With respect to Training, the number of projects wholly or with a major policy and planning training component reached 30 by end of 1990. The nature of such training activities has shifted from project and decentralized planning (from 68 percent to 59 percent) towards sectoral and policy analysis (from 32 percent to 41 percent) reflecting the growing emphasis on the latter subjects in comparison to the previous biennium.
- 2.73 As of December 1990, 86 Food Security projects were operational in 27 countries. Particular emphasis is on assistance in managing national and sub-regional food information and early warning systems; 39 projects were active in this field, mostly in Africa. There are also 24 projects in food security policy and planning, and 23 projects in support of grain marketing and food reserve management.
- 2.74 In the area of Food Control and Standards activities continued to maintain their level of expansion in the biennium. A total of 29 projects are now in operation, extending FAO's assistance to 32 countries. Training in various food control activities, strengthening of institutions and TCDC networking are important components of these projects, and new areas of concentration include the quality, safety and economic aspects of street foods in developing countries. The FAO Vitamin A Programme expanded considerably through attraction of extra-budgetary resources for 5 field projects, and an additional 4 projects funded by TCP which support the production and consumption of vitamin A rich foods primarily through community gardening of traditional vegetables and nutrition education.
- 2.75 The volume of assistance in the field of Agricultural Statistics increased in the biennium. In 1990, 143 experts and consultants assisted 60 countries in the preparation of agricultural censuses, the strengthening of overall systems of agricultural statistics, and the organization of annual crop surveys, as integral parts

of approximately 120 projects. About half of these projects had broader objectives of food security, crop forecasting, agricultural development planning, etc., and included statistics as a sub-component. The main emphasis was on strengthening statistical capacities.

- 2.76 Rural Development continues to be a major area of FAO field activities. During the period under review FAO has backstopped about 590 such projects funded by UNDP, Trust Funds and TCP. Main activities have been education, training and extension related to small farmers, rural poor, rural youth and rural women. The Agrarian Reform and Land Settlement activities concentrated on inter-agency and technical mission and round table consultations and projects, assisting the governments in the implementation of agrarian reform plans. People's participation projects and cooperative activities concentrated mainly on servicing NGO members' needs. The focus has been to support agricultural cooperatives whose membership is mainly composed of small farmers and to increase involvement of rural women and youth in rural cooperatives. In 1990 these activities have involved the technical support of more than 270 field experts and consultants. In order to improve the inclusion of women and Women in Development (WID) issues in projects, gender analysis training has been introduced at FAO Headquarters and regional levels - as described in Chapter 1, Section A.
- 2.77 Forestry's share of field project expenditure continues to rise markedly, including forestry sub-components in other project categories. The number of operational projects fluctuated around 300, and the total number of forestry field staff and consultants deployed in 1990 was 694 as compared with 558 and 651 in the years 1988 and 1989. The share of consultants in FAO's forestry activities has doubled in 10 years from 35 percent in 1980 to 70 percent in 1990.
- 2.78 Focus in most projects continued to be on the role of forestry in rural development, and on integrated forestry development with significant increases in projects dealing with conservation, watershed management, community forestry development and wood energy development. This has highlighted the importance of environmental conservation and protection, including desertification control - as described in Chapter 4, Section C. A large proportion of the forestry field programme (about 25 percent) is devoted to institutions and training, including forestry policy development, investment planning and preparation, and forestry research and extension.
- 2.79 By 1991, 84 countries were at different stages of the planning and implementation phases of the Tropical Forestry Action Plan (TFAP), of which 25 countries have received lead agency support from FAO. In addition, FAO has participated directly in another 12 TFAP exercises. A multidonor Trust Fund has been established with financial support from nine countries to assist FAO in its coordination function of TFAP, and in support to TFAP country exercises.

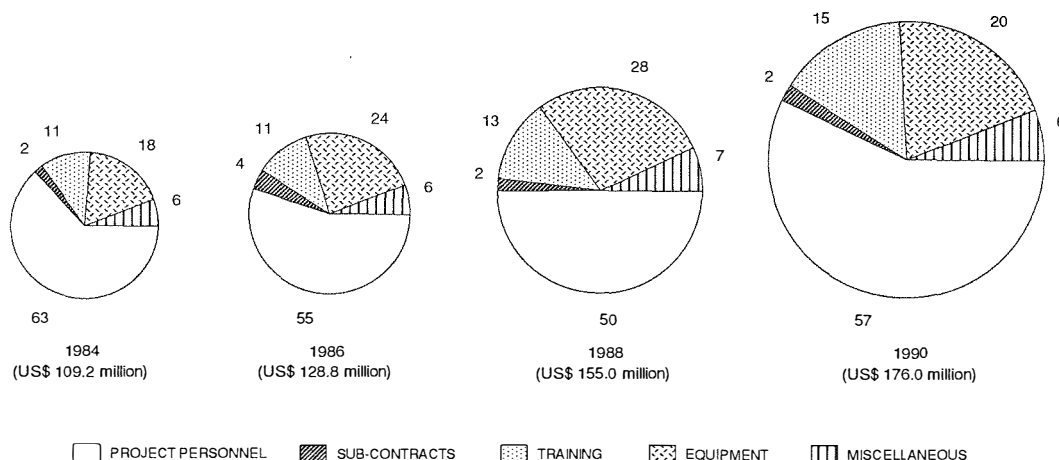
- 2.80 As in the past three biennia, Fisheries Field Activities were oriented to implementation of the programmes of action approved by the 1984 FAO World Conference on Fisheries Management and Development. As of end 1990, there were some 200 experts and 280 consultants engaged in 220 FAO fisheries field projects, plus 27 national experts and consultants. Since fisheries resources are widely distributed and often migrate across national boundaries, there is a need for carefully planned international cooperation for their management and development. Because of this, the Fisheries Department operates the largest share of inter-country projects in the FAO Field Programme.
- 2.81 Among such inter-country projects, regional projects for aquaculture development in Asia, in the Mediterranean and in the South Pacific and an inter-regional programme in aquaculture for local community development are prominent. Meeting the wish expressed by the FAO Conference at its 25th session, a second phase of the Latin American Aquaculture (AQUILA) programme is expected to start in 1991 with the financial support provided by the Government of Italy following a bridging period under TCP.
- 2.82 The regional aquaculture project NACA became an intergovernmental body in 1990, along with INFOFISH which was the first intergovernmental body created by an FAO project. The Norwegian research vessel, which operates under an FAO/UNDP global project, surveyed during 1990 and 1991 the fish stocks of Angola, Namibia, Mozambique and other African countries.
- 2.83 Several regional projects continued to provide fish marketing and trade information services while the integrated development of small-scale fisheries was promoted in the Bay of Bengal, West Africa and the Red Sea. The interregional programme that provides, upon request, advisory services in fishery planning, management and legislation has carried out a large number of missions and supplied assistance to countries in Africa, Latin America and the Far East. Significant training activities in fish stock assessment, fish processing and quality control were implemented under interregional projects.

C. MAIN PROJECT COMPONENTS

Main Components of Extra-Budgetary Expenditure on Field Projects in 1990

- 2.84 An assessment of the trends of the relative share of the main components of FAO field projects during recent years has revealed some interesting changes which are shown in Table 4 of the Statistical Appendix with regard to FAO/UNDP expenditure between 1984 and 1990. The most recent situation is summarized in Chart 2.6.

CHART 2.6 - FAO/UNDP PROJECT EXPENDITURES 1984, 1986, 1988, 1990
(percentages)



- 2.85 The most significant trend concerns the personnel component. In 1984 this accounted for 63 percent of project expenditure. While this declined to about 51 percent in 1988, it has increased again to 57 percent in 1990. The second largest component remains equipment and its relative share has also been subject to considerable fluctuation. At present equipment accounts for about 20 percent of total UNDP delivery. The third largest component constitutes the formal training undertaken within FAO projects (e.g. fellowships and formal training courses). Its share has showed a continued increase during recent years, to about 15 percent in 1990 - the highest level so far.
- 2.86 The distribution of project components by value is little different in Trust Fund programmes. The personnel component is almost at the same level with about 57 percent, while the equipment component is currently close to 20 percent. However, relative expenditure incurred under sub-contracting in Trust Fund projects has been consistently higher than under UNDP projects. At the same time, expenditure for training under the Trust Fund Programme has remained relatively lower. Details of the situation are indicated in Table 2.5 below.

Table 2.5

**MAIN COMPONENTS OF EXTRA-BUDGETARY EXPENDITURE
ON FIELD PROJECTS IN 1990**

	FAO/UNDP	TRUST FUNDS	TOTAL
percent.....		
Experts/Consultants	57	58	58
Equipment	20	20	20
Training (formal)	15	8	11
Sub-contracting	2	9	6
Miscellaneous	6	5	5

Use of Experts and Consultants

- 2.87 There had been a continuing shift in the personnel component of FAO's field projects towards shorter, more specialized assistance. The deployment of long-term resident experts has declined over recent years while at the same time there had been increased demand for short-term expertise and highly specialized consultancies. Only some ten years ago an average of about 1 800 resident professional experts with long-term contracts were serving in FAO's field projects. By the end of 1990 their number had declined to less than 1 000. On the other hand, there has been a significant increase in the number of short-term experts and consultants. By the end of 1990 their number exceeded 800, which is more than double the number reported in the last Review (for 1988). At the end of 1990, over 250 Associate Professional Officers (APOs) were employed directly in FAO field projects, with some 200 UN Volunteers also providing services.
- 2.88 There are clear indications that these trends will continue. In fact the recent increase in the FAO/UNDP programme has not led to an anticipated growth in the numbers of long-term FAO resident experts but instead has accelerated the increase in the number of short-term experts and consultants employed. It has also led to a further increase in the use of national experts and consultants providing both technical expertise and management support to FAO-assisted projects.

Inputs from Developing Countries

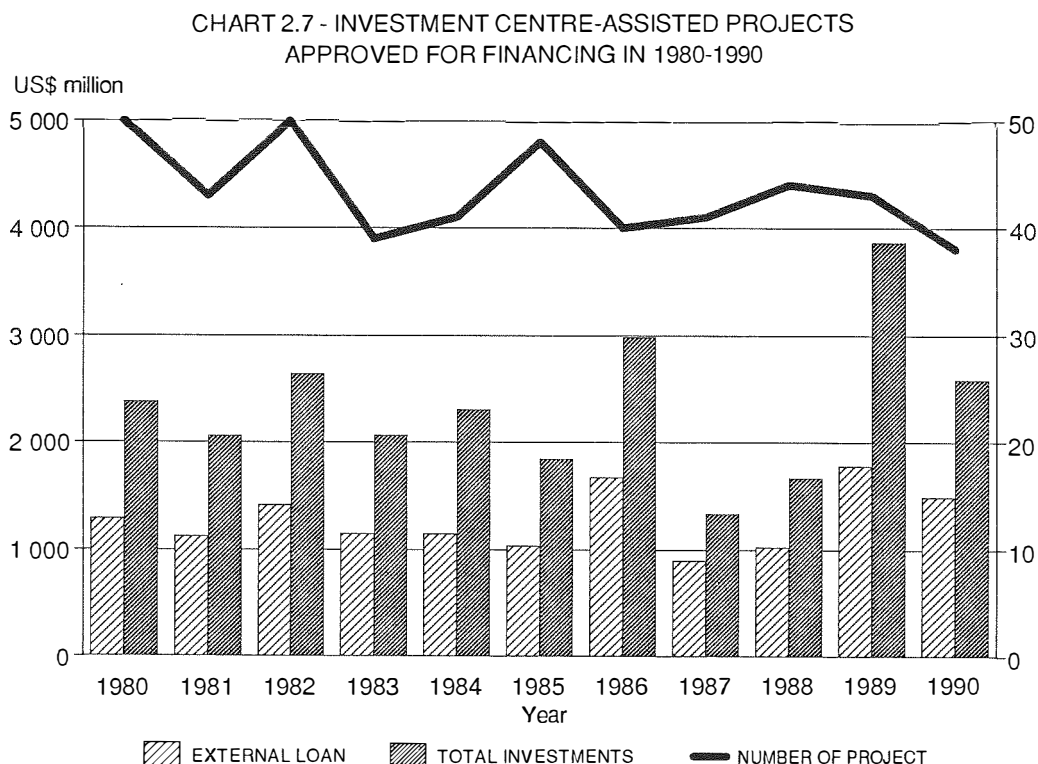
- 2.89 FAO has continued its systematic efforts to use the capacities of developing countries in field programmes. The latest trends are shown in Table 7 of the Statistical Appendix. While this progressive aspect has differed amongst the various project components, the general trend has remained positive.

- 2.90 The share of internationally recruited experts from developing countries has remained well above 50 percent. The same applies to the number of candidatures submitted to governments by FAO for clearance. FAO has been able to utilize a very considerable number of developing country experts with a high degree of qualification and experience. At the same time, there has been a continued increase in the number of national experts (about 850) and National Directors (over 400) involved in FAO's field projects in their own countries.
- 2.91 The share of developing country institutions in the total number of facilities used for formal training (fellowships) reached a peak level of 46 percent during 1990. This highlights the significant progress already achieved in building-up capacities in the developing countries, in particular their training institutions which can thus be successfully utilized for the enhancement of the human resources of other developing countries.
- 2.92 During 1990 there was also a sharp increase in the share of sub-contracts issued to firms based in developing countries. It should, however, be stressed that the total volume of sub-contracts has remained relatively low, so that the awarding of a major sub-contract to a firm in a particular group of countries can have a significant influence on this figure.
- 2.93 Equipment orders from developing countries did not show major changes compared to previous patterns, and remained at about 13 percent of total equipment purchases. However, significant material purchases carried out locally under FAO field projects are not included in the figures. The relatively low share of developing countries in the procurement of equipment continues to be the focus of attention in inter-agency bodies of the system and various system-wide efforts are underway to increase this share, most notably through the Inter-agency Procurement Services Office (IAPSO). Procurement decisions are, however, not taken exclusively by the UN system bodies. They are also strongly influenced by the choices of recipient countries, and have also to be seen in the context of rules and procedures calling for international competitive bidding.

D. INVESTMENT SUPPORT ACTIVITIES

- 2.94 FAO's investment support activities are carried out by the Investment Centre whose principal function is to help developing countries formulate investment projects that will attract the capital resources required to raise farm output and improve rural welfare. The bulk of these resources come from the multilateral financing institutions. For this purpose FAO, through its Investment Centre, has established cooperative agreements and close working relations with almost all the major international sources of finance for agricultural development.

2.95 Activities of the Investment Centre continued at a high level as shown in Chart 2.7. Thirty-eight investment projects were approved for financing in 1990. Total investments in these projects amounted to US\$ 2 588 million, of which US\$ 1 490 million was in external loans and credits from financing institutions, the balance being committed by the 29 recipient countries.



2.96 This brings the total of Investment Centre-assisted projects approved for financing (1964-1990) to 833 in 108 countries, for total investments of US\$ 35 879 million including supporting loans from financing institutions of US\$ 18 437 million. Seventy-seven percent of these projects, with 88 percent of total investments and external loans, have been approved since 1976 when the Investment Centre was strengthened substantially.

2.97 In 1990, the Investment Centre was involved in identifying or preparing 106 investment projects and 15 sub-sector studies in 67 countries. Preparation work was completed for 41 projects, with estimated total investment requirements of US\$ 2 605 million. A total of 191 missions were mounted under the direct responsibility of the Centre during the year. In addition, the Centre participated in 37 missions under the responsibility of financing institutions. About 40 percent of the Investment Centre's work in 1990 was directed to Africa.

FAO/World Bank Cooperative Programme (CP)

- 2.98 The FAO/World Bank Cooperative Programme (CP) is the older and the larger part of the Investment Centre. Since the start of the CP in 1964, a total of 511 projects have been approved, for total investments of US\$ 33 384 million, including US\$ 14 285 million in WB/IDA loans and credits and US\$ 1 822 million in co-financing from other external sources.
- 2.99 Nineteen projects prepared earlier with the assistance of the CP were approved for financing in 1990 for total investments of US\$ 2 197 million, including US\$ 1 059 million in World Bank loans and concessional credits from IDA.
- 2.100 During 1990, the CP completed work on 21 projects for subsequent appraisal and approval. In West Africa, work emphasized forestry, environmental and natural resources, whereas activities in East Africa were mainly for rural development, livestock, fisheries, credit and marketing. In Asia work was concentrated on agricultural development and irrigation, with strong programmes in China and India. Activities in the Near East/North Africa included agricultural/rural development, irrigation and drainage, research, land conservation and forestry. Environmental protection and forestry were also emphasized in Latin America, as well as rural development and research. There is a small but promising programme in Eastern Europe (Yugoslavia, Bulgaria, Poland, Romania).
- 2.101 In addition the Cooperative Programme carried out sector/sub-sector work, as background for possible World Bank investment in Nigeria, Burma, Algeria, Central America, Ecuador, Mexico and Uruguay. The CP also assisted in the preparation of 29 project completion reports (to evaluate the experience of projects after completion of loan disbursements) and was responsible for supervision of five on-going investment projects.

Investment Support Programme (ISP)

- 2.102 In 1970 the Investment Support Programme (ISP) was formed to cooperate with institutions other than the World Bank. At end 1990, 322 projects prepared under this Programme had been approved, for total investments of US\$ 7 444 million including external loans of US\$ 4 734 million.
- 2.103 Nineteen projects prepared with ISP assistance were approved for financing during 1990. Total investments in these projects are estimated at US\$ 391 million, including supporting loans of US\$ 265 million. Projects covered a wide range of activities including agricultural and rural development, irrigation, fisheries, livestock and marketing.
- 2.104 During the year, the ISP completed work on 20 projects. Most of the work during the biennium was carried out in cooperation with IFAD, the African Development

Bank and the UN Capital Development Fund. About 60 percent of ISP work in 1990 was in sub-Saharan Africa.

- 2.105 Main ISP support to IFAD since its establishment has been in the formulation of IFAD-initiated projects, i.e. projects for which the Fund was wholly responsible or took the lead in financing (as opposed to projects co-financed with other institutions). In 1990 11 out of 22 IFAD-initiated projects approved for financing were prepared by ISP for IFAD loans of US\$ 160 million.
- 2.106 Three of the agricultural projects approved by the African Development Bank in 1990 had been prepared with Investment Centre assistance, for loans of US\$ 59.7 million from the Bank's concessional window, the African Development Fund. Work during 1990 concentrated mainly on assisting AfDB to build up its project pipeline in preparation for the next replenishment of the African Development Fund (1991-93) which has recently been agreed at US\$ 3 billion. The revised Cooperation Agreement and related Memorandum of Understanding between FAO and the AfDB have been approved by the Bank's Board of Governors and by the FAO Council. If approved by this FAO Conference, and signed by both organizations by December, they can become operational on 1 January 1992.
- 2.107 Cooperation with the Asian Development Bank resumed on a modest scale in 1990. Work is picking up in 1991 and is expected to grow in 1992. AsDB is especially interested in Investment Centre assistance in preparing projects in relatively new member countries such as China, Mongolia, Viet Nam and possibly Cambodia, and has invited ideas on possible projects arising from FAO's work in these countries.
- 2.108 The proposed new agreement for cooperation with the Inter-American Development Bank covering investment project work and sector or policy studies is now virtually ready; before presentation to both managements, a sufficient number of project ideas will be assembled to fill a substantial part of the proposed US\$ 3 million work programme (covering 2 years).
- 2.109 Four projects prepared by the Centre for the UN Capital Development Fund were approved in 1990, with estimated total investments of US\$ 12.5 million, including US\$ 11 million from UNCDF. 1990 was the last of UNCDF's three-year programme cycle and the Investment Centre had completed most of its work in support of UNCDF's agricultural lending programme during the first two years. A full programme of work has been resumed for 1991 and 1992.
- 2.110 Investment Centre staffing is being continually adjusted in response to changing concerns of borrowing countries and financing institutions. Particular attention is paid to the social relevance and impact of projects, especially those prepared for funding by IFAD and UNCDF, and the mix of staff has been changed to include more sociologists. Other staff adjustments have been made to respond to the growing concern over the fragility of natural resources, the increasing importance attached

to investment in forestry, especially community forestry, and the need to protect the environment.

Links between Technical Assistance and Investment

- 2.111 The Investment Centre continued its efforts to link more closely the pre-investment, technical cooperation activities of the Organization with investment. During 1990, the Centre visited and assisted 47 UNDP/FAO projects judged on preliminary review to have investment possibilities. As a result, fifteen investment proposals were identified, with total investment requirements estimated at US\$ 600 million. Nine of the proposals were drawn up by an Investment Centre general identification mission which visited Viet Nam as a sequel to the FAO Agriculture and Food Production review, basing its work on the substantial ongoing FAO/UNDP programme in the country. While no investment commitments have yet been made, interest has been expressed by several multilateral institutions including the World Bank and IFAD, as well as by European and Asian bilateral sources of finance.
- 2.112 The Investment Centre remains concerned, however, at the relatively small number of technical assistance projects that give rise to direct investment follow-up from external sources, especially when countries urgently need agricultural investment and when investment projects are increasingly difficult to find. For this reason the Investment Centre has been actively supporting initiatives by FAO's technical divisions aimed at developing technical cooperation projects and programmes that will yield a continuous flow of field-proven technologies and approaches. Technical assistance of this type can form a reliable basis for the design of viable investment projects for the future.

Using TCP to promote Investment

- 2.113 The Investment Centre is the operating division for two main types of TCP project. The first carries out studies necessary to speed up investment project preparation or appraisal: ten such studies were undertaken using TCP funds in 1990. The second type carries out more general studies from which a pipeline of investment opportunities may result: in 1990 TCP funded three such studies. Four of the investment projects approved for financing in 1990 had benefited from earlier TCP assistance.

Practical Training in Investment Centre Preparation Techniques

- 2.114 Formal training of national staff from developing countries in the techniques of investment project formulation is only a minor function of the Investment Centre, but hands-on training is a major by-product of its work in the field. Such training is carried out during mission work when counterpart staff in member countries are

guided and advised during project preparation, and may participate in report writing and review in Rome. Under the Centre's trainee programme, a small number of staff from project preparation agencies in developing countries are invited to FAO headquarters for periods of 11 months to broaden their experience through participating in investment Centre missions, report writing and in-service training, after which they return to their government posts.

- 2.115 In order to contribute to the improvement of quality in project preparation, Investment Centre staff have prepared detailed new guidelines for the design of agricultural investment projects, on financial analysis in agricultural project preparation and on the role of sociological analysis in project preparation. Final versions of these works, which will be circulated to interested government institutions and regional and international organizations working in this area, will be published as part of the Centre's series of Technical Papers.

E. REVIEW OF FIELD PROGRAMMES BY THE TECHNICAL COMMITTEES OF THE FAO COUNCIL

- 2.116 As recommended by the Programme and Finance Committees and supported by the Director-General, the FAO Conference at its 25th Session in November 1989 endorsed the systematic review of field operations by the Technical Committees within their respective mandates, and consideration of their findings and recommendations by the Joint Session of the Programme and Finance Committees³.
- 2.117 Accordingly, the Director-General arranged for such reviews by the Committees on Agriculture (COAG), Forestry (COFO), Fisheries (COFI) and Food Security (CFS) at their sessions during the current biennium. Their agendas included a specific item on the field operations of the Organization falling within their respective competences. All Committees received substantive background documents for these discussions.
- 2.118 A number of common elements emerged from the discussions by the Committees. Above all, there was strong support for FAO's field operations. The close relationship between such activities and the Regular Programme, as well as the Special Action Programmes of the Organization was emphasized. Importance was attached to the involvement of national professionals in FAO field operations at all levels, and to the continued need for strengthening governments' capacities. While expressing general support for increased national execution, it was stressed that progress in this direction should be achieved in a progressive, selective and orderly manner taking full account of existing capacities and project requirements. The increasing multi-disciplinary nature of FAO's field operations was also stressed, as

³ C 89/REP, para. 226(a).

was the relevance of TCDC and ECDC approaches - particularly through the inter-country field activities of the Organization.

- 2.119 A synthesis of the outcome of the discussions on Field Programmes held by these Committees in 1990-91 is provided below.

Committee on Agriculture (COAG)

- 2.120 At its Eleventh Session, held in Rome between 22 and 30 April 1991, the Committee on Agriculture reviewed the Field Programme activities of the Agriculture, and Social and Economic Policy Departments for the period 1988-90. The background document examined the size, composition and trends of such Field Programmes - as well as their links with the Regular Programme.
- 2.121 COAG regretted the generally stagnant trend in the overall size of the Agricultural Field Programme, and noted with concern - in view of the Technical Cooperation Programme's catalytic role - the sharp decline in the available resources for TCP in the agricultural sector during 1988/89, and in the number of agricultural projects funded thereunder. A number of delegations underlined the need to develop the Field Programme more selectively, not only in the light of the present financial constraints, but also in line with FAO's comparative advantage. They expressed the view that the quality of projects could be improved by limiting their number.
- 2.122 The Committee expressed concern at the sharp decline in the share of the livestock sub-sector in agricultural projects. It also recognized the value of the Special Action Programmes and recommended that their fields of application be extended to new priority areas.
- 2.123 COAG recognized the importance of inter-country, sub-regional and regional projects to promote and institutionalize TCDC and ECDC cooperation. It supported acceleration of the process of National Execution following Resolution 44/211 of the UN General Assembly and UNDP Governing Council decision 90/21, but suggested that National Execution should be introduced progressively, taking into account the capacity and/or interest of the country and the type of project. COAG noted with satisfaction the increasing use of national professionals in projects in their own country, as well as of professionals from other developing countries.
- 2.124 The Committee supported the internal operational measures introduced by FAO in respect of further decentralization to the field, including the delegation of authority to FAORs and senior project staff on personnel, financial and administrative matters. It supported the training of National Project Directors, and the ongoing review of the procedures and monitoring systems for supporting field operations.
- 2.125 COAG emphasized the importance of the evaluation of projects which would serve as a reference for further improving the development, design, implementation and

sustainability of FAO's Field Programmes. Some delegates made special reference to the need for more ex-post evaluation.

Committee on Fisheries (COFI)

- 2.126 The Committee on Fisheries considered issues relating to the Field Programmes in Fisheries during its Nineteenth Session, held in Rome from 8 to 12 April, 1991. It reviewed in detail the implementation of the five Programmes of Action as approved by the FAO World Conference on Fisheries Management and Development in 1984. The Committee further undertook a review of FAO-executed country projects in fisheries.
- 2.127 COFI confirmed that the implementation of the Programmes of Action agreed by the 1984 World Fisheries Conference should continue. It agreed that these Programmes of Action still provided a valid frame of reference for overall fisheries management and development. The Committee noted, however, that the financial support received for their implementation remained below their expectations. Appreciation was expressed to those donors and funding sources who had made resources available, and the Committee called on FAO to identify further viable projects which could be supported by donors. Particular importance was assigned to the Programme of Action for the Planning, Management and Development of Fisheries and to that for Aquaculture Development.
- 2.128 The Committee noted an overall decline in the funding of FAO technical assistance in Fisheries, and considered the possible positive influence on donors of a specific evaluation of the impact of regional fisheries projects. It was stressed that FAO should publicize the possibilities offered by the Inter-Donor Fisheries Investment Project Information System (FIPIS).
- 2.129 The review of FAO-executed national (country) projects in Fisheries led to a detailed consideration of important issues. The Committee stressed the importance of sufficient base-line data being available at the beginning of project activities, in order to have a sound basis for assessing the impact of field activities. The importance of regular and efficient monitoring, review and evaluation during implementation was equally emphasized. It was concluded that project documents should address aspects of long-term sustainability, as well as support to possible TCDC activities.
- 2.130 The Committee underlined the increasingly important role of national expertise in FAO projects, both in terms of national experts and National Directors, and called on FAO to intensify its training efforts addressed to the needs of such personnel. The Committee felt that an adequate period of transition between FAO implementation and full national implementation of projects should be allowed for before the termination of external assistance. In this regard, the importance of collaboration between international experts and national counterparts was underlined.

- 2.131 The Committee confirmed that projects should be designed in the context of national fisheries development plans and called on donors to provide funding for projects already identified in this context. In view of the importance of the issues relating to national projects, as well as to the implementation of the Programmes of Action, the Committee concluded that these items should be dealt with in greater detail at its next session.

Committee on Forestry (COFO)

- 2.132 The Tenth Session of the Committee on Forestry was held in Rome between 24 and 28 September, 1990, and reviewed the Field Programme in Forestry. The Committee endorsed FAO's leadership role in Technical Cooperation Programmes in forestry, recognized the rapid growth of the programme which had occurred. It noted that member countries' needs still far exceeded the efforts under the Field Programme. While expressing appreciation for the support given by governments, UNDP, Trust Fund donors and FAO itself (under the TCP as a catalyst for technical cooperation, investment, training and emergencies), it called for even greater commitment and funding from all these sources and requested member countries to provide FAO with the financial means to redouble its efforts to fulfill its mandate.
- 2.133 The Committee commended the overall quality of the Forestry Field Programme, endorsed the attention to monitoring and evaluation (and to use of the lessons therefrom), and confirmed the value of receiving similar review documents in future sessions, including an analysis of the role of women in the Forestry Field Programme.
- 2.134 The Committee endorsed continued focus on strengthening national institutions, training and human resources development. As programme priorities it called for longer-term projects and recommended further support for sustainable forestry development. Having noted the increasingly complex, multi-disciplinary and intersectoral dimensions of the issues being addressed by the Forestry Field Programme, the Committee recommended that agricultural, animal husbandry and rural development projects should include forestry components to promote sustainable development and improve environmental impact.

Committee on World Food Security (CFS)

- 2.135 The Committee held its Sixteenth Session from 11-15 March, 1991, in Rome. In accordance with its functions, it carried out a review of the activities of the Food Security Assistance Scheme. This took into account the recommendation made by the FAO Conference at its Twenty-fifth Session calling for a programme approach in order to avoid a multiplicity of projects with limited impact.

- 2.136 It was agreed that many of FAO's field activities were directly or indirectly addressing issues related to the main objectives of the broadened concept of food security, calling for an assured adequacy of food supplies, stability of supplies and improved access to food by vulnerable groups. The Committee stressed that FAO should concentrate its activities aiming at strengthening food security in those areas where it had comparative advantage.
- 2.137 Support was expressed for FSAS activities, particularly with regard to the work carried out under the expanded mandate to assist countries in the formulation of Comprehensive National Food Security Programmes. The Committee noted with satisfaction that in the four pilot countries selected for this (Chad, Niger, Tanzania and Zambia), the assessment phase had been completed and various programme options were under development.
- 2.138 The application of a comprehensive food security programming approach was considered as providing a means for organizing relevant FAO field activities, thereby strengthening the Organization's multiple efforts in this area. In this regard, the need for close collaboration between various units at FAO Headquarters, as well as with FAO Representatives was underlined.
- 2.139 The Committee welcomed the concrete steps taken by the Organization to ensure the relevance and consistency of FAO's field activities in the policy area, including for food security policy and programming efforts. It requested that a specific report on FAO's work in the area of policy advice and planning assistance associated with food security be considered at a future session.
- 2.140 The Committee commended the Regular Programme activities carried out under the FSAS, especially those devoted to building up national capacities in early warning and food information systems. In this connection, the potential advantages were noted of a closer integration of national early warning and food information systems with famine relief programmes.

CHAPTER THREE

ASSESSMENT OF FIELD PROJECTS

INTRODUCTION

- 3.1 As in the past, the Review of Field Programmes seeks to provide a comprehensive picture of the performance of FAO's field projects with an assessment of their efficiency, and effectiveness. The purpose is two-fold: (i) to report to the Governing Bodies; and (ii) on the basis of an analysis of observed strengths and weaknesses in both project design and implementation, to draw lessons which may be used to improve future project performance and management.
- 3.2 Evaluation work in FAO, as related to the Field Programmes, comprises essentially two aspects: evaluation of individual projects and programme/thematic evaluations. For FAO as the executing agency, evaluation of individual projects forms part of its project execution responsibility, and its operational management is handled by the operations units. Within the framework of the Director-General's Bulletin on Evaluation (DGB 84/24), the Evaluation Service acts as the focal point for evaluation in the Organization. This includes its function of guiding the methodology and procedures of evaluation work as well as monitoring on-going evaluations and promoting the process of drawing lessons from operational experience for future improvement.
- 3.3 More specifically, with respect to evaluation of individual projects, the Evaluation Service coordinates the in-house system. This entails: (i) annual/semi-annual planning of project evaluations envisaged in the operational plans; (ii) monitoring and review of the draft terms of reference for project evaluations; (iii) participation in briefing and debriefing of all evaluation missions; (iv) reviewing and commenting on draft and/or final evaluation mission reports, often including participation in formulating FAO's consolidated comments on the reports; (v) maintaining a database on all evaluations (reports and evaluation summary forms) as a basis for providing feedback from evaluation and for other analytical work; and (vi) selective participation in project evaluation missions.
- 3.4 Part I of the chapter thus contains the biennial synthesis of project evaluations conducted during 1989-90. The present exercise departs from past practice in the Review in that it relies entirely on material collected and processed by the FAO Evaluation Service to produce a synthesis of evaluation reports. While therefore the chapter no longer contains a separate summary of country-by-country surveys of projects by individual FAO Representatives, the FAOR inputs into this process

remain important, since FAORs are fully consulted in the course of each evaluation mission's work.

- 3.5 A review of TCP performance is presented in Part II of the chapter. This is a desk review of recent TCP operations with updated information on the evolution of TCP operations during the last three biennia (1986-1991). It surveys major operational trends of the TCP and contains a synthesis of a desk review of a representative sample of projects, conducted by the FAO Evaluation Service in the first half of 1991, to identify both achievements and problems.
- 3.6 The TCP review is intended to provide updated information on the evolution of the FAO Technical Cooperation Programme since the last in-depth external evaluation which took place in 1985. The review is divided into two parts: the first covers major operational trends (official requests received, project approvals and duration by TCP category and region, etc.); and the second contains the desk-review findings of a sample of 58 TCP projects completed from 1986 to 1990. The desk review is focused on selected aspects, such as project design, implementation features and results achieved at field level, including follow-up measures to TCP projects.
- 3.7 Materials and information for the desk review were drawn from project terminal statements and other documentation on file, including official communications from beneficiary governments, as well as discussions with the concerned FAO staff. The FAO Representatives in the countries covered by the sample were also requested to provide up-to-date information on the follow-up given to the projects selected for review. In the period covered, three TCP projects¹ were subjected to field evaluation, and the findings of these evaluations were also included in the sample. To provide specific and visual information on TCP projects, several cases are illustrated in the text. Additional information on this TCP review, including case material, is shown in the three annexes to this chapter.

PART I. SYNTHESIS OF EVALUATION REPORTS 1989-90

- 3.8 Each biennium, a synthesis of project evaluation findings² is prepared as part of the feedback from evaluation to the formulation and implementation of field projects. As in the past, this synthesis presents an overall picture of: (i) the quality of evaluation reports as assessed by the Evaluation Service; and (ii) the

¹ BUR/4401: National in-service training on agricultural and rural investment project identification, preparation, monitoring and evaluation; TUR/6651: Forestry and Livestock Training in the Near East; ETH/6766 and 8852: Strengthening the Planning Capability of the Ministry of Coffee and Tea Development.

² The synthesis excludes project evaluations which are part of thematic evaluation exercises or other programme evaluations which are reported on separately and in the appropriate fora.

status of design, implementation and results of evaluated projects, as reported by the evaluation missions over the two years 1989-90.

- 3.9 Over recent years, the number of project evaluations has continued to rise from some 70 evaluations a year during 1986-88 to 94 in 1989 and to 105 in 1990. The evaluation database now contains summary evaluation assessments of over 700 projects, dating back to 1981. Since 1990, the numerically coded summary assessments have been supplemented by a brief textual summary of findings and recommendations to improve the basis for feedback. The present synthesis is largely based on the information in the database.
- 3.10 It should be recalled that while evaluation is provided for in most FAO-executed projects funded by UNDP and TF donors, the decision on whether the evaluation takes place or not is taken jointly by the host government, the donor and FAO during the implementation process. Generally, projects subjected to evaluation tend to be those which require some corrective action due to operational difficulties, or those for which the parties concerned wish to have evaluation as a basis for deciding on follow-up measures. Thus, the findings on the evaluated projects do not necessarily reflect the overall performance of FAO's field projects. This feature was particularly apparent in earlier years when the smaller number of evaluations tended to concentrate on "problem projects". With the current scale of evaluation, an improved picture of the general performance can be noted.

A. EVALUATION WORK: MISSIONS AND REPORTS

- 3.11 Project evaluation missions involving FAO are tripartite exercises in which FAO, host governments and funding agencies are full participants. Persons who have been directly responsible for the formulation and/or implementation of the project under evaluation are excluded from evaluation missions. This is essential in order to maintain objectivity and independence of judgement, and it is one of the functions of the FAO Evaluation Service to ensure that this requirement is observed.
- 3.12 Between January 1989 and December 1990, 199 FAO executed projects were evaluated by 184 independent missions. FAO was directly represented in 182 of the evaluation missions, donors in 178 and recipient governments, at their discretion, in 141. The total resources committed over the two-year period by the three partners amounted to 484 work-months for 655 participants, or nearly 2.4 work-months per project evaluation. This represents a substantial increase over previous biennia, when the corresponding figure was slightly below two work-months.

**Table 3.1: Projects Evaluated during 1989-90 - Distribution
by Source of Funds and Regions**

Regions	Total		UNDP		TF	
	No.	%	No.	%	No.	%
Africa	118	59	96	62	22	49
Asia/Pacific	49	25	41	27	8	18
Latin America/Caribbean	18	9	10	6	8	8
Near East/North Africa and						
Europe	13	6	7	5	6	13
Inter-regional	1	1	0	0	1	2
Total	199	100	154	100	45	100

- 3.13 Table 3.1 presents the distribution of projects evaluated during the period by the source of funds and regions. Seventy-seven percent of the projects were funded by UNDP and the remainder by Trust Funds. Africa received the largest share of evaluation missions (59 percent), and compared to past biennia, this share has increased (from 44 percent in 1987-88). As in the past, the next largest share was for Asia and the Pacific (25 percent), followed by Latin America and the Caribbean (9 percent), North Africa and the Near East (6 percent) and inter-regional projects (1 percent). Evaluation continued to be concentrated in the sectors covered by the Department of Agriculture (52 percent of the evaluated projects), followed by Departments of Forestry (20 percent), Economic and Social Policy (18 percent) and Fisheries (10 percent). Nearly 60 percent of the projects evaluated were large-scale (with budgets over US\$ 1 million).

B. ASSESSMENT OF QUALITY OF EVALUATION REPORTS

- 3.14 Since the introduction of revised procedures for the conduct of evaluation by FAO (in January 1985) and by UNDP (in July 1987), the quality of evaluation reports, as assessed by the FAO Evaluation Service, has continued to improve. Based on the criteria set out in the FAO Guidelines, the proportion of evaluation reports rated as "good" or "satisfactory" has increased from 72 percent in 1985-86 to 88 percent in 1989-90.

Table 3.2: Project Evaluation - Coverage and Assessment Quality of Key Evaluation Elements (percentages for 1985-90)*

Evaluation Elements	1985/86		1987/88		1989/90	
	Coverage	Good Assessment	Coverage	Good Assessment	Coverage	Good Assessment
Objectives	88	24	93	40	91	52
Project Design	83	27	93	38	91	48
Implementation	93	34	93	52	93	56
Outputs	95	39	93	53	93	55
Effects	83	32	87	49	91	47
No. of Reports	149		141		199	

* Assessment by FAO Evaluation Service of the evaluation mission work in these respects. The percentage under "good assessment" refers to the proportion of project evaluations with good quality of assessment in each element for the biennium.

3.15 Further details regarding improvements during the period 1985-90 on the coverage of key evaluation elements and the quality of assessments are given in Table 3.2. In particular, the coverage of five elements is now more uniform, with over 90 percent of evaluation reports addressing all the aspects. Similarly, the proportion of the assessment quality rated "good" has increased across the board, over 50 percent of evaluation reports with "good" quality assessments of project objectives, implementation and outputs. Such improvements also raise the degree of confidence in the validity of judgements expressed by the evaluation missions. In terms of comparison of evaluations of UNDP and TF funded projects, although the UNDP project evaluations generally had a slightly better coverage of all the elements, the TF project evaluations scored relatively better in the assessment content of all elements (see Tables 3.2a and 3.2b)

**Table 3.2a: Coverage and Assessment of Key
Evaluation Elements under UNDP-Funded Projects**

Evaluation Elements	1985/86		1987/88		1989/90	
	Coverage (%)	Good (%)	Coverage (%)	Good (%)	Coverage (%)	Good (%)
Objectives	97	23	92	36	93	48
Design	97	24	92	32	94	44
Implementation	97	31	84	54	94	54
Outputs	96	37	92	47	93	55
Effects	86	32	86	42	92	45
No. of Reports	119		101		154	

**Table 3.2b: Coverage and Assessment Quality of Key
Evaluation Elements under TF-Funded Projects**

Evaluation Elements	1985/86		1987/88		1989/90	
	Coverage (%)	Good (%)	Coverage (%)	Good (%)	Coverage (%)	Good (%)
Objectives	89	31	95	51	89	62
Design	89	34	92	52	87	61
Implementation	93	44	95	59	93	62
Outputs	93	41	95	67	84	58
Effects	89	27	90	60	91	49
No. of Reports	29		39		45	

- 3.16 There is naturally room for further improvement in some key areas, particularly in the analysis of project design which was judged to be inadequate in 20% of the evaluation reports in 1989-90 (highest "inadequate" rating among the five aspects). This often reflected the evaluation missions' inadequate grasp of the project analysis techniques. Difficulties also arose from the mission's inability, in many cases, to identify clearly the policy and institutional constraints facing the project. Thus the mission could not always place the project in its context nor take into account adequately the key constraints, and its recommendations were not always sound or practical.
- 3.17 Another area requiring improvement is the assessment of projects' development effects, which has been least satisfactory both in coverage and analytical content. It should be said also that this is an aspect that many missions find premature to assess at the time of their visit, especially for mid-term evaluations. Because of the complex nature of analysis involved and the type of information required for

such analysis, improvements in this assessment could be expected to evolve only gradually.

- 3.18 While most recommendations made by the evaluation missions were judged to be operational and of immediate application (63 percent of the cases), in almost one-third of the reports (32%) the recommendations were not fully operational or practical, and in 5% of the reports (10 cases) the recommendations were considered generally inapplicable or non-operational.
- 3.19 Weaknesses in evaluation work appear to stem from several factors: (i) inadequate project monitoring data, particularly for assessing the development effects (i.e. the use made of outputs by intended beneficiaries); (ii) insufficient time allowed for missions to carry out both their field investigations and report writing; and (iii) inadequate familiarity of the mission members, especially team leaders, with evaluation concepts, techniques and terminology. During the period under review, the time available for 58 missions (32 percent of all missions during 1989-90) was found to be insufficient in relation to their terms of reference. Similarly, some 51 missions (31 percent of all missions) were fielded with one or more internationally-recruited members unfamiliar with evaluation work.
- 3.20 The scarcity of staff and consultants familiar with evaluation techniques is a difficulty experienced by all UN Agencies in evaluation work. Within FAO several measures are pursued to help remedy the situation. Since 1985 training courses have been held at Headquarters for FAO staff in project formulation, including the subject of monitoring and evaluation, and by March 1991, 451 persons had attended the courses. The Evaluation Service has also been intensifying its involvement in the project evaluation process as noted above, including participation in evaluation missions (16 missions in 1986-87, 23 in 1987-88 and 25 in 1989-90). The FAO Evaluation Guidelines (prepared in 1984) are also being revised to include a more practical guide to evaluation mission work.

C. ASSESSMENT OF PROJECT DESIGN, IMPLEMENTATION AND RESULTS (SUMMARY OF MISSION FINDINGS)

- 3.21 The evaluation missions' findings, for the reporting period, on project design, implementation and results are summarized in Table 3.3. The trend towards improvements in project design, both in terms of objectives and overall design, continued, thus maintaining the momentum started since the beginning of the decade (1981-82)³. The improvement in project objectives (shift from

³ The rating on project design was: 14% "good", 20% "satisfactory" and 66% "unsatisfactory"; on project formulation, 12% "good", 42% "satisfactory" and 46% "unsatisfactory".

"satisfactory" to "good" rating) and design (shift from "unsatisfactory" to "satisfactory") could probably be attributed to the numerous procedural improvements brought to project design over the decade, and especially the systematic introduction of the logical framework approach in all project formulation exercises. However, there was a slight deterioration in project implementation and a more substantial negative trend in "effects" rating. These deteriorations, especially on effects of projects at the country level, appear to reflect increasingly difficult, overall economic conditions in many developing countries.

Table 3.3: Overall Assessment of Project Design, Implementation and Results

Key Aspect/ Evaluation Elements	No. of Reports in which element was addressed		Percentage distribution of assessments rated as:					
			Good		Satisfactory		Unsatisfactory	
	1987-88	1989-90	1987-88	1989-90	1987-88	1989-90	1987-88	1989-90
Biennium								
<u>Design</u>								
Immediate Objectives	124	182	47	51	39	35	14	14
Overall Design	127	187	31	31	46	50	23	19
<u>Implementation</u>	117	183	32	32	52	50	16	18
<u>Results</u>								
Outputs	123	173	33	30	51	61	16	9
Effects	104	142	27	20	61	57	12	22

* total number of reports: 141 reports in 1987-88
199 reports in 1989-90

Project Design

- 3.22 As pointed out in previous Reviews, good design implies that the project has an adequate hierarchy of intended results, well defined beneficiaries, consistent links between inputs, outputs and objectives, and sufficient resources (manpower, equipment and other facilities) to produce the intended results. The proportion of well or adequately designed projects reached 81 percent in 1989-90, an all-time high, compared to 77 percent in 1987-88 and 34 percent at the beginning of the decade. There were also clear improvements in some specific areas. The identification of output targets has improved, with only 14 percent of the cases having this aspect rated "unsatisfactory" in 1989-90 as compared to 43 percent in the previous biennium. Similarly, the internal logical structure of project

design was more often found to be sound, with an "adequate" or "good" relationship between inputs, activities and outputs in 82 percent of the cases in 1989-90.

- 3.23 Nevertheless, design weaknesses persist. The share of projects considered as having a "good" design still remains relatively low (31 percent of projects evaluated in 1989-90, together with 13 percent "unsatisfactory"). The main weaknesses include, as in the past, incorrect identification of the institutional framework: 30 percent was considered "unsatisfactory" in 1989-90. While this represents a considerable improvement over the previous biennium when the same figure stood at 61 percent, it is still a matter of concern. Workplans, although improved since 1987-88 (when they were assessed as inadequate in 49 percent of the cases) are also a persisting weak point in design, with 35 percent judged to be "poor". The workplans were particularly defective with respect to the timeframe envisaged (too short duration in 42 percent of the cases) and the sequence of activities (improper or incorrect planning of activities in 25 percent).

Project Implementation

- 3.24 Evaluation mission reports confirmed that efficient implementation depends on a combination of the following elements: (i) strong government support in terms of policy and resources; (ii) timely recruitment and adequate performance of national and international staff; (iii) appropriate and timely provision of equipment, facilities and other necessary inputs; (v) effective project management, administrative support and FAO's technical backstopping. Implementation in general was found to be "good" or "satisfactory" in 82 percent of the cases in 1989-90, and while this compared favourably with the 54 percent at the beginning of the decade, there was a slight increase, compared with the 1987-88 findings, in the percentage of projects rated "unsatisfactory" (from 16 to 18 percent), with a corresponding decrease in the "satisfactory" category. Although it is difficult to find a general explanation for this, the evaluation missions often found deteriorations in the infrastructural facilities and inputs under many projects, with adverse effects on the timeliness of project implementation.
- 3.25 In general, evaluation missions were, as in the previous biennium, positive on most elements, and noted strong or adequate government policy support (in 81 percent of the cases), effective or "satisfactory" staff performance, especially that of national directors and international staff (respectively, 80 percent and 86 percent), "good" or "satisfactory" quality of project management (in 87 percent).
- 3.26 Nevertheless, there remain areas of continuing concern. Timely provision of inputs and other necessary physical infrastructure and equipment, as noted above, continues to be difficult to achieve. Timeliness in the delivery of the equipment provided by FAO was rated "good" in 29 percent of the cases, and in 35 percent of the physical infrastructures made available to projects by host countries. It should be noted, however, that inputs, once provided, are fairly effectively used:

FAO-provided equipment was found to be used well or satisfactorily in 95 percent of cases. Similarly, local administrative support also continues to be a problem area, with only 28 percent of the projects judged to have received "good" support. Coordination with related and complementary projects and national institutions also need improving, with 23 percent of the evaluated projects considered to have established good working relationships in this respect. These implementation difficulties impeded the adherence to work plans, with over 21 percent of the projects evaluated experiencing this problem.

Project Results

- 3.27 Regarding the project outputs, as in the previous biennium, the overall picture was generally positive. The proportion of unsatisfactory achievements in project outputs declined from 16 percent in 1987/88 to 9 percent in 1989/90, which represented the lowest percentage ever in this respect since 1981/82. However, it is a source of concern that at the same time the share of projects rated "good" decreased from 33 percent in 1987/88 to 30 percent during the last biennium.
- 3.28 The assessment of development effects of projects entails analysis of how effectively the outputs produced by projects are used and applied by the intended beneficiaries for their development benefits. This requires some time-lag between the production of outputs and the actual use and results of such applications by the beneficiaries. As noted above, some evaluation missions have found it premature to address this aspect because either outputs have not yet been produced or they have not been used by the beneficiaries for sufficient time to yield visible results. Thus, as in the past, the assessment of effects was made in fewer cases than for project outputs (142 in 1989/90 and 104 in 1987/88).
- 3.29 Although it is difficult to generalize, evaluation mission findings indicate that these projects, working directly with producers, providing them with production inputs and services or physical facilities (such as irrigation systems), tended to have more visible development effects, even while the projects were still under execution. On the other hand, the opposite was likely for those projects that were primarily aimed at institution-building, especially those concerned with policy formulation and planning advice or organizational improvement/management advice. Similarly, projects focused on surveys or research work or pilot activities were found to be slow in producing early effects visible to evaluation missions. This trend does not mean that the types of projects with less visible effects were ineffective - it simply underscores the point that certain types of technical cooperation activities, like institution-building or research, require a longer period of time before their effects become visible. In any case, the question of overall project effectiveness must be assessed case-by-case in terms of the internal logic of the project design, including the assumptions underlying the expected process by which the desired effects and impact are meant to emerge.

- 3.30 Thus, while evaluation mission rating has traditionally been most pessimistic on effects (which is understandable), it is worrying that this rating deteriorated during 1989-90 so clearly. The proportion of unsatisfactory effects was particularly high for projects in Africa and in the Near East (26 percent and 40 percent, respectively). This, together with particular implementation difficulties associated with infrastructure and administrative/operational aspects, indicates circumstantial evidence that the pattern of effects emerging from the 1989-90 findings probably reflects constraints arising from the general economic and social conditions surrounding projects, which have deteriorated in recent years, especially in the least developed countries.

Comparison of Project Design, Implementation and Results by Sources of Funding

- 3.31 Patterns of project design, implementation and results, as assessed by evaluation missions during 1989-90, were compared by major funding sources, for UNDP (154 projects) and Trust Fund (45) projects. Table 3.4 presents the analysis in summary form, highlighting the key aspects of evaluation that have already been covered in the previous section.

Table 3.4: Assessment of Project Design, Implementation and Results by Funding Sources (1989-90)

Key Evaluation Elements	Source of Fund	No. of Reports in which element assessed	Percentage distribution assessments rated as:		
			Good	Satisfactory	Unsatisfactory
<u>Design</u>					
Immediate Objectives	UNDP	141	50	35	15
	TF	40	55	38	7
Overall Design	UNDP	143	34	45	21
	TF	43	21	65	14
<u>Implementation</u>					
	UNDP	141	30	49	21
	TF	41	37	54	19
<u>Results</u>					
Outputs	UNDP	133	29	53	18
	TF	31	32	61	7
Effects	UNDP	106	23	52	25
	TF	36	14	72	14

- 3.32 Compared to UNDP projects, TF projects achieved a better rating (assessed as "good" or "satisfactory") with respect to all the five aspects. When only the percentage rated "good" is considered, TF projects received relatively more favourable assessment in the clarity and relevance of immediate objectives, overall project implementation and in meeting project output targets. It should be noted, however, that UNDP projects had a much higher percentage of satisfactory rating than TF projects with respect to project design, and to a lesser extent, effects.
- 3.33 It is difficult to explain this pattern. The fact that UNDP has maintained a more structured approach to project design probably explains the higher percentage of "good" design for UNDP projects. The relatively low percentage of "good" effects (but also with a lower percentage of "unsatisfactory" effects) for TF-funded projects might be partly due to the fact that these projects were more evenly distributed than UNDP, with higher percentages in Asia and the Pacific as well as the Near East, North Africa and Europe; where the percentage of "good" ratings on effects was relatively low.

D. CONSIDERATIONS OF SUSTAINABILITY

- 3.34 In recent years, the sustainability of projects has increasingly become a major concern of the international aid community, as a criterion for evaluating the success, or failure, of both investment and technical assistance projects. The consideration of sustainability has always been a matter of central concern in FAO's technical cooperation projects, even though it might not have been highlighted as such in the past.
- 3.35 The concept of sustainability has been defined in different ways. In the context of technical cooperation projects, the following definition is used as the most relevant and practical. A development project is considered sustainable if the benefits achieved (through the goods and services provided by the project) continue to accrue to the target group at the same or greater level after the project is completed and external assistance withdrawn. In other words, the catalytic effects of the project intervention are maintained and expanded to yield the desired development benefits on an increasing scale through a greater self-help effort/endeavour by the target groups, local communities and supporting institutions.⁴
- 3.36 The subject of assessing sustainability of FAO-assisted projects is a complex challenge, requiring a continuous, in-depth analysis of the performance and achievements under these projects as well as that of the results and follow-up at the community level after the termination of FAO project assistance. Here, a

⁴ It should be noted that this definition of sustainability is different from that addressed in Chapter 4 - where sustainable agriculture and rural development are discussed.

brief analysis is presented as a preliminary attempt to shed light on the subject, using the recent data on project evaluation findings.

- 3.37 Since mid-1988, project evaluation missions have been asked to summarize their judgements on sustainability of the projects evaluated. In 1988, 57 percent of the missions expressed their assessment on the subject, with a progressively larger proportion of missions doing so later; 78 percent in 1989 and 84 percent in 1990. Thus, during the two-and-a-half years between 1988 and 1990, a broad sustainability assessment was made by evaluation missions for a total of 204 projects. Of these, 108 projects were considered "likely to be sustainable" after project completion. In order to gain insight into the key factors affecting the perceived sustainability, the pattern of association between sustainability and the key evaluation elements (as seen by the evaluation mission) was explored.

Project Sustainability and Project Results

- 3.38 Table 3.5 presents the relationship between the degree of results achieved and sustainability. As expected, those projects assessed as likely to be sustainable have a more favourable assessment on results (outputs and effects) systematically. The sustainable projects score much better than the average, both in outputs and effects achieved while the reverse is the case for the projects considered non-sustainable. In particular, it is noteworthy that the achievement level of effects appears more significant to sustainability: the difference between sustainable and non-sustainable projects are greater for effects than for outputs, especially the differentials in the proportion of "unsatisfactory" rating (i.e., 27 percent for effects and 16 percent for outputs). However, it is curious that in 11 percent of the cases, projects were considered "sustainable" when they were assessed "unsatisfactory" in achieving effects.

**Table 3.5: Project Evaluation - Project Sustainability and
Results Achieved (1988-90)**
(percentage distribution)

Assessment	"Sustainable" Projects		"Unsustainable" Projects	
	Outputs	Effects	Outputs	Effects
Good	38	25	18	15
Satisfactory	58	65	62	47
Unsatisfactory	4	11	20	38
No. of Projects	99	85	90	66

- 3.39 It is also noteworthy that certain types of effects were seen as particularly conducive to overall project sustainability. These included: (i) use of on-farm production inputs and services, (ii) adoption of research results through extension and demonstration; (iii) use of improved physical facilities and structures; and (iv) the application of policy and planning advice. The contribution of training effects of national project staff, although positively assessed, appear to make less difference in overall project sustainability. Clearly, project sustainability is judged as more likely when it contributes more directly to the on-farm production activities.

Sustainability and project design and implementation

- 3.40 A similar examination of these aspects confirmed that in all respects, sustainable projects had a consistently better rating than non-sustainable projects. In terms of project design, the main differences between the two sets of projects emerged with respect to coherence and realism, such as (i) clear definition of outputs linked with the project objectives; (ii) realistic workplans; (iii) adequate provision of inputs and (iv) clear identification of the target beneficiary groups. With regard to implementation, those factors with significant differences between the sustainable and non-sustainable projects included: (i) the availability of adequate physical facilities and infrastructure; (ii) the effectiveness of national project management; (iii) effectiveness of government support to the counterpart institution; and (iv) effective use of workplanning. There was no significant difference between the two groups of projects in the pattern of assessment on effectiveness of FAO inputs, whether personnel or equipment and technical backstopping.

Constraints to Project Sustainability

- 3.41 Evaluation missions also commented on specific constraints to the achievement of sustainability. These are a revealing addition to the data analysis results presented above, and are given in Table 3.6.

Table 3.6: Why Projects are not likely to be sustainable

<u>Reasons most commonly given by</u> <u>Evaluation Missions (1988-1990) Frequency*</u>		(No. responses)
1.	Institutional setting is non-existent, weak or wrong; host institution not financially viable; poor coordination with complementary institutions or projects	33
2.	Economic viability not achieved, no market, maintenance of infrastructures/equipment not assured	27
3.	Financial/budgetary support of beneficiary government lacking or insufficient	27
4.	Survey or research results incomplete/transferable technical package not yet developed (project too short)	26
5.	Extension structures/technical staff insufficient or unskilled (lack of well-trained core staff)	26
6.	Production practices/technologies not locally adapted and not tailored to local resources; people participation not obtained	14
7.	Management/organizational structure non-existent or weak; lack of leadership; improper job descriptions; insufficient involvement of nationals in management	13
8.	Policy/legal framework and land tenure laws lacking or ill-defined; sectoral development programmes not established	12
9.	Project's role in sector/sub-sector is so small that overall constraints of sector/sub-sector/region do not allow it to attain sustainability	3
10.	Physical sustainability (environmental impact of technical changes introduced could be negative)	2

* The total is larger than the 94 evaluation missions which have responded, because several missions indicated more than one reason for non-sustainability.

E. CONCLUSIONS

- 3.42 The foregoing confirms the often repeated importance of proper project design and efficient project implementation. While progress has been maintained in all these respects, there are, as noted above, a number of areas in which further

improvements are both desirable and feasible. A closer look at the project results, especially in consideration of sustainability, raises issues linked with a broader socio-economic environment in which projects operate.

3.43 In terms of achieving sustainability, in particular, the following factors appear to be important:

- (i) a fully developed and locally tested technical package or production method ready for transfer to the target group; the package or method must have demonstrated financial viability and be environmentally sustainable, locally adapted and tailored to the available resources (including maintenance requirements) in order to ensure people's participation;
- (ii) an efficient outreach mechanism, with competent technical and extension staff capable of both eliciting people's participation, and support by effective linkages with research and by provision of physical inputs;
- (iii) a solid institutional framework, with a project host institution that is well managed, financially viable and well coordinated with other institutions and projects operating in the same sector or area; and
- (iv) a favourable socio-economic environment, supported by an appropriate development policy and a legal framework.

3.44 The development model transmitted by any particular project must be environmentally sustainable. However, the basic point should not obscure the lessons emerging from experience: the new technical packages developed or production methods and technologies transferred to the target group must be fully accepted by the people as their own and internalized to the extent that self-help development becomes possible with the commitment of their own resources. Ultimately, sustainability is in the hands of people, the main actors in development.

PART II. REVIEW OF THE FAO TECHNICAL COOPERATION PROGRAMME (1986 - 1990)

3.45 The second part of this chapter presents a review of the TCP carried out by the Evaluation Service, and in particular the results of a desk review of 58 completed TCP projects based on various sources of information as noted in the introduction to the chapter. At the end, three annexes are attached which provide further background information, including selected case material in Annex 3.

A. HISTORICAL OVERVIEW

The Establishment, Purposes and Nature of the TCP

- 3.46 The TCP was created in 1976, following endorsement by the Sixty-ninth Session of the FAO Council of the proposals made by the Director-General, to enable FAO, through its Regular Programme, to meet more effectively unforeseen and urgent requirements of developing member countries that could not be met adequately by other technical and financial assistance programmes.
- 3.47 As a new thrust and dimension of the FAO Programme, the TCP has focused on areas where it could have the largest impact on agricultural and rural development in general, and on food production in particular. It has been intended, from the outset, to provide limited and short-term assistance to member countries in a rapid and flexible way. It has also been meant: to play a catalytic role in stimulating the flow of resources, both internal and external, to the agricultural sector; to give priority to the relevant needs of the least-developed countries (LDCs) and low income and food deficit countries (LIFDCs); and achieve rapid and concrete results in support of food production and the improvement of income and nutritional standards of the small producers and workers.
- 3.48 The Programme was to concentrate its activities in selected areas, originally specified in four categories: investment preparation and follow-up; training, mainly with a practical orientation; emergencies, following outbreaks of pests, diseases and disasters; and miscellaneous, for other unforeseen requirements. The Programme has been meant to form an integral part of the Organization's Regular Programme, following its basic policies and focuses, and involving in its operations all units both at FAO Headquarters and in the field. The intention has been that the largest possible use would be made of national capacity, with preference given to local procurement of equipment and supplies, whenever feasible.

Budgetary provision

- 3.49 The TCP was launched with an original budget of US\$ 18.5 million for the 1976-77 biennium, provided from savings from cuts in new posts, documentation and meetings in the Programme of Work and Budget 1976-77. The provision was increased in subsequent biennia, as shown in Table 3.7, and except for two biennia (between 1984 and 1987), it has fluctuated between 11 and 13 percent of the approved Regular Programme budget.

**Table 3.7: Provision for the TCP in the successive
Programmes of Work and Budget
(1976-1991)**

	<u>76-77</u>	<u>78-79</u>	<u>80-81</u>	<u>82-83</u>	<u>84-85</u>	<u>86-87</u>	<u>88-89</u>	<u>90-91</u>
Provision for TCP in PWB (US\$ million)	18.5	25.6	32.6	47.4	57.5	61.4	63.1	67.8
Percent of approved PWB* (%)	11.1	12.2	11.7	12.9	13.6	14.1	12.8	11.9

* Including cost increases at the time of budget approval and excluding additional allocations such as those for ARPA and the Italian contribution.

Evaluations

- 3.50 The Programme was twice submitted to external evaluation: in 1978, by one outside consultant, and in 1985, by three senior external consultants, assisted by two senior FAO advisers. The findings of both evaluations were shared with the FAO Governing Bodies. The first evaluation led to:
- a) raising the limit of project duration to 24 months to accommodate intermittent visits by consultants while the 12-month limit on expert assignment remained unaltered;
 - b) splitting of the miscellaneous category into three: advisory services, formulation and programming missions, and assistance to development (in the form of small supplies urgently required to stimulate production);
 - c) introduction of TCP support to inter-country/regional activities, provided TCP criteria are met; and
 - d) delegation of authority to FAORs to approve requests for urgent small-scale projects up to US\$ 20 000 per project for a maximum yearly ceiling of US\$ 60 000.
- 3.51 Guidelines to reflect these changes and inform governments more fully of TCP objectives, criteria and project categories were revised and published in 1983 (see box for definition of criteria).

**Criteria which Govern the Nature and Types of Assistance which can be
Rendered under the TCP**

Requests must:

1. Give emphasis to increasing production in food and agriculture, fisheries or forestry, with a view to increasing incomes of small-scale producers and rural workers;
2. Be accorded high priority by the Government, which must also assure that the required local support facilities and services will be available and that follow-up action will be taken;
3. Be directed to an urgent and specific problem or need, limited to a particular sector or area, and involve practical action with well-defined objectives and expected results;
4. complement, without duplicating, other development activities, fill a critical gap and, where possible, serve as a catalyst for a larger-scale activity;
5. be limited in duration, preferably of from one to three months, in no case should the overall duration of project activities exceed 24 months;
6. be limited in cost, not exceeding the upward limit of US\$ 250 000 per project and preferably much lower, and involve the most effective and least costly method of execution;
7. provide assurance of the fullest possible participation of the Governments in project execution, through such means as the use of national institutions, personnel and resources.

- 3.52 The second evaluation in 1985 confirmed the continuing validity of the basic characteristics, criteria and operational soundness of the TCP and particularly, its flexibility of operation. The evaluation also drew attention to a number of possibilities for further improvement, which were accepted by the Director-General, and which formed the basis of the proposals he submitted to the Eighty-eighth Session of the FAO Council in 1985⁵. The Council generally endorsed both the findings and conclusions of the evaluation and the Director-General's proposals. Subsequently, the 1985 Conference also welcomed the actions, or measures proposed to be taken by the Director-General in implementing the evaluation recommendations. These resulted in two major modifications: i) an increase in the established maximum cost of TCP projects from US\$ 250 000 to US\$ 400 000; and ii) the establishment of a new category for inter-country cooperation (see box for TCP categories definition).

⁵ CL 88/8

TCP Project Categories

The established criteria also stipulate that TCP assistance shall be provided under one or more of the following categories:

Emergencies (E): to meet urgent and immediate needs arising from disasters and unexpected calamities which affect, or are expected to affect, the country's food and agricultural situation through the provision of essential inputs, including seeds, pesticides, vaccines, etc., to restore agricultural productivity.

Investment (I): aimed at stimulating increased investment, by the Government itself or with the support of external funding institutions, through pre-investment activities, or by actions which will make an existing investment project more effective.

Training (T): practical training of men and women directly involved in agriculture, fisheries or forestry production. Academic training is excluded, except in rare cases where it is directly related to a specific development problem. Whenever possible, training is to be provided locally.

Advisory services (A): to meet unforeseen requirements in very specialized fields ranging from the establishment of a new institution or entity, reorganization or strengthening of cooperatives, agricultural credit, marketing or other rural institutions to agricultural planning, formulation of new legislation or new policies in the agriculture sector including natural resources, establishment of disaster preparedness programmes, etc.

Formulation and programming missions (F): to support the process of country programming or donor conferences or to formulate a development programme through the advice of multi-disciplinary missions.

Assistance to development (D): to provide small amounts of supplies urgently required to stimulate production, even though not related to an emergency.

Inter-country cooperation (C): to catalyze ECDC/TCDC activities, including research networks, twinning of institutions, etc.

(based on 1983 Guidelines)

- 3.53 The Director-General also took additional measures to encourage local procurement and field purchases within the limits of existing FAO rules and procedures; to improve the flow of information on TCP projects to other aid agencies via special instructions to the FAORs and, more recently, through such actions as the publication of the FAO Field Projects Yearbook; and to ensure that special attention is given to the criteria necessary to achieve impact and successful follow-up, at the time of reviewing TCP requests.

- 3.54 In view of the nature of TCP, governments concerned were also urged by the Eighty-eighth Session of the FAO Council to take measures to reduce the time required for the clearance of TCP consultants for assignments of three months or less. Also, according to the Council report⁶, "developing countries wishing to engage in TCDC activities should be asked to keep the Organization informed of the availability and experience of qualified experts and facilitate their prompt release for TCP assignments". Lists of such persons have been provided to the Organization by some governments: unfortunately experience has shown that the individuals on the lists are not always aware of having been selected, nor are they readily available.

B. FRAMEWORK AND PERFORMANCE OF THE TCP (1986-1990)

- 3.55 At the creation of the TCP, a small coordinating unit⁷ was set up in the Field Programme Development Division (DDF) to process the requests from governments, to make arrangements for the appraisal of requests and to recommend projects for approval by the Director-General, as well as to monitor the overall implementation and effectiveness of the Programme. To streamline the internal arrangements for the appraisal and implementation of TCP projects, a system of focal points was established within the technical, operation and servicing units of the Organization.

Appraisal Procedures

- 3.56 The entire Organization has been involved in the appraisal and implementation of TCP projects. Requests for TCP assistance may come from either governments of those Member Countries which qualify for development assistance from the UN system or by recognized inter-governmental organizations, regional or sub-regional, of which such governments are member. All requests are subjected to a comprehensive appraisal process in four stages:
- (a) the FAO Representative, who provides Headquarters with his own appraisal of the request in the light of his knowledge of the country's requirements and priorities and of other ongoing or planned technical assistance activities;
 - (b) the TCP unit at Headquarters which screens all requests to avoid duplication and ensure conformity with TCP criteria; the unit also reviews the proposed budget and identifies the lead technical division;

⁶ CL 88/REP, para. 60.

⁷ It currently consists of one Coordinator, assisted by one Senior Programme Officer and three Programme Officers.

- (c) the lead technical division, which ensures that the project proposal is technically sound and prepares, in collaboration with the appropriate operational unit, a finalized version of the project document;
- (d) the TCP unit conducts a final assessment; the project document is then submitted for formal approval on behalf of FAO to the Assistant Director-General of Development Department.

Project implementation

3.57 TCP projects, like other FAO-executed projects, provide technical inputs. They usually take the form of:

- services of experts (for a maximum of 12 work-months) and consultants; various forms of training; also sub-contracts to institutions, for technical services; and
- equipment and supplies, whenever deemed essential for project activities; except in the case of emergencies, their cost cannot exceed 50 percent of the total project budget.

The same mechanisms which apply to all other FAO-executed projects are also used to operate and backstop TCP projects, including project task forces set up to bring together the concerned technical, operational and support units to provide coordinated advice and other services (e.g. identification of consultants, training materials, production inputs, etc.).

3.58 TCP projects, upon completion, are required to produce a short terminal statement (5 to 6 pages) through which the beneficiary government is advised of results achieved and, as appropriate, recommendations and suggestions on necessary follow-up actions. The terminal statements are always transmitted to the highest concerned authorities with a letter from the Assistant Director-General, Development Department. The latter also requests the government to inform FAO of its follow-up decisions and actions as well as of its appraisal of the value of the project to the country.

Recent Trends in TCP Operations (1986-1990)

Project requests and approvals

3.59 Over the 1986-1990 period, 1 616 projects were approved for a total amount of US\$ 174.5 million, i.e. an average of US\$ 108 000 per project. Of these, 128 projects were regional, with a total allocation of US\$ 18.3 million, equivalent to about ten percent of total allocations. The average budget of the projects approved has increased, from US\$ 96 500 in 1986 to US\$ 135 000 in 1990. The number

of project requests has regularly been higher than the number of projects approved, by some 35% on the average, as shown in Table 3.8.

**Table 3.8: Official TCP Requests Received and Yearly Approvals
(1986-1990)**

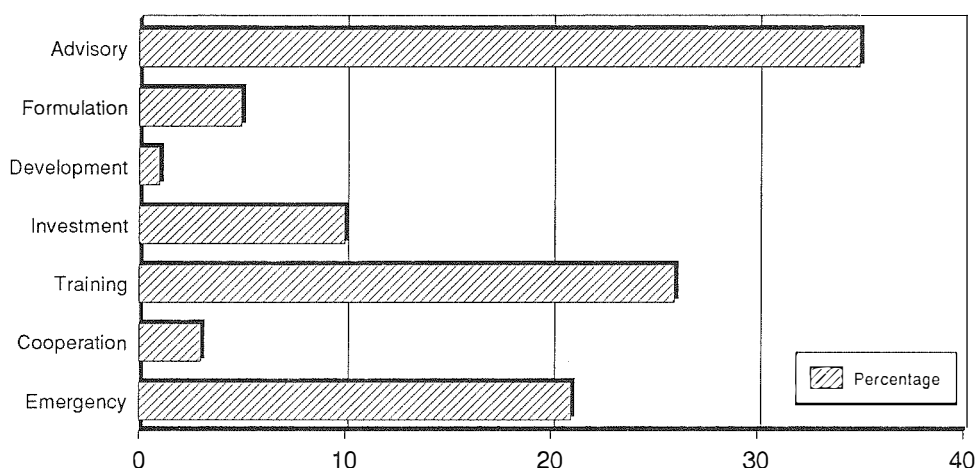
Year	No. of Requests received	No. of projects approved *	US\$ ('000)	Approvals as a percent of requests received (%)
1986	590	386	37.362	65
1987	517	357	26.258	69
1988	324	253	27.326	78
1989	733	331	44.469	45
1990	311	289	39.139	93
Total (1986-90)	2 475	1 616	174.454	65

* excluding ARPA and cancelled projects

Approvals by categories

3.60 The distribution of approvals by categories for the 1986-1990 period is shown in Chart 3.1 (detailed distribution figures are shown in Table 3.9). The proportion allocated to each of the two major groups of activities, technical assistance and emergencies, has changed little over time: for the 1986-1990 period, it stood at 79% for purely technical assistance activities and 21% for emergencies, which compared to the 72-25 proportion noted by the 1985 external evaluation, reflects only a small move away from emergency operations towards technical assistance activities.

Chart 3.1 - Percentage Distribution of TCP Approvals by Categories (1986-90)



- 3.61 Within the TA categories, advisory services (A) received the highest share, 35%, followed by training (T), 26%. This marks a substantial change from the 1985 evaluation, when it was reported that training was ahead of advisory services, while the latter constituted a minor category (32% versus 16% respectively). Another noteworthy change is the drop in the development support category (D) to one percent only, from 8% reported in the 1985 evaluation.
- 3.62 The overall figures tend to mask yearly variations, which can be sometimes substantial. In 1990, there was a noteworthy jump in the advisory services category to 49% of total approvals, while emergencies dropped to less than 8%. Such moves, however, should not be interpreted as necessarily heralding new trends but as reflecting the unprogrammed character of the TCP and the unexpected variations in requests, particularly emergencies.

Approvals by region

- 3.63 Africa received the highest assistance from the TCP (40%) in total allocations followed by the Asia and the Pacific and Latin America and Caribbean regions in almost equal positions (24% and 21% respectively), with Near East and Europe in the last position (15%) - reflecting almost exactly the percentages reported by the 1985 evaluation. The distribution of regional projects was slightly different, with Africa remaining in the first position (41%), but with Latin America and the Caribbean region in the second place (32%), followed by Asia and the Pacific (17%) and Near East (10%).
- 3.64 The pattern of approvals within regions and by category more or less followed the general pattern of TCP approvals for the period (see Table 3). Africa generally received the largest share of funding in most categories except two: inter-country cooperation (C), which was more frequently found in all other

regions, and in particular in Asia and the Pacific (35% as against 19% for Africa); and development support (D), where Asia accounted for the largest share (44% as against 37% in Africa). Moreover, the category advisory services (A) has shown a sharp increase during 1989-90 particularly for the African Region which received 38% of the funding under this category (up from 30% in past years), followed by the Latin American region (28%) for which funding has remained relatively stable throughout the period.

Table 3.9: Distribution of Approvals within Regions and by Category (1986-90)
(US\$'000)

Category	Africa		Asia and Pacific		Latin American and Caribbean		Near East and Europe		Total	
	No.	Budget	No.	Budget	No.	Budget	No.	Budget	No.	Budget
Advisory Services	187	19 158	121	12 350	175	20 156	95	9 147	578	60 811
Formulation/ Progr. Missions	85	4 199	45	2 567	13	695	22	1 513	165	8 974
Development Support	6	587	7	688	1	205	2	99	16	1 579
Investment	80	8 748	26	2 832	28	3 003	18	2 105	152	16 688
Training	192	23 342	116	14 214	34	2 757	57	4 754	399	45 067
Inter-country Cooperation	10	1 032	17	1 909	13	1 433	9	1 167	49	5 541
Emergency	93	13 192	49	6 451	62	8 458	53	7 692	257	35 793
Total	653	70 258	381	41 011	326	36 707	256	26 477	1 616	174 453

Approvals for LDCs and LIFDCs

- 3.65 Of all approvals over the 1986-90 period, 36%, with a total allocation of US\$ 63.3 million for 597 projects, went to 43 least developed countries (LDCs). This proportion is the same as the one reported by the 1985 evaluation.
- 3.66 Likewise, 63% of all approvals, with a total allocation of US\$ 109.1 million for 1 039 projects, went to 74 Low Income Food Deficit Countries (LIFDCs). Emergencies accounted for 22% of these projects, with close to half (48%) going to Africa, and the rest fairly evenly divided between the other regions.

Approvals by FAO Programmes

- 3.67 As shown in Table 3.10, the largest share of TCP approvals (in value) were for projects falling under Major Programme 2.1: Agriculture, 81%, followed by Fisheries and Forestry with 7% each. Sub-programmes 2.1.2: Crops; and 2.1.3: Livestock, together accounted for 45%, in line with TCP's first criterion, i.e. emphasis to increasing production in food and agriculture.

Table 3.10: TCP Approvals by FAO Programme and Selected Sub-programme (1986-1990)

<u>FAO Programme/ Sub-programme</u>	<u>Number of Projects</u>	<u>Total value (US\$'000)</u>	<u>Total value in %</u>
1.2.2.2 Evaluation	1	205	0.1
1.3.0.1 Legal	44	2 400	1.4
2.1 Agriculture of which:	1 278	141 681	81.3
2.1.2 Crops	487	54 253	31.1
2.1.3 Livestock	213	24 480	14.0
2.1.5 Rural Dev.	176	17 191	9.9
2.1.8 Food and Ag. Policy	130	16 444	9.4
2.2 Fisheries	130	12 458	7.1
2.3 Forestry	119	12 044	6.9
3.1 Field Programme Liaison and Dev.	15	2 153	1.2
3.2 Investment	14	2 199	1.3
3.3.1.1 FFHC/AD	1	98	-
5.1 Information and Documentation	14	1 215	0.7
Total	1 616	174 453	100.0

Approvals by level of funding

- 3.68 As shown in Table 3.11, 55% of the projects had budgets equal or below US\$ 50 000. In terms of allocations, the highest concentration was to be found in the US\$ 51 000-300 000 range, accounting for some 87% of total project

approvals. Only 4.5% of the total allocations, or 22 projects⁸, equivalent to only 0.1% of the total number of projects, had budgets over US\$ 300 000. This confirms the continuing thrust of TCP on small-scale interventions.

Table 3.11: Distribution of TCP Approvals by Level of Funding (1986-1990)

<u>Level of Funding</u> (US\$'000)	<u>Value of Approvals</u> (US\$'000)	<u>As % of Total</u> <u>Value</u>	<u>Number of</u> <u>Projects</u>	<u>As % of</u> <u>Total No. of</u> <u>Projects</u>
0 to 50	14 397	8.3	882	54.6
51 to 150	64 534	37.0	655	40.5
151 to 300	87 607	50.2	418	25.7
over 300	7 915	4.5	22	0.1
Total	174 453	100.0	1 616	100.0

Operational aspects

- 3.69 Over the 1986-1990 period, 1 309 projects were completed for a total allocation of US\$ 124.1 million, or 71% of the total approved over the period, and as of March 1991, 307 projects with a total US\$ 50.3 million were still ongoing.
- 3.70 Project duration over the period averaged 9 months. Few projects exceeded 18 months in duration (4%), most were found in the 6 to 18 months range (54%), and a considerable number (42%) lasted less than six months. Projects in this latter class were either emergency projects (16%) or technical assistance projects belonging mainly to the advisory services category (32%), formulation and programming missions (21%), and training (16%).
- 3.71 Projects tended to be approved rapidly. The average time between request and approval over the 1986-1990 period was a little under four months (i.e. 3.7 months). TCP budgets were heavily weighted in favour of personnel expenditures (46% of total budget) with relatively small percentages going to equipment (16%) and supplies (14%). As shown in Table 3.12 below, this pattern was generally maintained across all categories, except for inter-country cooperation (C) which put heavy emphasis on training (39%), emergency (E) on supplies (47%) and development support (D) on equipment (42%).

⁸ Half (11) of the projects were funded for the African region and almost a third (7) in Asia. Thirty-six percent of the funding was allocated for trypanosomiasis, locust and screwworm control; 31% for emergency and rehabilitation assistance; and the rest was almost equally divided between the introduction and development of new technologies (3), pre-investment studies (2), and rural communications and marketing surveys (2).

Table 3.12: Distribution of TCP Approvals by Budget, Object of Expenditures and Category (1986-1990)

<u>Budgetary Breakdown by Category in Percentage</u>								
<u>Budget Line</u>	<u>Total Budget</u> (US\$'000)	<u>Advisory Services</u>	<u>Formulation Programming Missions</u>	<u>Development Support</u>	<u>Investment</u>	<u>Training</u>	<u>Inter-country Cooperation</u>	<u>Emergency</u>
Personnel/Duty Travel*	85 886	62	80	25	67	48	35	15
Sub-contracts	5 314	2	5	3	7	2	3	4
General/Direct Operating Expenses	16 420	10	10	7	10	9	9	9
Supplies	23 784	5	1	15	3	7	6	47
Equipment	727 146	14	3	42	8	18	8	22
Training	15 879	7	1	8	5	16	39	3
Total	174 429	100	100	100	100	100	100	100

* Includes in-country travel and backstopping

C. DESK REVIEW OF A SELECTED SAMPLE OF TCP PROJECTS (1986-1990)

Profile of the Selected Sample and Methodology of the Desk Review

- 3.72 A sample of 58 TCP projects, of which seven were regional, was selected for review, representing about 3.6 percent of the total number of TCP projects executed during the 1986-90 period. The projects in the sample amounted to a total of US\$ 7.9 million in approvals, or about 4.5 percent of overall TCP approvals over the same period. While the sample is relatively small, it was large enough to achieve a reasonable degree of representation with respect to region, category and type of project, level of funding and duration (for list of projects and details on the sample profile, see Annexes 1 and 2).
- 3.73 The desk reviews of the selected projects followed a methodology, identical for each project reviewed, which included assessment of the following aspects:

- (i) the project's basic function(s) in relation to ongoing government programmes and/or complementing or leading to new activities to be carried out with domestic and/or external resources;
- (ii) the relationship of TCP projects with FAO policies and the Regular Programme, as well as FAO Special Action Programmes and field programmes of technical units;
- (iii) adherence to TCP criteria;
- (iv) project design in all its major features (relevance of immediate objectives, input/output relationships, adequacy of the institutional framework, workplan);
- (v) project approval process and implementation performance;
- (vi) outputs produced;
- (vii) follow-up.

3.74 It should be noted that except for three evaluated projects, not all aspects could be covered in the same degree of detail as is normally done in a field evaluation. In particular, only general information was available on project implementation largely because these were all completed projects. With respect to project outputs, their assessment had to rely primarily on the information provided in the TCP terminal statement sent to the beneficiary government, supplemented by comments of the technical units involved in the backstopping of the project. It was thus generally not possible to rate outputs by the three-point scale applied to the assessment of project design (i.e. good, satisfactory, unsatisfactory). Rather, the criterion used was the degree of achieving the outputs vis-à-vis the project design and target.

3.75 Given the basic catalytic nature of TCP interventions, the follow-up to TCP projects was used to gauge the effectiveness of the projects in fulfilling their intended objectives. Thus, whenever available, information on the follow-up action taken by the government after its termination, has been reviewed as an indicator of project effectiveness and success achieved.

Synthesis of Desk Review Findings

Functions of projects

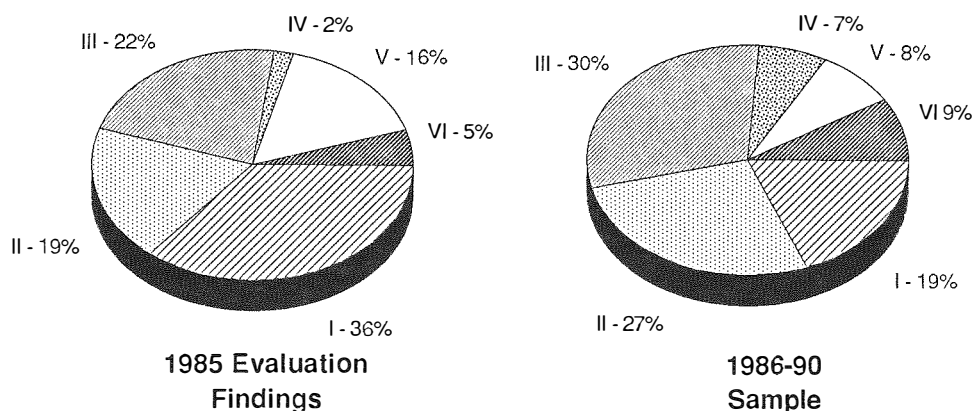
3.76 The analysis of TCP projects using the concept of functions was first carried out by the 1985 evaluation which identified six broad functions related to the nature and scope of the assistance provided under the TCP. They were defined as follows⁹:

- (i) directly supporting governments to help remove a technical obstacle or to meet a need emerging in the course of implementation of an ongoing programme to ensure its smooth continuation thereafter;
- (ii) launching a new government programme or introducing a new line of activity or new technology proved elsewhere;
- (iii) mobilizing or paving the way for larger external technical assistance or investment support to governments' programmes;
- (iv) bridging between two externally financed technical assistance projects;
- (v) complementing other externally financed technical assistance projects, including investment project preparation, by supplying a missing element or meeting a need emerging in the course of their implementation; and
- (vi) promoting inter-country/regional cooperation in areas of common concern or interest and TCDC/ECDC.

3.77 The exercise was repeated for the 58 projects in this sample using the same definitions, and the results are presented in the chart below, together with the 1985 evaluation data, to permit comparison. On the basis of this analysis, the scope and nature of TCP assistance has clearly evolved since 1985 towards increased provision of assistance under functions II (launching a new activity or technology proved elsewhere) and III (mobilizing for larger assistance or investment support).

⁹ CL 88/INF/10, Section 1.8.1.

Chart 3.2 - Functional Distribution of TCP Projects
1986-90 Sample Compared to 1985 Findings
(Allocations)



I = Direct support II = Launching new activity
III = Mobilizing larger assistance IV = Bridging
V = Complementing other external assistance
VI = Inter-country cooperation

- 3.78 It bears noting that the analysis of the 58 projects in our sample did not reveal any new function other than those covered by the 1985 evaluation. In other words, the six functions of TCP projects, identified in 1985, are confirmed as still relevant and fully comprehensive of the catalytic role of the TCP.

Relationship with FAO Policies and Regular Programme Priorities

- 3.79 All 58 projects in the sample were found to be in line with FAO priorities, and covered the full range from food security¹⁰, integrated rural development and follow-up to World Conference on Agrarian Reform and Rural Development (WCARRD)¹¹, Tropical Forestry Action Plan (TFAP) and Women in Development (WID) activities¹² to environmental protection and sustainable agricultural development¹³ and policy and planning support, and assistance related to structural adjustment negotiations¹⁴.

¹⁰ TCP/BKF/8855(F); TCP/MLI/5754(A).

¹¹ TCP/ELS/6753(A); TCP/GUI/0051(T); TCP/MLW/6754(I); TCP/MON/0051(C); TCP/RAS/6754(T); TCP/ZAM/6658(T).

¹² TCP/NER/6760(T); TCP/SEN/8954(I); TCP/BKF/6651(T).

¹³ TCP/COL/6754(A); TCP/CUB/8851(A); TCP/ECU/8851(A); TCP/ETH/6656(T); TCP/INS/6655(A); TCP/LES/8956(D); TCP/NER/6761(A); TCP/RAF/6662(A); TCP/RLA/6770(A); TCP/SWA/8851(F) and 8852(F); and TCP/VEN/6751(I).

¹⁴ TCP/ETH/6766(I); TCP/GUI/6653(T); TCP/GUI/6757(A); TCP/JAM/8854(I); TCP/SEN/4507(I).

- 3.80 Over 20 percent of the projects were found to be closely related to an FAO Special Action Programme, and those included: Women in Development (WID) (2 projects); Prevention of Food Losses (PFL) (2); Tropical Forestry Action Plan (TFAP) (4); World Conference on Agrarian Reform and Rural Development (WCARRD) (3); Food Security Assistance Scheme (FSAS) (2); African Animal Trypanosomiasis (1).
- 3.81 Projects were generally found to be complementing and supporting the field programme of the technical divisions¹⁵ and spanned the whole range of divisions and units, including the Office for Special Relief Operations (OSRO) and the Development Law Service (LEGN).

Adherence to TCP criteria

- 3.82 The 58 projects were systematically checked against each component of the seven criteria of the TCP (for definitions, see Box under para. 3.51) and their degree of adherence assessed in every case. The results of the analysis are shown in Table 3.13.
- 3.83 The TCP projects reviewed generally adhered closely to TCP criteria. The only criterion where the degree of adherence was found to be unsatisfactory was the first, which refers to the need to give emphasis to "increasing incomes of small-scale producers".

¹⁵ With the exception of: TCP/CHI/6754(E); TCP/GUI/6653(T) and 6757(A); TCP/INS/6655(A); TCP/KEN/6753(F); TCP/RAS/6754(T); TCP/RAS/8854(T); TCP/RAS/8956(C); and TCP/TUR/6651(C).

Table 3.13: TCP Sample Projects (1986-90): Adherence of the Sample of 58 Projects Reviewed to TCP Criteria

TCP Criteria	Degree of Adherence - Percentage		
	Distribution of Projects		
	Reviewed (1986-90)		
	Good	Satisfactory	Unsatisfactory
i) - increasing production	76	10	14
- emphasis on small-scale producers	50	6	44
ii) - high priority by the Government	94	5	1
- assurance given on follow-up	84	8	8
iii) - urgent and specific problem	92	6	2
- practical action/well-defined objectives	77	16	7
iv) - complement without duplicating	93	2	5
- catalyst for a larger-scale activity	93	2	5
v) - limited in duration (not to exceed 24 months)	100	0	0
vi) - most effective and least costly method of execution	86	14	0
vii) - fullest participation of the government in project execution	93	4	3

3.84 This is apparently a difficult requirement to satisfy, and about half of the projects reviewed did not satisfy it. A closer analysis revealed that these were essentially planning assistance and institution-building projects, generally aimed at strengthening government services and/or other support agencies operating in the agriculture, forestry and fisheries sector, and therefore not directly targeted to benefit specifically or exclusively small-scale producers.

3.85 Some of the projects found in the sample which did not meet this criterion were: TCP/GUI/6653 (T) - Formation à l'analyse des projets agricoles et ruraux et des micro-réalisations décentralisées, designed to provide assistance to a planning department to support decentralization policies; TCP/RAS/6754 (T) - Strengthening the Savings and Credit Operations of Rural Asia and Pacific Financial Institutions through the Appropriate Use of Micro-computers, to provide institutional support to rural banking; TCP/SEN/4507 (I) - Assistance à la préparation de la réunion sectorielle "Agriculture" des bailleurs de fonds meant to assist governments in their negotiations of structural adjustment loans and programmes with the World Bank; TCP/RAS/8956 (C) - Training Workshop for the Network on Transfer of Rice Husk gasification, which emphasized production of energy and was designed to transfer a new, more efficient technology from China to other member countries of the regional network on rice husk gasification; TCP/KEN/6753 (F) - Wood biomass monitoring and evaluation, to

assist in the assessment of natural forest resources; TCP/ETH/6656 (T) - Strengthening of Plant Quarantine, to strengthen plant quarantine activities.

- 3.86 With respect to other criteria, failures to comply are rare, and very often full adherence to one criterion or a part of it offsets any lapse in another area: for example, it is not uncommon that, while very high priority is assigned by the government to a TCP project request, full assurances on specific follow-up action to be taken cannot be provided to FAO at that point in time, or prior to project completion.
- 3.87 One-third (19) of the projects in the sample were found to fit the definition of more than one category; and half (10) of these could have been classified in more than two categories (for a concrete example see TCP/SEN/4507 (I) in Annex 3). Difficulties have been noted in the classification of multi-purpose projects either by the type of activities included in the workplan (i.e. training, advisory services, inter-country cooperation) or the nature of the assistance (i.e. emergency, development support, formulation). In many cases, one or more categories were found to overlap (i.e. investment, training, development, emergency) with advisory services or inter-country cooperation; and in two cases, the full TA package provided under the project covered the definitions in three categories (i.e. advisory services, formulation and investment). However, the selection of the category for the projects in the sample was generally found to be in accordance with the most prevalent element, or the justification, in the initial project request.

Adequacy of project design

- 3.88 The quality of project design is directly linked to the degree of adherence to the third TCP criterion which requires that projects have "well-defined objectives and expected results". It is clear that close adherence to this criterion, as was the case with almost all the projects reviewed, necessarily ensures that overall project design will be rated as satisfactory or good with respect to the formulation of immediate objectives and outputs, as shown in Table 3.14.
- 3.89 On this aspect, TCP projects, compared to other projects executed by FAO, rate better; and the explanation for this must be sought in the nature of TCP projects. Being essentially short-term interventions with a limited number of objectives, TCP projects tend to be conceptually simpler to elaborate and design than "normal" technical assistance projects which are generally longer-term, with multi-disciplinary and multi-component activities.

Table 3.14: Design Assessment: Sample of 58 TCP Projects Reviewed (1986-90)

<u>Selected Design Elements</u>	<u>Percentage Distribution of Assessments Rated as:</u>		
	<u>Good</u>	<u>Satisfactory</u>	<u>Unsatisfactory</u>
<u>Overall Design</u> in terms of:			
- Clarity/relevance to TCP objectives	82	16	2
- Adequacy of means envisaged	63	19	18
<u>Relevance</u> of immediate objectives	93	7	0
<u>Relationship:</u>			
- of inputs with outputs	68	22	10
- of outputs with objectives	67	26	7
- with complementary projects*	79	19	2
<u>Adequacy of institutional framework</u>	91	9	0
<u>Inputs:</u>			
- provision by FAO	69	17	14
- specifications of government contribution	68	23	9
<u>Workplan</u>			
- degree of specificity	74	16	10
- adequacy of duration	51	19	30
- sequence of activities	73	17	10

* In 15 cases, this aspect was not relevant to the project's design and was therefore not assessed.

- 3.90 Nevertheless, TCP project design is not without weaknesses. Workplans were not always as clearly specified as they should have been (10% or 6 projects were rated unsatisfactory). Also, and it is a matter for concern that the duration of activities was rated as unsatisfactory in up to 30 percent of the projects. Lack of time and insufficient means and inputs were seen as continuing constraints (see Box 1 for an example).
- 3.91 Related to this, and as a result of the 24-month ceiling placed on TCP projects, one-fifth of the projects sampled required a second or follow-up phase.
- 3.92 A second phase, however, did not mean that the 24-month ceiling was exceeded to complete the project workplan. Twelve projects (21%) in the sample had a second phase or what may be considered a complementary follow-up project, but of these only three actually exceeded the 24-month limit¹⁶.

¹⁶ By one month [in the case of TCP/DKR/8851(A)]; 3 months [TCP/ETH/6766(I)]; and 6 months [TCP/RLA/6770 (A)].

TCP/DKR/8851**Advisory Services****Pasture and Forage Development**

Duration: 25 months Budget: US\$ 119 000

TCP assistance was requested by the People's Democratic Republic of Korea to overcome the constraints of a country which is 80 percent mountainous with extremely low capacity of grassland and short grazing season to increase pasture and forage capacity through the development of a strong evaluation and research programme. The TCP was to provide assistance through the provision of services of a consultant in pasture and fodder crops, field visits by Headquarters Officers, equipment and supplies for US\$ 48 000 and a study tour for two participants to New Zealand.

The project, which was expected to contribute to increased availability of pasture and fodder to genetically-improved livestock, suffered from an important shortcoming in its design: to be meaningful, trials take years. The two-year limit of the project was a definite constraint. However, a one-month extension of the project and a slightly increased budget permitted seed trial for one more winter. Within these limits, the project was generally satisfactorily implemented.

Advice on and provision of seeds and cultivars as well as training of the Institute staff have stimulated the host Institute's expansion of activities, and its staff was reportedly engaged in finding new varieties of seed suitable for the agro-ecological zones selected for future pasture development.

A UNDP-financed follow-up project was intended to continue the variety screening work, develop and demonstrate technologies for field-scale installations and management of pastures and fodders. A seed protection unit, is expected to be set up in 1991.

- 3.93 In every case, the extension or establishment of a new phase or complementary project was necessitated by the excessive requests and expectations placed on the project in its design stage. For example, a project originally conceived as a short bridging operation between two technical assistance projects may be extended several times, if the expected technical assistance to be provided by another donor does not materialize in time; and thus, it can turn into a full-fledged follow-up project¹⁷.

¹⁷ TCP/EGY/6653(I) - Improved farming practices in the Ismailia Governorate (Phase II) is a case-in-point; it is reported in detail in Annex 3.

Project Approval Process

- 3.94 In 19 projects, or about a third of the sample of projects reviewed, there was, prior to the official government request, a preparatory or developmental phase in which the project idea was discussed and developed between concerned government authorities and the FAO Representative or other experts in the field. This developmental phase in general did not last long, i.e. from a minimum of one month to a maximum of 3 months.
- 3.95 The speed of the project approval process was rapid in most cases. The time elapsed between the arrival of the official request at FAO and the approval averaged 2.4 months for all the projects reviewed, with a minimum of 3 days and a maximum of 10 months.

Project Implementation

- 3.96 Project start-up suffered no delays in 30 cases, or over half of the projects reviewed. In the other projects, delays were experienced due to a variety of reasons, ranging from delays in recruitment of experts to difficulty in locating counterpart expertise, rejection by the government of the expert proposed, change in government policy leading to formulation of a new request or negotiations for modifications in the project document, etc.

TCP/LES/8956

Development

Introduction and Testing of Vetiver Grass Hedges and Other
Grasses as a Soil Conservation Measure

Duration: 14 months

Budget: US\$ 150 000

In Lesotho, new and simple soil conservation methods were needed to arrest the severe soil erosion caused by excessive overgrazing of pasture lands and intensive cultivation in rural areas.

The assistance was sought to introduce a cost effective system developed in India with World Bank assistance essentially based on the use of deep rooted and hardy Vetiver grass planted along contour hedges.

This project classified as Development was essentially based on inter-country cooperation, where India was to provide under a sub-contract arrangement: vetiver plants, disease-free roots, fertilizers, pesticides, training materials and a consultant to transfer the experience gained under the World Bank loan.

Delays in the fielding of the consultant and in the establishment of a specific workplan by the host institution, caused major implementation problems which resulted in the rephrasing of the project from 1989 to 1990 and the revision of the project's major components to include other locally produced grasses, such as barra and elephant.

The delays in the procurement, delivery and planting of the vetiver grass, the lack of a permanent expert to ensure the timely implementation of the other components of the project and low government priority, has in turn led to poor follow-up by the host institution and extension of project duration to obtain the results of trials.

- 3.97 On the whole, project implementation and the expertise provided by FAO were positively assessed in 80 percent of the cases¹⁸. Local procurement, when specified in the project document (13 projects), was rated satisfactory. Government support at policy level was excellent to good in all projects but one [TCP/LES/8956 (D), see Box 2]. Project location in the counterpart or host

¹⁸ Only 6 projects experienced a difficult implementation history recorded in the project files. These were: TCP/BKF/8855(F); TCP/BOT/6653 (I); TCP/ECU/8851 (A); TCP/LES/8956 (D); TCP/NER/6760 (T); TCP/SRL/6657 (E).

institution was reported to be generally satisfactory in most cases¹⁹, as were project linkages with related or complementary projects and institutions²⁰.

- 3.98 Few projects were entirely immune²¹ from implementation problems. Some of the more recurrent types of problems detected from the sample cases are similar to those found in larger projects, such as: poor physical facilities (26%); late arrival of equipment and supplies (24%); delayed arrival of experts (21%); lack of adherence to the workplan or poor workplanning (18%); lack of administrative support (17%); and, poor technical backstopping from FAO (12%).

BOX 3

TCP/VEN/6751

Investment

Protección de plantaciones y manejo de bosques naturales

Duration: 6 months

Budget: US\$ 90 000

In Venezuela, a TCP-funded project was intended to analyse the present management methodologies in planting pinus caribea and formulate recommendations for improved prevention and control of pests and fires in the forestry sector.

Project design proved adequate in the definition of objectives, specification of activities, and relationship of outputs with objectives. Implementation adhered to workplan, and activities were on schedule. No major implementation problems were detected.

The project produced technical reports based on available data, on management of natural forests and on pinus caribea exploitation, and formulated recommendations for pest and fire control.

In addition, the project formulated concepts for a National Plan for Forestry Development, and prepared projects regarding a Master Plan for the development of forestry in Venezuela, the training of technicians and workers, and the establishment of an extension service.

¹⁹ Exceptions were: TCP/BOT/6653 (I); TCP/ETH/665 (T); TCP/NIR/6652 (A).

²⁰ Only exception was: TCP/BOT/6653 (I).

²¹ TCP/ARG/6652 (A); TCP/BRA/8955 (I); TCP/INS/6655 (A); TCP/MLI/5754 (A); TCP/PAK/6652 (I); TCP/RAS/8956 (C); TCP/VEN/6751 (I) (see Box).

Outputs produced

- 3.99 As mentioned in the introduction, the main constraint of the desk review was the lack of a systematic assessment of outputs in terms of quality; only planned quantitative aspects could be assessed in relation to targets specified in the project documents and workplans. The results of the analysis are shown in Table 3.15.
- 3.100 As may be seen, output production proceeded generally as planned (also see Box 3). It bears noting, however, that those outputs judged to be "below target" basically refer to only three projects²² which suffered from excessively ambitious objectives and overloaded workplans within the given time limitations.

Table 3.15: Assessment of the Outputs Produced with Respect to Planned Quantity - 58 TCP Projects Reviewed (1986-90)

TCP Category	Number of Projects in Category	Total Number of Outputs		Percentage Distribution of Assessments*		
		Produced	Not Produced	As Planned	Near Planned Target	Below Target or not met**
A. Advisory Services	17	57	4	74	16	10
F. Formulation and Programming Missions	6	16	3	47	21	32
D. Development Support	2	4	1	60	20	20
I. Investment	13	32	3	66	17	17
T. Training	11	38	4	69	19	12
C. Inter-country Cooperation	4	13	-	77	23 17	-
E. Emergency	5	11	1	75		8
Overall	58	171	16	69	18	13

* Each output was specified and assessed separately.

** Includes percentage of outputs not produced.

²² They were: TCP/BKF/8855, which developed only in a limited fashion the technical packages expected of it, but, there is little doubt that the project was burdened by too many demands and excessive objectives it couldn't meet; TCP/KEN/8954, which did not produce the action plan on how to increase cassava production which was expected of it; and TCP/MAT/6752 which among others included the conduct of an agricultural and fisheries survey, to identify export potentials. All three projects fell short of expected outputs due to lack of time.

- 3.101 In relation to quality, the desk review methodology only made it possible to identify, with any degree of confidence, those projects the outputs of which were clearly unsatisfactory. There were only 3 such projects²³. Fifteen other projects (see box below) did not appear to achieve a fully satisfactory or excellent level, although a precise rating could not be firmly assigned. Observed shortfalls in quality were traceable to a variety of causes: lack of time to rerun the experiments or deepen the project's applied research or advisory work; insufficient government or local support; project design errors whereby outputs were poorly linked to objectives; inadequate technical level of expertise used; absence or inadequacy of basic data and information to work with.

Sample Projects with Partial Results

TCP/BKF/8855 (F) developed technical packages that were generally appropriate but required further work to be finalized; TCP/SWA/8852 (F) experienced difficulty in identifying, as requested, the major constraints to optimal use of land because of a lack of available basic data about soils, land and ecological environment; TCP/SWA/8851 (F) worked in only 3 out of the 4 planned areas due to the difficulty of obtaining local chiefs' approval and the draft project document produced had to be reworked to achieve acceptable status; MLW/6754 (I) produced a baseline data survey which wasn't sufficiently comprehensive to merit that description although it was an acceptable equivalent to a rapid rural appraisal survey; TCP/NIR/6652 (A) suffered from institutional weaknesses and the non-release of counterpart funds adversely affected activities in 4 out of the 5 pilot areas; TCP/NER/5653 and 6761's land protection measures, while demonstrably useful and a success with local people, required to be extended both geographically and in time, to prove their sustainability; TCP/URT/6651 (I) did not have enough time and resources to produce half its outputs, including an important draft outline of a National Irrigation Policy; TCP/MON/0051 (C), while it did not produce satisfactorily all its ECDC outputs, it did achieve a strong catalytic effect on the host institution; TCP/ETH/6766 (T) was too confined to quantitative analysis; TCP/MAT/6752 (F) produced a rational, well-constructed and comprehensive plan, but failed to provide a hierarchy or priority scale for the measures proposed; TCP/RAB/6751 (C) could only produce part of its expected outputs due to a lack of counterpart funds.

²³ TCP/LES/8956 (D): production of outputs was adversely affected as it did not enjoy government priority and suffered delays; TCP/BOT/6653 (I) produced maps whose technical quality was questioned; TCP/RAF/6662 (A), in the process of responding to the numerous requests placed on it, tended to produce outputs speedily but of average quality.

Follow-up to TCP projects - an Indicator of Effectiveness

- 3.102 In principle, given the short-term, catalytic nature of TCP projects which are generally meant to have a concrete, well-specified follow-up, the actual follow-up given to TCP projects constitutes, or should constitute, the best indicator of the effectiveness of TCP projects. The TCP unit in DDF ensures that together with the project terminal report which is always sent to the beneficiary government, a covering letter from the Assistant Director-General, Development Department is also sent, containing a request to the beneficiary government to provide follow-up information when and as available. While beneficiary governments officially expressed satisfaction in 25 cases, such correspondence did not necessarily contain information about follow-up. To fill the gap, FAO Representatives were requested to answer a questionnaire on this issue for the sample projects, as part of this review exercise.

TCP/JAM/6753 and 8854

Investment

Preparation of the Agricultural Sector Adjustment Loan

Duration: 18 months

Budget: US\$ 139 900

During 1987, TCP funding provided assistance to the Government of Jamaica in the negotiation of an Agricultural Sector Adjustment Loan with the World Bank and in the elaboration of an agricultural sector policy with supporting documents. As the first project drew to a close, hurricane Gilbert struck in September 1988, causing extensive damage to the island. Negotiations with the World Bank were momentarily suspended, while the Government sought to obtain a World Bank Emergency Reconstruction Import Loan. A new, 6 month project JAM/8854 was approved to ensure continuation of the expertise provided under the first project for the purpose of helping the Government in assessing hurricane damage to the agricultural sector and in negotiating the emergency relief assistance required.

Since both projects were conceived to address policy issues covering the whole agricultural sector, they could not satisfy the TCP criterion whereby emphasis is to be placed on small-scale producers. However, given their nature, special attention was placed on them. While the design and implementation of the first project proved adequate, allowing the project to near completion as planned, the second project was conceived as a quick response to an emergency situation and was implemented accordingly. Approval time was reduced to a minimum, and continuity of the expertise provided was ensured. The new project's objectives, however, were expanded beyond what could be reasonably expected from one external expert, even though she was well supported by competent national staff. In the short time allowed it was too much to ask, i.e. the preparation of an investment project in addition to hurricane damage assessment and identification of an agriculture rehabilitation strategy.

In addition to the agricultural policy documents elaborated in the first year of activity, assessment of the hurricane damage was quickly produced and rehabilitation needs identified. The project estimated foreign exchange requirements for primary imported materials at US\$ 65.5 million, and focused on the devastation suffered by the 150 000 small-scale farmers. Advice was provided on ways in which the reconstruction could be financed, and included crop insurance as well as special measures for subsistence farmers and for small-scale producers, and for reconstruction of the broiler industry. Institutional measures to improve watershed management were also identified; however, due to the lack of time, no investment project was formulated.

Project advice was fully accepted by the Government. The amount of US\$65.5 million needed in foreign exchange was met from a variety of donor sources (Caribbean Development Bank, Inter-American Development Bank, IFAD, EEC, World Bank, Japan). The World Bank Loan was modified to meet the rehabilitation needs. Legislation, recently enacted to create the Natural Resources Conservation Authority, a new agency with broader powers in conservation and environmental protection, was in part a response to the project recommendations concerning watershed protection.

- 3.103 In the 58 projects reviewed, follow-up information was fully available in only 9 cases. There were some indications either on file or through the country FAO Representatives in another 34 cases, and none at all in the rest.
- 3.104 Of the 43 cases where follow-up was known, it was unsatisfactory in only three cases, or less than 7% of the total. Unsatisfactory follow-up was caused by: in one case [TCP/IND/0051 (I)]²⁴, a change in donor policies leading to non-execution, or at least delay, of the expected follow-up; in another case [TCP/RAB/6751 (C)], the lack of funds of the governments participating in the ECDC network. The third case [TCP/MAT/6752 (F)], was slightly different, as TCP assistance to cover the review of the whole agricultural sector, required, as might be expected, much more time and resources than the two missions originally provided under TCP assistance.
- 3.105 Follow-up measures taken by the governments were reported by the FAORs as good or better than expected, i.e. more was achieved than set out in the original project document, in 15 cases, or 35 percent of the total²⁵. And, it was satisfactory, i.e. as expected in the project document and corresponding to project immediate objectives, in 25 cases or 58 percent of the total.

D. CONCLUSIONS

- 3.106 The TCP, over the 1986-1990 period, has shown a sustained performance, with 1 616 projects approved for a total of US\$ 174.5 million. Moreover, the number of project requests has been regularly higher than the number of projects approved, and the average budget of projects approved has increased by some US\$ 40 000 to a level of US\$ 135 000 in 1990.
- 3.107 Overall trends in TCP operations have not substantially changed from those reported by the 1985 evaluation, except for a strong rise in the allocation for the Advisory Services category (from 16 to 35 percent) and a very slight decrease in the allocations for emergencies (from 25 to 21 percent of total approvals). Nevertheless, it bears noting that these overall figures mask yearly variations which are sometimes very large, as they reflect the unprogrammed nature of the TCP.
- 3.108 The desk review of a selected sample of 58 TCP projects executed and completed within the 1986-1990 period, confirmed that TCP projects continued to fulfil the six functions as identified by the 1985 Evaluation, namely: i) providing direct

²⁴ The World Bank decided not to proceed with investment in vaccine production in Tamil Nadu due to its new policy emphasis on privatization; other donors are likely, however, to come forward and pick it up.

²⁵ See Annex 3 for additional examples.

support to governments to help remove a technical obstacle or meet a new need emerging in the course of an on-going programme; ii) launching a new government programme or a new activity or technology successful elsewhere; iii) mobilizing larger external assistance; iv) bridging between two externally financed projects; v) complementing other externally financed projects; vi) promoting TCDC/ECDC. It also revealed a tendency, compared to the 1985 Evaluation findings, towards more TCP assistance aimed at launching a new activity or transfer of technology proved elsewhere, at mobilizing larger external assistance, bridging between two projects and promoting TCDC/ECDC.

- 3.109 The desk review also confirmed the close relationship which exists between the TCP and FAO policies and the Regular Programme, as well as Special Action Programmes such as WCARRD, TFAP, and activities related to WID, environmental protection and sustainable agricultural development, policy and planning support, including assistance in preparation for structural adjustment negotiations. Projects were generally found to be complementing or supporting the field component of FAO technical programmes.
- 3.110 The sample of 58 TCP projects reviewed was found to be generally satisfactory with respect to adherence to TCP criteria. Nevertheless, some difficulties were noted, in relation to one of the TCP criteria - which requires that emphasis be placed on small-scale producers. This requirement was found to be excessively stringent and, in about half of the projects reviewed, it was difficult or impossible to meet. These were essentially planning assistance and institution-building projects, which addressed sector-wide issues, and whose expected benefits logically extended beyond, but including small-scale producers.
- 3.111 There is little doubt that the design of TCP projects, compared to other projects executed by FAO, rated relatively better, largely as a result of the very nature of TCP projects: they tend to be simpler to formulate, insofar as they are short-term interventions with a limited number of objectives and restricted means, and are designed to satisfy clearly specified TCP criteria. However, the short-term nature of TCP projects was also found to lead to some difficulties. In the attempt to meet the imposed time limit, the elaboration of workplans may suffer: duration of activities was judged to be unsatisfactory in up to 30 percent of the projects reviewed. In most of these cases, a longer duration would have been more realistic.
- 3.112 Project implementation was, on the whole, positively assessed and the expertise provided by FAO generally gave full satisfaction. Government support at policy level was also generally good, and the project's location, and links with the counterpart or host institutions were satisfactory in most cases. Only one category of projects suffered from a lack of counterpart funds, and this was category "C" Inter-country cooperation. Governments participating in ECDC/TCDC activities were found to experience difficulties in locating the necessary funds that are called for by the seventh TCP criterion which demands "assurance of the fullest possible participation of the government in project execution".

- 3.113 Project outputs were found to be generally produced as planned, both in quantity and timeliness. While no definitive assessment of the quality of outputs produced could be made in the framework of a desk review, indication is that most of the outputs have been satisfactory or better in meeting the requirements for their planned use. In assessing the project effectiveness, another difficult area to judge through a desk review, reference was made to the follow-up of the TCP projects reviewed. Of the 43 projects in which such information could be obtained, follow-up actions were taken as expected and in 25 cases these actions generally corresponded to project immediate objectives; in 15 cases more was achieved than set out in the original project document, or 35 percent of the total.
- 3.114 It bears noting, however, that information on follow-up was fully available in only 9 cases. The rest had to be found largely from interviews with concerned technical staff and from the FAORs. Thus, the degree of follow-up information, first noted by the 1985 Evaluation, continues to be a problem. The TCP unit has attempted to ensure satisfactory action from governments by requesting information at project termination, when the project terminal report is sent to them. Unfortunately, this information is not always provided.

Suggestions for improvements

- 3.115 Specific areas which require further strengthening within the TCP were identified through the review. These include:
- (i) Follow-up to project results - As noted above, information on this aspect is not systematically available. There is a need to further monitor this aspect to ascertain whether the achievements accomplished through TCP assistance are being, or have been, fully incorporated into the host government's development plans as indicated in the initial request;
 - (ii) Systematic monitoring and assessment of the quality of project results - There is scope for a more systematic use of the existing information (the terminal statements, the FAO Representatives' reports, etc.) for this purpose since it would be impractical to evaluate individual TPC projects. Such a systematic monitoring and assessment could provide the basis for periodic review of the Programme. When appropriate, in-depth evaluation of TCP projects in selected countries, or by groups of projects, could also be considered;
 - (iii) Wider dissemination of information on TCP project results with the consent of the governments concerned - These could be based on information contained in the terminal statements;
 - (iv) Improved workplanning for project implementation - Improvement in this respect is needed with substantial benefit to project performance and results. In particular, close involvement of the host government is required to

ensure that all the key inputs are provided in a timely manner especially for the screening and selection of experts and the release of equipment;

- (v) Clarifying project categories in relation to TCP criteria and functions - There are several aspects to be addressed. Firstly, the TCP criteria are not always fully applicable to each category. Secondly, the definition of TCP project categories is not always fully comprehensive and there are occasional overlaps. Further clarification of the guidelines would facilitate more consistent application. Thirdly, the link between the intended purpose, i.e. the six basic functions of TCP, and the seven established categories, needs to be defined in terms of the impact sought within each field of programme activity, i.e. each category.

LIST OF TCP PROJECTS REVIEWED (1986-1990)

<u>Symbol</u>	<u>Title</u>	<u>Budget</u> (US\$'000)
<u>Africa</u>		
RAF/6662(A)	Regional Coordination of Migratory Pest Control	122
BKF/6651(T)	Diffusion de foyers améliorés dans la province de Ganzourgou	152
BKF/6658(T)	Transformation et conservation de la tomate	248
BKF/8855(F)	Appui au développement de l'élevage des petits ruminants	170
BOT/6653(I)	Survey of Land Potential for Irrigated Agriculture by Satellite Remote Sensing Techniques	106
ETH/6656(T)	Strengthening Plant Quarantine	100
ETH/6765(E)	Emergency Assistance to Control Tsetse/ Trypanosomiasis Infestation, Phase II	160
ETH/6766/(I)	Strengthening Planning Capability of the Ministry of Coffee and Tea Development	
GUI/6653(T)	Formation à l'analyse des projets agricoles et ruraux et des micro-réalisations décentralisées	237
GUI/6757(A)	Législation foncière et rurale	88
GUI/0051(T)	Appui à la réalisation du projet national de recherche et vulgarisation agricole	156
KEN/6752(D)	Rehabilitation of the Integrated Chemoron Catchment Area in Baringo District	110
KEN/6753(F)	Woody biomass monitoring and evaluation	21
KEN/8954(F)	Cassava production and utilization in livestock feeding	61
LES/8956(D)	Introduction and Testing of Vetiver Grass Hedges and other grasses as a soil conservation	150
MLI/5754(A)	Revue du secteur agricole	153
MLW/6754(I)	Mwanza baseline data for agricultural development survey	93
NER/6760(T)	Assistance aux Groupements féminins des sites de culture de contre-saison	30
NER/6761(A)	Assistance à la lutte contre l'ensablement des terres de culture à Niamey, Ziner, Diffa	61
NIR/6652(A)	Crop Monitoring and Early Warning System EWS	210
SEN/4507(I)	Assistance à la préparation de la réunion sectorielle "Agriculture" des bailleurs de fonds	223
SEN/8954(I)	Vulgarisation des techniques artisanales de conservation des fruits et légumes	205
SWA/8851(F)	Range Development and Training	92

SWA/8852(F)	Land use Planning for Rational Utilization of Land and Water Resources	80
URT/6651(I)	Institutional Support for Irrigation Development	135
ZAM/6658(T)	Assistance in Agricultural Extension Training	97
ZAM/6653(I)	Assistance to the Creation of the Agricultural Communications Centre	37

Asia

RAS/8854(T)	Training in Support of Micro-Banking System	74
RAS/6754(T)	Strengthening the Savings and Credit Operations of Rural Asia and the Pacific Financial Institutions through the Appropriate Use of Micro-Computers 87-88	250
RAS/8956(C)	Training Workshop for network on transfer of Rice-Husk Planification	108
BUR/4401(T)	National In-Service Training on Agricultural and Rural Investment Project Identification, Preparation, Monitoring, and Evaluation	203
DRK/8851(A)	Pasture and Forage Development	119
IND/0051(I)	Tamil Nadu Vaccine Production	30
INS/6655(A)	Support to Transmigration Settlement Development	19
MON/0051(C)	Training Workshop on Pastoralism & Socio-Economic Development	234
PAK/6652(I)	Cotton Classing and Grading	181
SRL/6657(E)	Emerging Assistance for Agricultural Rehabilitation following the Kantalai Reservoir Breach	106

Latin America

RLA/6770(A)	Water Legislation and Administration (Phase I)	137
RLA/8966(A)	Assistance in Water Legislation and Administration (Phase II)	65
ARG/6652(A)	Producción de Materiales Reproductivos de Sanidad Controlada de Papa, Batata y Ajo	120
BOL/8851(A)	Apoyo para la puesta en marcha de la reorganización institucional del Sector Público Agropecuario	71
BRA/8955(I)	Small Farm Development in the Cerrado	250
CHI/6754(E)	Control Integrado de la Mosca Mediterránea utilizando la técnica del insecto estéril	125
COL/6754(A)	Control de la erosión y recuperación y manejo de suelos	180
CUB/8851(A)	Manejo Integrado de Ecosistemas de Manglares	114
ECU/8851(A)	Monitoreo operacional del uso de la tierra en región amazónica	115
ELS/6753(A)	Fortalecimiento del Programa de Reforma Agraria y Desarrollo Rural	150
JAM/8854(I)	Preparation of the Agricultural Sector Adjustment Loan	140
MEX/6652(E)	Apoyo de emergencia a la zona lacustre de Xochimilco-Tlahuac	225

PER/6755(E)	Planificación de la Comercialización de Productos Pesqueros frescos y congelados en Lima y Callao	40
VEN/6751(I)	Protección y plantaciones y manejo de bosques naturales	90

Near East

RAB/6751(C)	Strengthening the Near East Research and Development Network on Treatment and Re-use of Sewage Effluent for Irrigation	210
EGY/6653(I)	Improved Farming Practices in the Ismailia Governorate - Phase II	217
SYR/6751(T)	Bridging Assistance in Agricultural Extension Training	95
SOM/8853(A)	Primary Animal Health Care	205
SUD/6766(A)	Economic Utilization of Honey Bees, Phases I and II	90
TUR/6651(C)	Forestry and Livestock Training in the Near East Region	227

Europe

MAT/6752(F)	Agriculture/Fisheries Survey and Planning Assistance Missions	35
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PROFILE OF THE SAMPLE OF TCP PROJECTS SELECTED FOR REVIEW
(1986-1990)

1. As shown in Table 1 below, the sample of TCP projects selected for review is reasonably well distributed between regions and categories, and generally follows overall TCP patterns. A strong emphasis was placed on Africa (27 projects reviewed out of the total 58). All categories were covered, and some, such as advisory services, training and investment, were studied more in-depth because of the variety of projects they include (fully 41 projects were reviewed under these three categories taken together).

Table 1: Sample Profile - Distribution by Category and Region

<u>Category/ Region</u>	<u>Total</u>	<u>Africa</u>	<u>Asia and Pacific</u>	<u>Latin America and Caribbean</u>	<u>Near East/ Europe</u>
A - Advisory Services	17	5	2	8	2
F - Formulation Programming Missions	6	5	-	-	1
D - Development Support	2	2	-	-	-
I - Investment	13	7	2	3	1
T - Training	11	7	3	-	1
C - Inter-country Cooperation	4	-	2	-	2
E - Emergency	5	1	1	3	-
Total	58	27	10	14	7

2. FAO programmes and sub-programmes were also generally adequately represented in the sample, with Programme 2.1: Agriculture, accounting for some 85% of the reviewed projects. Only a minority²⁶ of FAO programmes and sub-programmes was left out. Taken together, these accounted for 5 percent of TCP activities over the 1986-90 period. Also, Programme 2.2: Fisheries, was the only underrepresented Programme (by some 6 percent), thus the selected sample may be taken to reflect approximately 90 percent of the full range of FAO programmes and sub-programmes covered by the TCP.

²⁶ These were Sub-programmes 1.2.2.2: Evaluation; 2.1.6: Nutrition; 3.1: Field Programme Liaison and Development; 3.3.1.1: Freedom-from-Hunger-Campaign; 5.1: Information and Documentation.

3. With respect to distribution by level of funding and duration, as may be seen in Table 2 below, the sample is a fair reflection of the overall distribution of TCP approvals, with the level of funding classes almost exactly corresponding to those found in the TCP over the period reviewed.

Table 2: Sample Profile - Distribution of TCP Approvals by Level of Funding

<u>Level of Funding</u> (US\$ '000)	<u>Value of Approvals</u> (US\$ '000)	<u>As % of Total</u>	<u>Number of Projects</u>
0 to 50	211.5	2.7	7
51 to 150	3 013.5	38.3	29
151 to 300	4 296.0	55.4	21
over 300	343.0	4.4	1
Total	7 864.0	100.0	58

4. With respect to duration, as is shown in Table 3 below, the sample contains a large majority (83%) of projects shorter than 18 months, with only 10 projects over the 18-month duration. It should be noted, however, that this amounts to 17 percent of the sample, which is considerably more than the 4 percent recorded for the whole TCP project population over the same period. Nevertheless, this difference may be considered as justified, since longer projects generally tended to involve larger budgets (generally around or over US\$ 150 000) reflecting a higher or more sustained level of assistance which is precisely why they were selected for review.

Table 3: Sample Profile - Distribution of TCP Approvals by Duration

<u>Distribution of Projects by Duration</u>	<u>Value of Approvals</u> (US\$'000)	<u>Percentage of Total Value</u>	<u>Number of Projects</u>	<u>Percentage of total Number of Projects</u>
Less than 6 months	1 229.6	16	15	26
6 to 18 months	5 172.3	66	33	57
Over 18 months	1 462.1	18	10	17
Total	7 864.0	100	58	100

ANNEX 3

SUMMARY DESK REVIEWS OF SELECTED TCP PROJECTS

Project No.:	TCP/ARG/6652 (A)	Country:	Argentina
Title:	Producción de materiales reproductivos de sanidad controlada de papa, batata y ajo	Budget:	US\$ 120 000
		Duration:	12 months
Category:	Advisory Services	Implementation Year(s):	1987-88

Project Description - The project was intended to provide specialized support to the Faculty of Agricultural Science of Cordoba, for the creation of a tissue culture and diseases diagnostic laboratory for potato, sweet potato and garlic. In addition, the project was to organize a regional forum on asexual seedling production.

Design and Implementation - Project objectives were well defined. However, it should be noted that the immediate beneficiaries were not small-scale producers but the staff of the laboratory of Cordoba's Faculty; and the activities of the project (i.e. staff training and organization of a regional forum) were not clearly linked together. However, the project was satisfactorily implemented.

Results and Follow-up - The project provided equipment for the laboratory and on-the-job training in the Faculty. Training activities also included meetings, study tours in specialized centres in Peru, Colombia and Costa Rica, and an intensive course in production and management of virus-free seeds. The project also organized a regional forum on asexual seedling production, with the participation of experts from Argentina, Brazil, Chile and Uruguay.

After project termination, the personnel trained had the technical skills to continue by themselves tissue culture and diseases diagnostic. More specifically, the project contributed to the development of a high technology infrastructure concerning taxonomy, electroforesis, cultivar description, virology, tissue culture and asexual seedling production.

Project No.: TCP/EGY/6653 (I)	Country: Egypt
Title: Improved farming practices in the Ismailia Governorate (Phase II)	Budget: US\$ 217 000
Category: Investment	Duration: 12 months
	Implementation Year(s): 1986-87

Project Description - This project was intended to follow on the irrigation development and research work which started under an Italian-funded project (GCP/EGY/013/ITA) and was pursued under a TCP project (TCP/EGY/4507) in 1985-86. The objectives of the present TCP project were to: (i) continue evaluating and introducing appropriate farm mechanization; (ii) sustain and expand the improved farming practices introduced by the predecessor projects on small holdings as well as encourage export crops; (iii) continue the establishment of the 550 feddans pilot area which had started earlier, with improved irrigation and drainage systems.

Design and Implementation - Originally conceived as bridging assistance following a full-fledged technical assistance project, while the Government sought funding for a new 5-year project, this project and its predecessor TCP/EGY/4507, were, in some respects, much broader in scope than may be expected of TCP projects. Nevertheless, they were both well conceived and executed. TCP/EGY/6653 provided three experts and 7 short-term consultancies and allowed the importation of urgently needed equipment and materials, while the Government continued to provide all the necessary staff, premises and operating budget for local expenditures. In contrast with the first Italian-funded project which had emphasized small-farm mechanization within the context of improved farming systems, this project gave emphasis to protected agriculture and focused on on-farm irrigation and drainage problems on small holdings, having identified waterlogging as one of the major constraints on increasing production.

Results and Follow-up - By 1987, the initial three villages served by the project had grown to seven. More than 2 000 farmers had benefited from the farm mechanization, machinery repair and maintenance component of the project. Imported implements were, as necessary, modified and adapted to local conditions. The workshops established under the Italian-funded project were provided with adequate facilities and made fully operational under national management and using national skills. A PVC tile drainage system was tested and demonstrated to be economically valid but necessitated credit to extend its use. Improved irrigation practices were demonstrated and new export crops introduced (kiwi, asparagus, seedless grapes, etc.), with production increases of some 10 to 30% in open fields. Some 123 agronomists and technicians of the counterpart agency (the Ismailia Directorate of Agriculture) and 103 farm leaders received training and their skills were upgraded. A core group of some 20 counterparts were trained as a multidisciplinary team stationed with the Ismailia Directorate.

This team, after the withdrawal of TCP assistance, was able to continue providing technical advice and services to small farmers: thus the work started under the TCP and Italian-funded projects continued as a national project, while some components (asparagus production, protected horticulture, waterlogging, etc.) were the subject of other assistance, mostly UNDP-financed.

Project No.:	TCP/ETH/6765 (E)	Country:	Ethiopia
Title:	Emergency Assistance to Control Tsetse and Trypanosomiasis Infestation (Phase II)	Budget:	US\$ 160 000
		Duration:	13 months
Category:	Emergency	Implementation Year(s):	1987-88

Project Description - The overall objective of this project, and of its predecessor, TCP/ETH/4523, was to develop and test a tsetse control strategy that could work in isolated valleys and secure tsetse free status for the areas under control as well as provide a means of self-help to the local farming communities to restore livestock and crop production. It was expected that the strategy working through peasant associations and using peoples's participation approaches, could be readily extended to other areas with similar conditions. While the first project had succeeded in adapting a low-cost vector control technique to local conditions, which proved virtually non-polluting and suitable for use by village communities on a self-help basis, this project was expected to expand the trial area cleared in the Upper Didessa Valley, further refine the control techniques, assist in the introduction of oxen on a pilot basis and provide in-service training to the national staff and peasant associations concerned.

Design and Implementation - While the project was clearly relevant to TCP overall objectives, the design suffered some shortcomings in several respects: immediate objectives could have been more clearly defined, and the workplan did not specify correctly the activities nor did it provide for a realistic duration. Nevertheless, the project was generally satisfactorily implemented and did not require any budget revision nor extension.

Results and Follow-up - On project termination (April 1988), the Upper Didessa Valley was free of tsetse infestation. The high density of odour-baited traps and targets ensured the rapid eradication of tsetse flies over 150 km² of infested woodland. A pilot oxen credit scheme was introduced in one village and permitted the purchase of 70 oxen which contributed to a reported doubling of the village's crop output that year. Other villages, benefiting from the eradication, also improved livestock and crop production but at a slower rate. The project was also able to refine the control techniques in function of the fly species, provide in-service training to personnel from the National Tsetse and Trypanosomiasis Investigation Centre and from the Peasant Associations, and formulate several follow-up project proposals.

The UNDP financed a US\$ 380 000 project, ETH/88/UOI, entitled "Tsetse Control and Related Development in the Upper Didessa Valley" to maintain the impetus of the control operations and consolidate the areas reclaimed, including the achievements in terms of improved livestock and crop production. Tsetse control activities, patterned on the strategy developed under the TCP projects, are presently undertaken as a component of the Fourth Livestock Development Project of the Ministry of Agriculture and the World Bank has reportedly expressed willingness to include a similar component into the forthcoming Fifth Livestock Development Project.

Project No.: TCP/MEX/6652 (E)	Country:	Mexico
Title: Apoyo de Emergencia a la zona lacustre de Xochimilco-Tláhuac	Budget:	US\$ 225 000
	Duration:	12 months
Category: Emergency	Implementation Year(s):	1987-88

Project Description - In 1985 an earthquake struck Mexico, causing extensive damage. In particular in the densely populated lacustrine area of Xochimilco-Tláhuac water networks were severely hit. As a consequence of water spillage, the water resources became rapidly polluted. Moreover, scarcity of water became a major constraint for small-scale farmers, as this is an area of intensive horticultural production. The project was intended to assist in the rehabilitation of the water network damaged by the earthquake, and to produce analytical studies on the agricultural sector.

Design and implementation - Project design did not clearly link the two components of the project, i.e. rehabilitation of the water network and surveys of the agricultural sector. However, during implementation, the project management successfully addressed the different problems caused by the damaged water network.

Results and Follow-up - The project elaborated a report on hydraulic engineering, a technical report on producers organizations, and a technical report on horticultural activities. The project surveys showed that the extent of damages caused by the earthquake were actually a result of the overall deterioration of the water network during the past decades. The main reason for this deterioration was the excessive exploitation of the groundwater resources, resulting in sinking of the ground. The current sinking was found to be in some places more than 5 metres, and the surveys forecasted that, if the pumping increased as before in line with the population growth, the sinking could be more than twelve metres by 2 000.

The project provided technical advice on engineering and rehabilitation of the water network in general, and made proposals for the organizations of farmers and water users associations, in order to maximize the proper and efficient use of water.

Project results were used by the government as a basis to formulate and implement the on-going Programme of Ecological Recovery of Xochimilco, which involves inter-disciplinary activities under the responsibility of several ministries, coordinated by the Department of the Federal District, and includes important government investments.

Project No.: TCP/RAF/6662 (A)	Region: Africa
Title: Regional Coordination of Migratory Pest Control	Budget: US\$ 122 000
Category: Advisory Services	Duration: 12 months
	Implementation Year(s): 1987

Project Description - The return to near-normal rainfall over much of Africa during 1985 brought an upsurge in all four species of migratory locusts which infested the sub-region. As a result, considerable external assistance was needed and the TCP was called on to assist in the coordination of locust control activities in the Eastern, Central and Southern Africa sub-region. The project provided a consultant to act as a Regional Coordinator, working with the Desert Locust Control Organization for Eastern Africa (DLCO-EA).

Design and Implementation - Project objectives were well defined and the design was adequate in all major respects. The project was quickly approved and implementation proceeded as planned, with close relationship developed not only with the counterpart agency (DLCO-EA) but also with the International Red Locust Control Organization for Central and Southern Africa (IRLCO-CSA) and the UNDP.

Results and Follow-up - The project successfully assisted in the coordination of regional activities and, in particular, in the formulation of a follow-up project to support migrant pest control management through DLCO-EA. The latter, financed by UNDP with a US\$ 1.4 million budget began operations in March 1988, with the objective of improving the medium- and long-term survey and control of migratory pests in the region, mainly through well-planned preventive control campaigns.

The project, through a combination of survey work, locust spray trials and management assistance to other projects operating in the sector, contributed to the successful control of desert locusts in Sudan and Ethiopia and red locusts in Malawi, Tanzania and Zambia. It also assisted in the control activities, both national and regional, of brown locust, African migratory locust and African armyworm infestations. It helped, through the organization of a technical meeting on migratory pest control (June 1987), in the launching of a multi-donor approach to future assistance in locust control.

Project No.: TCP/RAS/8956 (C)	Region:	Asia
Title: Training Workshop for the	Budget:	US\$ 108 000
Network on Transfer of	Duration:	6 months
Rice Husk Gasification	Implementation Year(s):	1989
Category: Inter-Countries Cooperation		

Project Description - A previous project (TCP/RAS/4511) had assisted China in developing a 60 Kw rice husk gasification system. This technology is a considerable progress compared with the 160 Kw systems, because the relatively small size of the plant actually allows farmers to use rice husk to provide energy to small mill engines. The project TCP/RAS/8956 was called on to facilitate the transfer of the technology between China and countries who are members of the regional network on rice husk gasification through the organization of a training workshop.

Design and Implementation - The project was well designed and links between activities, outputs, immediate objectives and development objectives were clear. The project was satisfactorily implemented, and did not require any budget revision nor extension.

Results and Follow-up - A workshop was organized in November 1989 in the Kunshan Country (near Shanghai) in the People's Republic of China. Participating countries were China, India, Indonesia, Malaysia, Pakistan, Philippines, Sri Lanka, Thailand and Viet Nam. The workshop was followed by a study tour of operating plants in Yixi, Wushi and Suzhou. Final round table discussions generated conclusions and recommendations for the future development of a rice husk gasification network.

A proposal was tabled during the workshop, i.e. the formation of an Asian network for Research and Development in Rice Husk Gasification. Moreover, all of the countries attending indicated that they would like to establish the rice husk gasification network on a TCDC basis.

Project No.:	TCP/SEN/8954 (I)	Country:	Senegal
Title:	Vulgarisation des techniques artisanales de conservation des fruits et légumes	Budget:	US\$ 205 000
		Duration:	17 months
Category:	Investment	Implementation Year(s):	1988-89

Project Description - In order to reduce massive post-harvest losses in fruit and vegetable production, particularly of mango, the project was aimed at providing direct support to: (i) the diversification of mango trees through the introduction of early and late fruiting varieties; (ii) a training programme for processing of highly perishable fruits and vegetables; (iii) the identification of suitable processing techniques and markets for the produce. The project was also expected to elaborate a larger follow-up project for the extension of nationwide activities.

Design and Implementation - The project did not fit easily in the category in which it was classified, but, given the many different fields of expertise required and the broad range of activities planned, it was difficult to classify in any single category [there were strong components of both (T) Training and (A) Advisory Services]. The project was nevertheless well designed, although the budget had to be revised to allow for further training and the purchase of a vehicle. It was also generally well executed, in spite of some delays experienced in posting staff and all the planned outputs were produced.

Results and Follow-up - More than 400 women received practical training on small-scale processing of fruits and vegetables. Dryers, designed for family or small-scale use were also locally produced, and processing techniques for 15 highly perishable fruits and vegetables were developed. Market research was satisfactorily conducted and a follow-up project aimed at developing small processing units was elaborated.

The interest which the project created survived its termination and the Ministry of Rural Development continued to train rural women in vegetable and fruit processing techniques, particularly within the framework of a UNDP-financed integrated rural development project covering 4 pilot villages (SEN/87/027). The follow-up project proposed is also close to becoming operational, as a group of private Senegalese entrepreneurs, contacted by the Government, have shown interest in participating in it, in setting up small agro-industrial units for drying fruits and vegetables and in providing means of transportation for the produce.

Project No.: TCP/ZAM/6658 (T)	Country:	Zambia
Title: Assistance in Agricultural Extension Service	Budget:	US\$ 96 600
Category: Training	Duration:	12 months
	Implementation Year(s):	1987-88

Project Description - The project aimed at media development and utilization to strengthen the extension service's activities for the full implementation of its five-year programme. It was intended to provide training to provincial staff in the use of media techniques and to develop standardized training and extension materials in printed, audio and visual forms.

Design and Implementation - The project design proved adequate. Delays in recruitment of consultants and provision of physical facilities have not been major constraints to the good implementation of the project.

Results and Follow-up - 249 extensionists were trained, audio-visual and printed supporting materials were produced, and basic equipment in support of continuing training were purchased. The project allowed extension agents to concentrate on the provision of more specific services to farmers.

Project activities have been incorporated into Project ZAM/88/021: "Strengthening Agricultural Extension in Southern Province". The major thrust of this project is the design and dissemination of extension services. In addition, other activities of TCP/ZAM/6658 in support of the establishment of an Agricultural Communication Centre have been incorporated into project TCP/ZAM/8955. In this project, the National Agricultural Information Service (NAIS) is being provided with essential video and sound equipment for radio and television production.

CHAPTER FOUR

SUSTAINABLE DEVELOPMENT AND ENVIRONMENTAL PROTECTION ASPECTS OF FAO FIELD PROGRAMMES

INTRODUCTION

- 4.1 FAO's sectoral activities related to environment and sustainable development are long-standing. However, in recent years, at the request of its governing bodies, the Organization has moved towards greater integration of its environment and conservation activities with those of development. FAO Conference Resolution 3/89 "FAO Activities related to Sustainable Development" gave important impetus to this process. Subsequently, FAO Council documents CL 98/6, "FAO Activities related to Environment and Sustainable Development", CL 99/23, "Report on FAO/Netherlands Conference on Agriculture and the Environment", and CL 99/3 Supp.1-Rev.1, "Outline of an International Cooperative Programme Framework for Sustainable Agriculture", describe the rapid progress FAO has made towards integrating environment concerns in the development activities under its Regular and Field Programmes.
- 4.2 A fundamental shift in emphasis has been to address sustainability issues not only at project level, but also at policy formulation, programming and planning levels. This is reflected in the increasing number of agricultural sector and particularly sub-sector reviews that have been undertaken during the biennium.
- 4.3 The process of change towards more explicit consideration of these issues will continue to evolve rapidly in the near future. The follow-up to the FAO/Netherlands Conference on Agriculture and the Environment (referred to as "the Den Bosch Conference"), the forthcoming UN Conference on Environment and Development, the implementation of the Global Environmental Facility and FAO's ongoing cooperation with UN agencies and other organizations will have a significant impact on many of FAO's Field Programmes in this connection.
- 4.4 This chapter covers the period up to the 99th Session of the FAO Council, held in June 1991, and describes the various concrete measures taken by the Organization to reinforce the environmental protection and sustainability aspects of FAO's Field Programmes. Following this presentation, a section has been included focusing on these aspects from a substantive point of view in forestry and fisheries operations, and in the area of investment project preparation. The wide array of activities in the agriculture and rural development field, including most Special Action Programmes, these are discussed in a separate document to this Conference in connection with the follow-up to the FAO/Netherlands Conference on Agriculture and Environment (document C 91/30).

Interaction of Regular and Field Programmes in Promoting Environmental and Sustainable Development

- 4.5 The basic objectives enshrined in the Preamble to FAO's Constitution and its mandate covering the management and conservation of the natural resource base relevant to agriculture, forestry and fisheries, are largely in harmony with the concept of sustainability as we understand it today. Over the past four decades, the Organization has played a pioneering role in a wide range of development activities tailored to judicious use of natural endowments: soil, water, forests, fishstocks and genetic resources.
- 4.6 Through its diverse programmes of technical cooperation, FAO has constantly sought an appropriate balance between the conservation of natural resources on the one hand, and their exploitation to support livelihoods on the other. Over time, the corporate experience from these field projects has enabled the Organization to evolve, refine, and adapt its project related activities in a way that makes them particularly responsive to the environmental problems inherent in development of the natural resource base.
- 4.7 Environmental and sustainable development concerns are reinforced by relevant Regular Programme activities under some 20 sub-programmes of FAO's Programme of Work and Budget, and have increasingly featured in its sectoral programmes. Over the years, FAO's operational strategy has been realigned to meet the multi-dimensional needs of sustainable development with particular reference to ecological and socio-economic aspects. Examples include integrated pest management (IPM) and the Integrated Plant Nutrition System (IPNS) based on adoption and use of known technologies which contribute towards cost reduction and sustainable development. FAO's efforts to regulate pesticide use, for example, span more than 25 years and include an International Code of Conduct on the Distribution and Use of Pesticides to minimize human health and environmental hazards, adopted in 1985.
- 4.8 Regular Programme activities incorporating sustainability criteria in land and water conservation cover aspects such as wider adoption of land use planning, promotion of ecologically-sound production systems for crops, forests and fisheries, an integrated approach to the development of water resources, and watershed protection and management. FAO's activities related to conservation of soil, plant, animal and forest resources lead directly towards field projects based on preventive as well as simply curative measures.
- 4.9 The "environmental" linkage between FAO's Regular and Field Programmes is also established through major resource surveys carried out under the Regular Programme, geographic and other information systems, schemes for genetic resources conservation and management, and environmental impact assessment of proposed projects (as described below).

- 4.10 FAO's major international conventions and action programmes, like the Special Action Programme for the Prevention of Food Losses (1978), the 1979 World Conference on Agrarian Reform and Rural Development (WCARRD) focusing on alleviation of rural poverty, the 1982 World Soil Charter, the International Undertaking on Plant Genetic Resources (1983), the 1984 Strategy for Fisheries Management and Development, the 1985 Tropical Forestry Action Plan (TFAP), and the World Food Security Compact (1985), all have direct influence on the Field Programme-Regular Programme link.
- 4.11 Since human resources development is a prerequisite for sustainable development, it has received particular attention in many FAO programmes through environmental education and training activities and TCDC networking arrangements. Training of target groups on environmental aspects is provided through land use and soil fertility projects as well as crop, grassland, forestry, and gender-based projects. These are often complemented by awareness-raising seminars and environment-oriented training workshops. Also, numerous publications relating to sustainable development in areas of FAO's technical competence are published for wide dissemination as part of ongoing programmes. These include, *inter alia*, soils bulletins, conservation guides, and a bulletin on environment and sustainable development.

A. HEIGHTENED FOCUS ON ENVIRONMENT AND SUSTAINABLE DEVELOPMENT ASPECTS

- 4.12 In November 1989, the 25th Session of the FAO Conference adopted a major resolution (3/89) on FAO activities related to sustainable development, highlighting the need for greater attention to be given to the environmental impact of agricultural development. The Conference stressed the multidisciplinary nature of the work involved and identified - as areas for greater attention - environmental accounting, strategies and technologies for sustainable agriculture in areas with different resource endowments, the relationship between agricultural growth and sustainability, afforestation, and the incorporation of sustainability criteria in the design of field projects generally.
- 4.13 Recognizing the twin objectives of protecting the environment and improving living standards of the rural poor as being mutually compatible, the Conference underlined the need for a balanced approach in the use of natural resources for poverty eradication in developing countries. It stressed that the Organization should be more directly involved in policy advice, sectoral analysis and related activities, assisting member governments in the development of policy options and identification of sectoral development requirements. The Conference affirmed that, in the light of international concern for environmental issues and the rational use of natural resources for sustainable development, there was strong justification for increased

FAO activities in support of the environmental aspects of both the Regular Programme and the Field Programme.

4.14 Following the 25th Session of the FAO Conference, the Director-General took the following measures which affect, *inter alia*, FAO's Field Programmes:

- appointed a Special Adviser to the Director-General for Environment and Sustainable Development with the rank of ADG to provide guidance and advice on all policy and programme matters related to environment and sustainable development in the Organization;
- established a Steering Committee on Environment and Development;
- established a Task Force on Strengthening the Aspects related to Sustainable Development and Environmental Protection in FAO's Field Programmes. The main objective is to develop proposals for further integration of environmental and sustainable development considerations into policy and planning assistance and the project cycle. The Task Force was also requested to examine possibilities for enabling mechanisms, including training, guidance material and expert advisory services, and to submit proposals for an overall approach and a work plan for the development of environment/sustainability guidelines for FAO Field Programmes;
- initiated a process to evaluate whether some ongoing Special Action Programmes (SAPs) within the Agriculture Department and the Economic and Social Policy Department, could become elements of a broader FAO programme for sustainable development. Recommendations were to include any necessary eventual modification in the scope, content, functioning and coordination of existing Special Action Programmes in the light of sustainability objectives, and proposals for an integrated approach and an operational framework for FAO programmes related to sustainable agricultural development;
- accepted the offer of the Dutch Government to organize the FAO/Netherlands Conference on Agriculture and the Environment focusing on "Strategies and Tools for Sustainable Agriculture and Rural Development".

Trends in Funding for Environmental Conservation

4.15 There is a clear trend in both multilateral and bilateral development agencies towards directing a greater share of their financial resources to issues related to environment and sustainable development.

- 4.16 A recent UN Joint Inspection Unit report (JIU/REP/91/2) found that, in 1989, the UNDP Action Committee approved 70 additional environmental projects bringing the value of ongoing environmental projects to US\$ 400 million. Environmentally relevant projects accounted for 23 percent of total UNDP projects, as regards both the number of projects and total budgets. FAO is involved in over 20 percent of these projects by value.
- 4.17 A Global Environmental Facility (GEF) was recently established by the World Bank, UNEP and UNDP to fund pilot and experimental programmes in four areas: protection of the ozone layer, reduction in greenhouse gas emissions, protection of biodiversity and protection of international water resources. This important new source of financing environmental management priorities in developing countries has begun with an initial fund of US\$ 1.5 billion and is considering support for a number of FAO projects, including the Screwworm Emergency Centre for North Africa (SECNA).
- 4.18 FAO, in cooperation with UNEP, has since 1973 executed 97 projects, including nine ongoing schemes in genetic diversity, wildlife management, marine pollution, integrated pest management, soil conservation and biotechnology.
- 4.19 Unfortunately, however, during recent years UNEP's Environment Fund contributions to joint FAO/UNEP projects have significantly decreased, as illustrated by Table 4.1. Consultations between UNEP and FAO are now underway as a follow-up of the FAO/Netherlands Conference to increase this cooperation to previous levels.

Table 4.1**FAO/UNEP COOPERATIVE PROGRAMME 1973-1990**

Year	UNEP contribution	New projects
	US\$	
1973		12
1974	792 050	6
1975	427 862	20
1976	1 250 000	10
1977	1 950 000	2
1978	2 300 000	3
1979	1 400 000	9
1980	1 300 000	2
1981	1 011 723	4
1982	732 111	8
1983	1 135 836	2
1984	1 369 861	6
1985	763 258	7
1986	760 738	3
1987	668 917	0
1988	866 231	0
1989	446 282	1
1990	675 120	2
TOTAL	17 849 989	97

**B. RECENT ADJUSTMENTS IN FAO TO STRENGTHEN THE
ENVIRONMENTAL AND SUSTAINABLE DEVELOPMENT ASPECTS OF
FIELD PROJECTS**

- 4.20 Properly designed development projects should, where relevant, minimize any adverse environmental impact and at the same time enhance the opportunities for environmental improvement. Environmental impact assessment (EIA) is an important tool for ensuring that environmental quality is fully taken into account in the planning and decision-making process of any development project.

Procedures for Environmental Impact Assessment

- 4.21 Since 1989, FAO has incorporated environmental considerations into its field projects through the application of specific EIA procedures. In order to develop a systematic approach, draft procedures have been drawn up consisting of environmental screening, assessment, monitoring and evaluation based on a sequence of well-defined steps.
- 4.22 In brief, the three main stages of EIA are:
- screening to identify projects which are not likely to pose an environmental problem;
 - preliminary assessment for projects with limited environmental implications that can be readily overcome; and
 - detailed assessment for projects with potential for more serious environmental consequences.
- 4.23 The projects are categorized accordingly, with recommended guidelines and checkpoints for each category at predetermined stages of project design and execution. With the exception of projects with substantial environmental risk, for which the full analytical procedure prescribed has to be followed, a preliminary examination is sufficient to clear projects if appropriate mitigating measures can be readily incorporated in their design.
- 4.24 Initial procedures developed by the Inter-departmental Working Group on Environment and Energy were launched in 1988, and implemented on an *ad hoc* basis up to 1989. The FAO Conference that year welcomed the introduction of systematic EIA in field projects, and newly formulated procedures covering all FAO programmes and projects were implemented on an experimental basis from mid-1990. The procedures stipulate that after categorization and initial screening of projects by DDF, the lead technical division will carry out a preliminary assessment with the support of, and in consultation with the Environment Unit (AGRE) when appropriate, and determine if further studies and monitoring are required.
- 4.25 During the test period, AGRE provided technical backstopping and advisory services for preliminary environmental assessment as well as for the review of project documents, terms of reference, reports of project missions and related issues. AGRE is the focal point for the coordination of all environment-related activities including the EIA review of projects (which may be referred to it by the lead technical division concerned), their reformulation, monitoring and evaluation from the environmental angle.
- 4.26 An assessment of the EIA procedures during the trial period has now been completed. Comments were invited from the technical divisions on the experience

gained in applying the new EIA procedures, with special reference to the adequacy of training, briefing, and specialized guidance. During the trial period (July-September 1990), about 80 projects were reviewed by DDF, 25 percent of which were judged to require a preliminary EIA. The majority of these projects related to integrated pest management/pest control and forestry development/reforestation, but some were concerned with erosion control and coastal reclamation.

- 4.27 The FAO procedures were judged to be well conceived and procedurally sound, as reflected in an increasing number of environmental assessments requested during 1991. It was felt, however, that the procedures laid undue emphasis on immediate and visible physical and biological impact, and hence the list of impact-measuring parameters should incorporate other potential effects of projects on cultural practices, social and economic aspects. Certain projects merit special consideration, for instance those involving agricultural extension and people's participation, where impact is difficult to assess due to its long-term nature.
- 4.28 Substantial progress is expected to be achieved through systematic sensitization and briefing of all staff members directly involved in the application of EIA procedures. Such familiarization sessions will be sector-specific and tailor-made to the needs of individual sectors and even sub-sectors where appropriate. There is presently a need for more individually targeted guidelines on how and when to incorporate environmental considerations in the various types of development activities being pursued.

Staff Training on EIA Procedures

- 4.29 Further to the in-house seminar on Environmental Impact Assessment (EIA) held on 18-20 October 1989 and attended by 42 representatives from 16 divisions of the Departments of AG, FI, FO, DD and ES, different initiatives have been undertaken in order to introduce and/or strengthen the environmental components into the staff seminars and courses held regularly at Headquarters.
- 4.30 Lectures on "Protection of the Environment", addressing *inter alia* environmental impact assessment, are included in the Training Seminars for National Project Directors and Programme Officers, held four times a year by AFPR with the contributions of speakers from the different FAO divisions concerned. The lectures on environment seem to meet the participants' needs and, according to the results of the seminar evaluation carried out by AFPR, are successful.
- 4.31 During the biennium 1990-91, an environmental impact assessment element was included in the in-house course "Basic Workshop on Technical Cooperation Project Formulation and Appraisal", offered by AFPR on an average of five times a year. The workshop is intended for all professional staff, including field staff and Associate Professional Officers. The purpose is to increase the participants'

awareness of the environmental implications of projects and show where and how environmental aspects may be taken into account in the process of project formulation.

- 4.32 In addition to the above-mentioned initiatives, in-service training activities on environmental impact assessment and environmental issues are now continuously carried out with the assistance of AGRE.

Task Force on Strengthening the Aspects Related to Sustainable Development and Environmental Protection in FAO's Field Programmes

- 4.33 In conjunction with the above measures, the Special Adviser to the Director-General/ADG for Environment and Sustainable Development called upon the Field Programme Committee to establish an *ad hoc* Task Force on Strengthening the Aspects Related to Sustainable Development and Environmental Protection in FAO's Field Programmes. The main objective of the Task Force, established in March 1990, was to develop proposals for further integration of environmental and sustainability concerns into various stages of the planning/ programming/project cycle, identifying actions to be taken, units to be involved and measures to be adopted. In addition, the Task Force was asked to prepare proposals for training, guidance material and expert advisory services, and to formulate recommendations for an overall approach and work plan for the development of environment/sustainability guidelines for FAO's Field Programmes.
- 4.34 The Task Force called for the EIA procedures to be fully reflected and incorporated in project formulation guidelines as well as in the revised Field Programme Manual. This will ensure that environment and sustainable development considerations are integrated into the field project cycle at the earliest point prior to project approval, thus making EIA a standard part of project preparation.
- 4.35 The Task Force has designed specific procedures to guarantee that environment and sustainable development considerations are taken into account in each group of activities relating to policy advisory work, including planning assistance, programming missions and field projects. These procedures are briefly summarized below:
- 4.36 **Policy advisory work.** In dealing with the question of the integration of environment and sustainable development considerations in FAO's policy advisory work, the Task Force underlined the need to concentrate efforts in three main areas:
- at the country level, adoption and application, whenever appropriate, of FAO-concluded agreements on environmental matters, such as the World Soil Charter (1982), International Undertaking on Plant Genetic Resources (1983), International Code of Conduct on Distribution and Use of Pesticides (1985), Tropical Forestry Action Plan (1985) and others;

- development of guidelines and methodologies to assist member countries in the integration of environment and sustainable development considerations into the mainstream of their agricultural policy and planning process;
- development of operational procedures for further integration of environment and sustainable development considerations in agricultural policy work. Environment and sustainable development issues should be discussed with governments at an early stage in the policy advisory exercise, and the broad outline of agricultural sector and sub-sector reviews should incorporate sections on environment and sustainable development issues and plans of action. This exercise would be integrated with the Sector and Structural Adjustment Policy work of the Organization.

4.37 **Field programming missions.** In recognition of the link between field programming missions and agricultural sector and sub-sector reviews, a sustainable development strategy based on such agricultural review work should precede other processes involving formulation of specific technical assistance activities, programming or project identification missions. Ideally, a programming mission should follow such a review activity. Specific procedures have been laid down for fielding and follow-up to these missions.

4.38 **Project cycle.** Environmental and sustainable development concerns should be taken into account at all stages of the project cycle from the programming and identification phase through evaluation. Appropriate environmental examination of each project should be undertaken to identify possible environmental issues as early as possible. This will help in the collection of relevant data for follow-up analysis and facilitate the incorporation of appropriate measures at the design stage, if necessary. Specific procedures have been recommended for identifying actions to be taken in respect of environment and sustainable development concerns, units to be involved, measures for implementation, and reporting and checkpoints for each major phase of the standard project cycle.

4.39 **Guidelines.** Interdisciplinary technical guidelines will be prepared for FAO staff, country counterparts and associated national development agencies. The first step consists of the review of existing guidelines in order to identify the areas where new provisions are most urgently required.

4.40 **Training.** To reinforce the regular training actions mentioned earlier, and to ensure comprehensive training of the various target groups for this exercise, the Task Force has proposed that the following further steps be taken:

- Awareness-raising seminars and training workshops for FAO staff at headquarters on general environment and sustainable development issues and related multidisciplinary approaches.

- Regular training on environment and sustainable development, organized and conducted at Headquarters by concerned divisions and units for different target groups, such as Country Representatives, Chief Technical Advisers, FAO and national field staff, National Project Directors, government representatives, consultants and Associate Professional Officers.
- Short seminars to introduce new guidelines, concepts and approaches, covering both procedural and technical aspects.
- Preparation of modules with self-explanatory training/guidance material for use by trainers and trainees who are themselves not experts in the field of environment and sustainable development.
- Discussion of a specific technical problem or exemplary topic related to environment and sustainable development in working groups, initiated and implemented by one or more divisions.
- Expert consultations with invited distinguished specialists to discuss the state-of-the-art, examine new emerging problems, analyse the situation and set up directions for action.
- Incorporation of environment and sustainable development elements within FAO's External Staff Training Programme.
- Development of a flexible interdisciplinary training package for use in the training of developing country nationals as part of project activities.

C. SUSTAINABILITY AND ENVIRONMENTAL PROTECTION CONSIDERATIONS IN FORESTRY AND FISHERIES FIELD PROGRAMMES, AND IN INVESTMENT PROJECT PREPARATION

- 4.41 As noted in the Introduction, a substantive description from the environmental/sustainability point of view of activities related to agriculture and rural development is presented in document C 91/30, in connection with the follow-up of the results of the FAO/Netherlands (Den Bosch) Conference held earlier this year. A number of these activities are now subject to a process of streamlining and rationalization as regards their sustainability and environmental content, particularly those grouped within the Special Action Programmes.
- 4.42 In document C 91/31, proposals for an International Cooperative Programme Framework for sustainable Agriculture and Rural Development (ICPF/SARD) are presented. The programme framework would include several existing Special Action Programmes and additional ones regrouping field projects in the key priority areas

identified at Den Bosch. The FAO Council at its 99th session endorsed an outline of the ICPF/SARD. The report of the Den Bosch Conference, along with this outline and the recommendations of the Council on the subject, served as a basis for the contributions of FAO to "Agenda 21", the plan of action expected to be launched at UNCED. The first elements of the Agenda 21, including those related to the ICPF/SARD, were submitted to the third session of the UNCED Preparatory Committee which met in Geneva (12 August-5 September 1991).

- 4.43 In the following section therefore, attention is focused on activities in the forestry and fisheries sectors of FAO's technical cooperation work - where environmental protection and sustainability considerations are often, if not always, of paramount importance. At the end of the section, a description is provided of how the issue of environmental impact is currently approached in the FAO Investment Centre's preparation of large-scale investment projects.

Pertinent Aspects of Forestry Programmes

- 4.44 Main areas related to environment and sustainable development in FAO's forestry field programmes include desertification control, maintenance of the soil and water base, watershed conservation and management, and protected area management. The relevant issues and problems concerned are closely linked to rural development, food security and poverty, and include alternatives to shifting cultivation, diversification of the upland economy, wildlife conservation, agro-sylvo-pastoral management, and fuelwood production in semi-arid lands. Other environmental issues are addressed in several projects concerned with the management of mangroves and wetlands, protection of biological diversity (both plant and animal) and the effects of deforestation on global warming.
- 4.45 Forestry's contribution to environmental protection and sustainable development has necessarily a strong land-use focus which must be consistent and harmonized with development in other sectors, particularly agriculture, livestock, energy, industry and trade. FAO's forestry projects are particularly centred on the resource-poor areas of the developing world, where the measures they promote can complement food production and contribute to the establishment of economic activities which make it more profitable to conserve rather than to destroy resources.
- 4.46 People's participation in the benefits of these forestry activities comes about through the creation of additional income and employment opportunities geared to stimulate commitment to the careful management of forest resources. In particular, activities to provide sustainable livelihoods for the landless and other rural poor can make a significant contribution to the alleviation of poverty, while lessening pressures which lead to forest destruction.

Relevant Strategies

4.47 In line with the focus on sustainable and environmentally-sound development, the following relevant strategies presently guide field programme activities in forestry:

- The establishment of a solid economic base for forestry should be carefully combined with resource conservation in order to strengthen the linkage between conservation and development.
- Activities should recognize the complex interplay of forests, trees, and wildlife with food security and nutrition, farming systems and land use, and the socio-economic fabric of rural societies.
- The exceptional potential of forests and trees to address the twin problems of rural poverty and environmental degradation should be emphasized wherever possible.
- The close interaction between forestry sector management and conservation, and other sectors of the economy - the inter-sectoral linkages - require more systematic study and attention.

4.48 The relevant **technical issues** include the following:

- Further development of appropriate management strategies for mixed natural tropical forests and demonstration of their effectiveness to meet both sustainable development objectives and environmental conservation objectives;
- Further development of agro-sylvo-pastoral production systems in arid and semi-arid zones;
- Further testing of the effects of forests and trees on combating floods and droughts;
- Seeking alternatives to shifting cultivation in humid tropical lowlands;
- Integration in forest development activities of *in situ* and *ex situ* species conservation and protected area management;
- Ensuring renewable and sustainable fuelwood production;
- Development of forest industries in a balanced concept of utilization and conservation.

Sustainability and Environmental Protection Aspects within Major Categories of Forestry Field Programmes

- 4.49 Many if not all of FAO's forestry field programmes contain significant elements, and undertake approaches designed to promote sustainability and/or to protect both forestry and non-forestry resources. The following section reviews some significant portions of these programmes.
- 4.50 **The Tropical Forestry Action Plan (TFAP)** is one of the highest-priority special action programmes of the Organization. It constitutes the internationally accepted framework for the conservation and use of forest resources in developing countries. TFAP focuses on the potential of forestry to contribute to income and welfare, particularly in rural areas, on the basis of a holistic, systematic and sustainable approach. At the same time, it caters for the concerns of environmental degradation and brings about donor coordination in support of action for combating tropical deforestation and forest degradation.
- 4.51 This important programme mirrors strong world-wide interest in global action for tropical forest development and conservation, and related environmental protection. In support of FAO's coordinating functions and assistance to field missions, the governments of Austria, Belgium, Finland, France, Germany, Japan, the Netherlands and Sweden are subscribing to a multi-donor trust fund with a total contribution of US\$ 5.4 million over three years. The Government of Italy has indicated that it may join this fund during 1991.
- 4.52 As of May 1991, 84 countries have undertaken, or are in the process of organizing, TFAP exercises. Besides its global coordination role, the FAO Forestry Department, through the field programme, is the executing agency for 25 TFAP exercises. This includes support to national or regional planning bodies and the implementation of country capacity projects aimed at strengthening the national capacity to develop appropriate policies and make plans. In addition to this direct support to TFAP, many of the projects of the forestry field programme contribute to overall TFAP objectives.
- 4.53 In the area of **Forest Resources and Environment**, FAO's field work has continued on an expanding scale with assistance to tropical countries in the development and conservation of their forest and wildlife resources. With increased awareness of the importance of environmental conservation and protection, including desertification control, the number of requests for assistance has been increasing rapidly under UNDP, Trust Funds and TCP.
- 4.54 A large proportion of forestry field activities is devoted to assisting member countries in establishing appropriate systems to assess and monitor forest resources. Thirty-five percent of the total number of forestry field projects carried out in the 1990-91 biennium were either fully focused on this area, or included it as an important component.

- 4.55 Typical examples are the UNDP-funded regional project for Asia and the Pacific; the Japan-funded regional forest resources assessment project for Latin America; and a number of national projects, such as those in Indonesia, Kenya and Myanmar. Many of these projects contribute to the transfer of knowledge in the application of remote sensing and of computerized data processing techniques to forest resource assessment and monitoring.
- 4.56 Within the framework of the TFAP, FAO is currently implementing a global continuous forest resources assessment and monitoring programme aimed at providing member countries and the world community with a statistically reliable, periodically updated and comprehensive database on forest resources for reviewing policies, promoting cooperation and taking appropriate action for the conservation, development and management of forest resources. The recently started multidonor Trust Fund project "Tropical Forest Resource Assessment 1990" constitutes part of this effort, with the support of Finland, France, Italy, the Netherlands, Sweden, and Switzerland.
- 4.57 There are also important projects, especially in the Sudano-Sahelian zone, which have made remarkable progress in reforestation as well as in environmental improvement by promoting drought-resistant local tree species. The Swedish and Finnish-funded arid zone forestry development project in Senegal is a good example.
- 4.58 Numerous FAO projects are aimed at protecting forests against fires, insects and diseases. In the future, demand is expected to increase for assistance in forest protection, given the fragility of many plantations with a narrow genetic base, and the seriousness of bush fires in tropical savannas. Such forest protection projects were implemented in Indonesia, Mongolia, Panama, the Philippines and Viet Nam during 1989-90 .
- 4.59 With the growing recognition that agroforestry systems can contribute to environmentally sustainable land use with low input requirements, particularly where shifting cultivation is practised, demands for assistance in this field have increased substantially. A large number of projects carried out during the last biennium included a component of agroforestry and promoted sustainable farming systems incorporating tree elements into agricultural production systems.
- 4.60 FAO's field programme in fuelwood resource development continued with the special action programme "Forestry and Rural Energy" which was conceived in the early 1980s jointly by FAO and the Netherlands. Under this programme, a package of projects is being provided which aims at intensifying the productivity of existing fuelwood resources; growing more wood for fuel; organizing the distribution of fuelwood; improving conversion technologies; and wood energy substitution. Many of these projects, such as those in Chad, Mali and Sudan, have promoted the sustainable management of vegetative cover by local communities for fuelwood production.

- 4.61 **Forest Investment and Institutions.** High priority has always been assigned to assisting member countries in strengthening their capacity for policy development and planning, and in improving the institutional framework for forestry. Special attention is now given to the need to adapt the institutional instruments to provide incentives and support for the active involvement of rural people, local organizations and the private sector in sustainable forestry activities. There has been stepped up focus on investment projects which specifically address environmental aspects such as soil conservation, and watershed management and protection.
- 4.62 The implementation of new forest policies and programmes depends on overcoming institutional weaknesses, where training can play a major role. The growing importance of forestry for sustainable development and environmental conservation has brought about changes in many forestry institutions assisted by FAO. These must now be capable of responding, for example, to projects in which forestry is closely integrated with other aspects of development. This, in turn, implies that the institutions must build up an ability to relate directly to local people, and to engage effectively in environment-related extension activities.

Meeting the Challenge in the Fisheries Programmes

- 4.63 Like forestry programmes, FAO's field activities in the fisheries sector contain strong elements of environmental protection, combined with emphasis on sustainability. In fact, the trend and prospects in the Fisheries Field Programme must be considered in the context of a world fisheries situation which is characterized by demand rapidly outpacing supply. This gap is expected to widen further. The adverse environmental implications of human activities (including agricultural practices as well as industrial development) on freshwater fish habitats and the productive coastal marine areas further aggravate the problem and create a situation which threatens directly the sustainability of many kinds of fishery operations in future. Such problems are being addressed in the Regional Sea Farming Development project in Asia and the Pacific, and the Aquaculture for Local Community Development project in the SADCC region of Africa.
- 4.64 The 1984 World Fisheries Conference established the policy basis for the sustainable development of fisheries, proposing a strategy and five main programmes of action for 1985-89, and providing an international framework and guidelines for fisheries management and development. The Committee on Fisheries (COFI) at its 18th Session decided that these programmes of action should continue beyond 1989, and recommended that the five common issues identified by FAO, viz., the protection of the aquatic environment; improvement of fisheries information statistics (in part to provide essential up-to-date data on such matters as the overfishing of species, degradation of specific fisheries zones, etc.); investment in sustainable fisheries activities; training; and the role of women in fisheries, as well as fisheries research should be regarded as key factors in the formulation and implementation of field activities within the programmes of action. As such, these areas indicate in broad

outline the scope, content and direction of FAO's Field Programme in Fisheries, and the emphasis placed on activities linked to environmental and conservation concerns.

4.65 In the light of experience and as underlined by FAO's governing bodies, some of the major areas that require priority technical assistance relate to improved resource productivity and utilization, environmental protection, human resources development, nutritional improvement, poverty alleviation and appropriate policy analysis and advice. These priorities are reflected in relevant Regular Programme activities which support the fisheries field programme, covering fisheries information, fisheries exploitation and utilization, and fisheries policy. The key medium-term objectives of these programmes seek to assist developing countries in:

- strengthening fisheries institutions, with increasing emphasis upon the conservation of aquatic ecosystems and the prevention of environmental degradation; over half of all fisheries field projects have institution-strengthening as one of their central objectives;
- supporting the full participation and equitable sharing of benefits in the exploitation of fisheries stocks and resources, particularly among small fishing communities and small-scale fish farmers, thus maximizing the contribution of fisheries to rural development. The importance of developing sustainable community-based resource management systems is emphasized in various ongoing projects, particularly in Asia and the Pacific;
- increasing the productivity of fisheries through the reduction of by-catch and post-harvest losses, development of under-utilized resources, cost reduction, waste prevention and related measures which can help conserve fisheries stocks in danger of long-term depletion;
- promoting expanded participation in the international trade in fish and fishery products;
- accelerating aquaculture development on a sustainable basis, and with due consideration to environmental impact. Increased and improved aquaculture production can lead to reduced pressure on vulnerable marine stocks of some species (e.g. shrimps).

Relevant Strategies

4.66 In pursuing these objectives through specific programme and project activities, the following strategic orientations are kept in view:

- appropriate management underlies the sound and sustainable development of fisheries;

- actions on conservation and development should be complementary;
- the necessary relationship of the exploitation of fisheries resources with the objectives of national development policies;
- the causal relationship which exists between poverty and environmental degradation in fisheries areas;
- the practical usefulness to conservation measures of strengthened inter-country collaboration through ECDC and TCDC mechanisms;
- the importance of fisheries information and statistics for monitoring environmental aspects, and for other purposes;
- the valuable forum function for international cooperation, including on environmental matters, provided through FAO's established regional fisheries bodies.

- 4.67 Much still needs to be done to achieve the main long-term goal of improving national capacities to deal with the complex issues related to sustainable development of fisheries, and its implications in terms of environmental management. Immediate action is required at several levels to arrest degradation of resources and habitats, rehabilitate them and promote sustainable conditions for fisheries in watersheds, coastal zones and the high seas. To be effective, however, the approach must embrace the entire spectrum of fisheries activities with a view to raising general awareness, improving information systems, increasing rights and responsibilities of fishing communities effectively, integrating national mechanisms for decision-making, coordinating the action of international organizations, and promoting appropriate legal and institutional frameworks.
- 4.68 Special efforts are currently underway to highlight issues related to sustainable development, food security and environmental implications in fisheries field projects. Major interventions will be required to stop environmental degradation and reduce effects from other users on fisheries, and land-based sources of pollution. Fishermen's participation needs to be encouraged as a prerequisite to sustain both fisheries management and such environmental protection. These approaches are being actively pursued under projects such as the Integrated Development of Artisanal Fisheries in West Africa and Small-scale Fisherfolk Communities Development in the Bay of Bengal.
- 4.69 Monitoring systems for environmental degradation have been particularly targeted for improvement with particular reference to ensuring the long-term sustainability and quality of fisheries food supplies. Workable international mechanisms for the integration and coordination of national activities and policies need to be evolved to

deal with conflicts over the use of aquatic resources, consistent with sustainability at zonal, regional, and global levels, as well as maintaining environmental integrity.

- 4.70 At the regional level, the work of FAO's regional fishery bodies relating to environmental matters requires further strengthening and, at the international level, collaboration is necessary to develop a holistic understanding of the oceans and their resources within the framework of the UN Conference on the Law of the Sea. Recently (March 1991), FAO established a Task Force on Integrated Coastal Zone Management which is preparing a policy paper, guidelines and proposals for an action programme which would bring to bear the clear comparative advantages that FAO offers in this particular area.
- 4.71 Fisheries activities oriented to sustainable development currently address many of these outstanding and emerging problems, with the new EIA procedures being increasingly applied in the design and appraisal of new fisheries projects. A project in Cyprus for instance, will devote special attention to environmental protection on a sustainable basis, through construction of fishing shelters, establishment of waste disposal systems, and an environmental awareness campaign. Another project in Sierra Leone is studying the possible impact of overfishing, as well as deforestation/agricultural intensification on artisanal fisheries development.
- 4.72 Despite the heightened awareness of environmental degradation, there remains a need for better understanding of how to identify and implement projects which ensure environmentally sound and sustainable development of fisheries resources for people who are afflicted with poverty due in part to social and demographic factors. For them, urgent short-term improvement in living standards often outweighs the need for protection of the resource base for future generations.

Environmental Issues within Different Categories of Fisheries Projects

- 4.73 According to an assessment of 180 national fisheries projects executed by FAO in 1991, specific environmental objectives were seldom the central feature - though these aspects were implicit in many of the activities. The following paragraphs refer to some outstanding issues and problems in the main sub-sectors of fisheries, which must be increasingly and more explicitly addressed in the future programmes.
- 4.74 **Aquaculture** is becoming increasingly important as marine resources are subjected to heavier exploitation but there is growing concern regarding the impact of pollution and environmental problems on these culture fisheries. Recent developments in FAO-assisted aquaculture projects have followed two routes: i) extensive rural aquaculture, practised on traditional lines which is more likely to be influenced by the environment than to affect it; and ii) more intensive and more commercial aquaculture which may also have undesirable environmental consequences.

- 4.75 Emphasis in FAO's programmes is given to small-scale cultivation with special attention to planning assistance, fish diseases, fish feeds and feeding systems, genetic and biodiversity, and marketing. Since only a few species are presently cultured, more attention needs to be paid to maintaining wild species diversity until more is known, through testing and pilot trials, about a number of other potential species for cultivation.
- 4.76 **High Seas Fisheries** suffer from lack of basic data to identify the actual conservation needs. Few of the species of transboundary stocks exploited beyond the 200 mile limit (EEZ) are properly covered by fishery management bodies concerned with inter- and intra-ocean problems, and FAO is not presently able to report globally on high seas catches. The need for a common database for high seas fisheries is urgent in the face of increased fishing pressure on the high seas, threatening serious overfishing of certain species.
- 4.77 One of the major constraints to the sustainability of marine fishery resources is the lack of an adequate mechanism to deal with the rational use of these resources. The absence of a suitable agreement among interested parties on the allocation of fishery rights in the high seas has led to unrestrained competition and the risk of damage to the resource base. Attention also needs to be given to improving the selectivity of fishing gear towards targeted species, discouraging wasteful fishing methods which destroy natural habitats and disrupt the balance of aquatic ecosystems.
- 4.78 **Coastal Fisheries** is the most important category from a socio-economic as well as from the food security point of view, and frequently suffers from environmental degradation and excessive fishing pressure. As a result, many of the coastal areas where FAO fisheries projects operate are already in poor condition. In this connection, FAO is planning to implement, with UNDP funding on an inter-regional basis, a project for Integrated Coastal Fisheries Management.
- 4.79 **Artisanal Fisheries**, the mainstay of many rural communities, are threatened with a dwindling resource base, and conflict with more mobile and large-scale commercial fishing gear. There is a need to increasingly integrate artisanal fisheries within the wider perspective of rural development goals, and to better recognize the essential part played by women in this important sector. These aspects are receiving attention under the regional projects cited above.

Building Environmental Protection and Sustainability into FAO's Investment Preparation Activities

- 4.80 Because of their large size and potential for significant long-term impact, the agriculture, forestry and fisheries investment projects identified and/or prepared by FAO's Investment Centre (for financing by the World Bank, Regional Banks, IFAD and others) have always been looked at from the point of view of their likely environmental impact, as well as physical and financial/economic sustainability.

More recently, to enhance the sensitivity of Investment Centre staff to these concerns in all project work, the Centre constituted a small multidisciplinary team with a watching brief on the subject, and to ensure that newly evolving procedures and methodologies were incorporated into the Centre's project design activities. The division's first environmental officer is under recruitment. Among other functions, this is expected to strengthen the link with environment-related work under the Organization's technical assistance programmes.

- 4.81 All investment projects which are prepared with the help of the Investment Centre are now routinely screened for their potential impact on the environment. In its role of intermediary between the would-be borrower and the financing agency, the Centre is generally required - *inter alia* - to follow the screening procedures of the potential financing agency, the World Bank being the main partner in this respect.
- 4.82 Projects identified as having potentially severe adverse effects on the environment or requiring special mitigatory or compensatory provisions are recommended for detailed environmental assessment. This specialized work is often beyond the scope of the Investment Centre, and done by qualified institutions or consultants contracted separately by the financing agency or the potential borrower. As appropriate, FAO's technical divisions participate in or advise on such assessments.
- 4.83 Projects screened as having less potentially deleterious effects - for instance effects which can be largely prevented by careful project design - generally remain the full responsibility of the Centre. In such cases any environmental safeguards and design measures proposed by IC staff are normally discussed with FAO's technical divisions whose advice and assistance may be sought. Proposals in this connection are also cross-checked with the potential financing agency and the government concerned.
- 4.84 The technical sustainability of investment projects has always been a central focus of the Investment Centre's work, in the sense that standard analytical techniques based on discounted cash flow methods compel the estimation of production twenty or more years into the future. Where output cannot be sustained, investments are unlikely to be viable. Nevertheless sustainability, along with environmental concerns, has become more of a central issue in IC project designs over recent years.
- 4.85 Accumulating evidence from past investment schemes has shown that technical sustainability cannot always be counted upon, especially in the face of rising pressure on the resource base due to population growth. It has become equally clear that the achievement of sustainability depends crucially on the motivation of resource users - usually private individuals or communities; it cannot be expected without their active participation, simply in response to government fiat.
- 4.86 In a number of important cases, technical cooperation work under FAO's technical divisions has been used to the direct benefit of subsequent investment preparation.

For instance, FAO technical assistance work on "modern" approaches to soil conservation has been of crucial importance to the Centre's environment-related preparation activities. Instead of costly civil works, modern approaches promote enhanced biomass cover and improved soil and water loss while raising productivity, and thus the potential returns to the land user in the short term. By showing that modern approaches to sustainability are therefore potentially "bankable", such technical assistance by FAO has paved the way for a new series of investment possibilities.

- 4.87 The work programme of the Investment Centre includes a rising proportion of projects with a clear environmental or sustainability dimension. Projects prepared for Colombia, Haiti, Jamaica and Tanzania with a total investment cost of some US\$ 200 million have, in various ways, sought to combine enhanced catchment protection with forestry development. A line of projects in Brazil, expected to reach an eventual investment cost approaching US\$ 400 million, is promoting "modern" approaches to soil conservation among mechanized farmers who have seen their future livelihood threatened by excessive runoff of rainfall and associated soil erosion. Africa projects, or project proposals for Benin, Burkina Faso, Ethiopia, the Gambia, Ghana and Nigeria all seek to encourage community approaches to more sustainable resource management or to halt current land degradation by associating conservation with the attraction of improved short-term benefits. Further projects are seeking to introduce improved land management for sustainability in China, where total investments are likely to approach US\$ 500 million, and two smaller projects in Yemen (total investment US\$ 33 million) aim to stabilize sand dunes and improve the sustainable management of scarce water resources.
- 4.88 Around the central aims of creating community awareness of problems and possible solutions, and providing technical means for solutions to be implemented (usually at first on a pilot basis), a range of peripheral topics is also being tackled under these projects. These include measures to address legal, land tenure and institutional constraints; staff and community training; the involvement of NGOs; the creation of funds or matching grants to encourage community inputs and offset some of the private costs; and the creation of databases and local capacity for environmental monitoring and evaluation.
- 4.89 As in other parts of FAO - where the design of technical assistance projects is being considerably sharpened from the point of view of sustainability and environmental protection and impact - the Investment Centre has also moved decisively to highlight these same considerations in its investment preparation activities. The link between FAO's technical cooperation and investment work has already proved relevant and valuable in this respect, and may be expected to further strengthen in the years ahead.

STATISTICAL APPENDIX

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TABLE 1

YEARLY EXPENDITURES ON FAO FIELD PROGRAMMES
(US\$ million, by programme and programme category)

FIELD PROGRAMMES	1970	1975	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
1. FAO/UNDP Programme	69.9	119.7	167.1	182.5	141.1	116.5	109.2	115.9	128.8	128.4	155.0	164.3	176.0
2. Trust Fund Technical Assistance													
FAO/Government Programme	1.5	11.2	32.6	38.9	44.4	43.8	56.8	65.4	73.0	72.5	74.6	75.8	96.3
Assoc. Prof. Off. Programme	3.3	9.7	14.5	14.6	13.0	12.6	13.7	13.2	12.9	13.2	16.5	18.3	22.8
Near East Cooperative Programme	-	-	4.8	3.3	3.0	1.3	0.7	0.9	0.8	0.9	0.6	0.3	0.2
Unilateral Trust Funds	1.0	3.5	10.9	13.8	24.5	33.5	38.2	42.1	34.7	29.6	31.2	30.5	33.3
PFL Special Account	-	-	3.6	4.0	2.7	1.5	0.5	0.6	0.6	0.6	0.8	0.6	0.5
Freedom from Hunger Campaign/AD	2.3	2.7	1.6	1.7	1.0	1.1	1.0	1.1	0.9	1.3	1.2	1.6	2.6
UNFPA	-	1.9	3.5	2.3	1.9	0.9	1.7	2.1	1.3	2.0	2.5	4.0	5.3
UN Environment Programme	-	0.6	1.3	0.8	0.9	1.9	0.8	0.9	0.6	0.8	0.9	0.6	0.9
Other UN Organizations	1.5	0.4	1.7	2.9	3.1	4.7	10.5	9.4	7.1	6.7	7.8	7.7	7.4
Special Relief Operations (OSRO)	-	14.3	14.7	30.4	15.5	12.2	5.3	4.0	4.1	4.7	4.4	2.7	4.6
Int. Fertil. Supply Scheme (IFS)	-	53.8	3.3	2.2	3.8	0.1	3.2	1.5	1.6	0.8	1.3	0.2	0.3
Emergency Centre Locust Oper.(ECLO)	-	-	-	-	-	-	-	-	7.0	7.4	9.2	11.3	4.7
Screwworm Emergency Centre for North Africa (SECNA)													5.9
Miscellaneous Trust Funds	0.4	2.1	6.4	5.2	5.9	6.7	7.2	6.4	6.6	7.4	8.6	10.2	10.0
SubTotal	10.0	100.2	98.9	120.1	119.7	120.3	139.6	147.6	151.2	147.9	159.6	163.8	194.8
TOTAL EXTRABUDGETARY FIELD PROGRAMMES	79.9	219.9	266.0	302.6	260.8	236.8	248.8	263.5	280.0	276.3	314.6	328.1	370.8
3. TCP	-	-	13.8	15.4	17.4	22.8	20.5	27.5	35.1	37.2	26.9	29.9	35.9
TOTAL FIELD PROGRAMMES MISCELLANEOUS SUPPORT COSTS	79.9	219.9	279.8	318.0	278.2	259.6	269.3	291.0	315.1	313.5	341.5	358.0	406.7
4. UNDP	8.9	16.9	22.6	25.0	19.8	16.0	15.1	16.0	17.9	18.7	20.2	21.4	22.9
5. Trust Funds	1.2	3.7	8.0	9.1	9.9	10.4	12.3	13.7	14.1	14.1	15.4	15.7	18.9
6. World Food Programme	1.0	2.4	6.2	5.9	6.5	6.8	7.3	7.9	7.1	8.2	8.1	7.2	9.3
7. Contributions from Investment Banks/Funds	1.4	3.8	7.5	8.7	8.4	8.2	9.0	8.2	9.9	9.7	10.5	12.1	9.6
TOTAL MISCELLANEOUS SUPPORT COSTS	12.5	26.8	44.3	48.7	44.6	41.4	43.7	45.8	49.0	50.7	54.2	56.4	60.7
GRAND TOTAL	92.4	246.7	324.1	366.7	322.8	301.0	313.0	336.8	364.1	364.2	395.8	414.4	467.4

TABLE 2
Regional Distribution of FAO Field Projects
(As of end 1990)

Region	Programme	Funded from Extra-budgetary Sources			TCP	TOTAL
		UNDP	TF	Sub-total		

(a) Number of Projects

Africa	337	393	730	248	978
Asia & Pacific	310	136	446	137	583
Latin America	80	85	165	120	285
Near East	110	106	216	71	287
Europe	29	15	44	15	59
Interregional & Global	9	124	133	-	133
TOTAL	875	859	1 734	591	2 325

(b) Total Allocations (\$ million)

	UNDP	TF	Sub-total	TCP	TOTAL
Africa	419	456	875	32	907
Asia & Pacific	311	152	463	19	482
Latin America	45	84	129	17	146
Near East	89	256	345	10	355
Europe	9	24	33	1	34
Interregional & Global	8	240	248	-	248
TOTAL	881	1 212	2 093	79	2 172

TABLE 3
DISTRIBUTION OF FAO COUNTRY PROJECTS
IN COUNTRIES GROUPED BY LEVEL OF DEVELOPMENT

(as of December 1990)

Country Groupings	No. of Countries	No. of Projects				Allocations (\$ Million)			
		UNDP	TCP	TF	Total	UNDP	TCP	TF	Total
LDCs ¹	43	344	219	325	888	403.0	28.3	365.0	796.3
European ²	9	28	15	13	56	8.8	1.4	23.0	33.2
Other	82	426	312	250	988	391.4	42.0	362.0	795.4
TOTAL (EXCL. REG/INT/GLO)	134	798	546	588	1 932	803.2	71.7	750.0	1 624.9

N.B.: Regional, Interregional and Global projects are **not** included. Therefore, totals in this table do not correspond to those in Table 2.

- ¹ LDCs by Region: **AFRICA:** Benin, Botswana, Burkina Faso, Burundi, Cape Verde, CAF, Chad, Comoros, Eq. Guinea, Ethiopia, Gambia, Guinea, Guinea Bissau, Lesotho, Liberia, Malawi, Mali, Mauritania, Mozambique, Namibia, Niger, Rwanda, Sao Tome & Principe, Sierra Leone, Togo, Uganda, Tanzania.
- ASIA & PAC.:** Afghanistan, Bangladesh, Bhutan, Kiribati, Lao P.D.R., Maldives, Myanmar, Nepal, Samoa, Tuvalu, Vanuatu.
- LAT. AMERICA:** Haiti.
- NEAR EAST:** Djibouti, Somalia, Sudan, Yemen.

- ² Albania, Bulgaria, Cyprus, Hungary, Malta, Poland, Romania, Turkey, Yugoslavia.

TABLE 4

YEARLY FAO/UNDP PROJECT EXPENDITURES: BY MAJOR COMPONENT

Component	1984		1985		1986		1987		1988		1989		1990	
	US\$ m.	%	US\$ m.	%	US\$ m.	%	US\$ m.	%	US\$ m.	%	US\$ m.	%	US\$ m.	%
Personnel	68.7	62.9	66.0	57.0	70.3	54.6	68.8	53.6	78.3	50.5	92.2	56.1	100.4	57.1
Sub-contracts	2.8	2.6	2.8	2.4	5.6	4.3	4.0	3.1	2.5	1.6	2.4	1.5	4.3	2.4
Training	12.1	11.1	12.2	10.5	14.2	11.0	14.1	11.0	19.9	12.8	21.7	13.2	25.6	14.6
Equipment	19.5	17.8	27.6	23.8	31.5	24.5	32.7	25.5	43.5	28.1	36.6	22.3	35.8	20.3
Miscellaneous	6.1	5.6	7.3	6.3	7.2	5.6	8.8	6.8	10.8	7.0	11.4	6.9	9.9	5.6
	109.2	100.0	115.9	100.0	128.8	100.0	128.4	100.0	155.0	100.0	164.3	100.0	176.0	100.0

TABLE 5

INVESTMENT CENTRE-ASSISTED PROJECTS APPROVED FOR FINANCING

Year	World Bank	IFAD	African Development Bank	Inter-American Development Bank	Asian Development Bank	UN Capital Development Fund	FAO/Bankers Programme	Other ¹	Co-finance	TOTAL
Number of Projects										
1985	20	8	7	-	1	3	2	7	-	48
1986	16	8	7	-	5	-	1	3	-	40
1987	14	10	6	2	1	6	1	1	-	41
1988	19	12	3	-	-	5	1	4	-	44
1989	20	9	2	-	4	7	-	1	-	43
1990	19	12	3	-	-	4	-	-	-	38
External Loans (US\$ million)										
1985	568	48	111	-	5	5	1	29	265	1 031
1986	1 095	61	121	-	308	-	1	19	68	1 674
1987	464	95	85	45	14	11	2	4	180	899
1988	519	146	28	-	-	11	- ²	118	203	1 025
1989	1 138	100	34	-	134	26	-	1	349	1 782
1990	1 059	181	60	-	-	11	-	-	179	1 490
Total Investments ³ (US\$ million)										
1985	1 189	336	206	-	6	9	34	67	-	1 847
1986	2 191	123	185	-	446	-	2	37	-	2 985
1987	914	184	123	62	22	15	5	10	-	1 335
1988	1 222	272	32	-	-	14	10	119	-	1 669
1989	3 397	196	38	-	195	35	-	3	-	3 864
1990	2 197	310	68	-	-	12	-	-	-	2 588

N.B. Totals may not add, due to rounding.

¹ Arab funds, sub-regional institutions, UNHCR Trust Fund, EEC/EDF, bilateral sources, and projects financed entirely by governments.² Financed entirely by local sources.³ Total investment costs, including government participation.

TABLE 6

APPROVED TCP PROJECTS BY REGION AND CATEGORY
(Cumulative 1976-90)

Region	Training		Emergencies		Advisory Services		Investment Preparation		Support to Development		Formulation Missions		TCDC		TOTAL		Percent
	No.	\$'000	No.	\$'000	No.	\$'000	No.	\$'000	No.	\$'000	No.	\$'000	No.	\$'000	No.	\$'000	
Africa	572	51 804	260	32 799	423	32 685	266	19 407	90	5 652	203	9 133	10	1 032	1 824	152 512	40
Asia & Pacific	392	36 922	114	14 273	278	21 961	95	7 855	66	4 409	82	3 928	18	1 929	1 045	91 277	24
Near East	153	12 545	109	15 362	193	14 243	63	4 866	42	3 193	51	2 499	7	935	618	53 643	14
Latin America	205	9 946	180	20 984	356	30 999	116	8 732	25	1 723	87	4 484	13	1 433	982	78 301	20
Europe	48	2 829	8	604	35	1 609	6	333	4	142	6	295	2	231	109	6 043	2
TOTAL	1 370	114 046	671	84 022	1 285	101 497	546	41 193	227	15 119	429	20 339	50	5 560	4 758	381 776	100
% of Total		30		22		27		11		4		5		1			

TABLE 7

UTILIZATION OF DEVELOPING COUNTRIES' CAPACITIES: PROJECT INPUTS

(UNDP, Trust Funds, TCP)

COMPONENTS BY YEAR		Total FAO	Of which developing countries	
1. Experts in post <u>1/</u>	1981	1 860	826	44 %
	1982	1 636	746	46 %
	1983	1 625	710	44 %
	1984	1 587	711	45 %
	1985	1 625	766	47 %
	1986	1 556	690	44 %
	1987	1 443	656	45 %
	1988	1 352	636	47 %
	1989	1 012	542	54 %
	1990	926	501	54 %
2. Candidatures submitted <u>2/</u>	1981	618	278	45 %
	1982	665	339	51 %
	1983	491	243	49 %
	1984	639	331	52 %
	1985	470	266	57 %
	1986	478	225	47 %
	1987	585	300	51 %
	1988	516	279	54 %
	1989	410	231	56 %
	1990	363	199	55 %
3. Fellowships awarded <u>3/</u>	1981	994	396	40 %
	1982	889	322	36 %
	1983	874	349	40 %
	1984	930	407	44 %
	1985	1 149	441	38 %
	1986	1 130	471	42 %
	1987	902	356	39 %
	1988	1 046	490	47 %
	1989	1 124	482	43 %
	1990	1 135	518	46 %
4. Contracts awarded (\$'000)	1981	17 583	9 867	56 %
	1982	18 599	4 573	25 %
	1983	19 644	6 095	31 %
	1984	25 757	13 240	51 %
	1985	23 354	13 350	57 %
	1986	13 063	4 321	33 %
	1987	15 461	4 148	27 %
	1988	29 585	3 969	13 %
	1989	11 401	4 257	37 %
	1990	13 630	9 803	72 %
5. Equipment orders (\$000)	1981	79 072	21 567	27 %
	1982	48 783	8 069	17 %
	1983	49 777	10 255	21 %
	1984	51 083	10 050	20 %
	1985	55 370	8 886	16 %
	1986	69 899	10 743	15 %
	1987	59 499	8 922	15 %
	1988	77 499	9 716	13 %
	1989	60 895	8 667	14 %
	1990	48 873	6 491	13 %

1/ Including consultants, excluding Associate Professional Officers.2/ Excluding consultants and Associate Professional Officers.3/ Figures do not reflect actual numbers of fellowships awarded during a certain year, but number of countries of study for fellowships during a certain year (i.e. higher figures) which for purposes of illustrating FAO's use of developing countries' capacities may be considered more appropriate.

LIST OF ABBREVIATIONS

ACC	Administrative Committee on Co-ordination (United Nations)
AfDB	African Development Bank
AGFUND	Arab Gulf Programme for the United Nations Development Organizations
AGRE	Environment and Energy Programmes Coordinating Centre
AOS	Administrative and Operational Services
APO	Associate Professional Officer
AQUILA	Latin America Aquaculture
ARPA	Agricultural Rehabilitation Programme for Africa
AsDB	Asian Development Bank
CCAQ(FB)	Consultative Committee on Administrative Questions (Finance and Budget)
CCSQ(OPS)	Consultative Committee on Substantive Questions (Operations)
CFS	Committee on Food Security
COAG	Committee on Agriculture
COFI	Committee on Fisheries
COFO	Committee on Forestry
CP	FAO/World Bank Cooperative Programme
CTA	Chief Technical Adviser
DDC	Investment Centre
DDF	Field Programme Development Division
DGB	Director-General's Bulletin
DIEC	Development and International Economic Cooperation
DLCO-EA	Desert Locust Control Organization for Eastern Africa
EC	Economic Community
ECDC	Economic Cooperation among Developing Countries
ECLO	Emergency Centre for Locust Operations
ECOSOC	Economic and Social Council
EEC	European Economic Community
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
EPTA	Expanded Programme of Technical Assistance
ESP	Policy and Analysis Division
EWS	Early Warning System
FAOR	FAO Representative
FBP	FAO Bankers Programme
FFHC/AD	Freedom from Hunger Campaign/Action for Development
FIPIS	Fisheries Investment Project Information System
GCP	Government Cooperative Programme
GEF	Global Environmental Facility
GNP	Gross National Product
IAEA	International Atomic Energy Agency
IAPSO	Inter-agency Procurement Services Office
IC	Investment Centre
ICB	International Competitive Bidding
IDA	International Development Association
IDB	Inter-American Development Bank
IDWGT	Inter-Departmental Working Group on Training

IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IFS	International Fertilizer Scheme
IGADD	Intergovernmental Authority on Drought and Development
ILO	International Labour Organisation
IMF	International Monetary Fund
IPF	Indicative Planning Figure
IPM	Integrated Pest Management
IPNS	Integrated Plant Nutrition System
IRLCO-CSA	International Red Locust Control Organization for Central and Southern Africa
ISDB	Islamic Development Bank
ISP	Investment Support Programme
IUCN	International Union for the Conservation of Nature and Natural Resources
JIU	Joint Inspection Unit
LDC	Least-Developed Country
LEISA	Low External Input Sustainable Agriculture
LIFDCs	Low Income and Food Deficit Countries
LTD	Lead Technical Division
NatCAP	National Technical Cooperation Assessment and Programming
NGO	Non-Governmental Organization
NPD	National Project Directors
NPP	National Project Professional
NWS	New World Screwworm
OA	Organic Agriculture
OPS	Office for Projects Services, UNDP
OSRO	Office for Special Relief Operations
PFL	Prevention of Food Losses
PRODOC	Project Document
PWB	Programme of Work and Budget
RC	Resident Coordinator
SADCC	Southern African Development and Cooperation Conference
SAP	Special Action Programme
SARD	Sustainable Agriculture and Rural Development
SC	Service Contract
SECNA	Screwworm Emergency Centre for North Africa
SIT	Sterile Insect Technique
SNPA	Substantial New Programme of Action
SPR	Special Programme Resources
SSA	Special Service Agreement
SSAP	Sector and Structural Adjustment Policy
TA	Technical Assistance
TCDC	Technical Cooperation Among Developing Countries
TCP	Technical Cooperation Programme
TF	Trust Fund
TFAP	Tropical Forestry Action Plan
TSS-1	Technical Support at Programme Level
TSS-2	Technical Support at Project Level

UNCDF	UN Capital Development Fund
UNCED	United Nations Conference on Environment and Development
UNCLOS	United Nations Conference on the Law of the Sea
UNCTAD	UN Conference on Trade and Development
UNDP	United Nations Development Programme
UNEO	United Nations Emergency Operations Trust Fund
UNEP	United Nations Environment Programme
UNFPA	United Nations Fund for Population Activities
UNGA	United Nations General Assembly
UNIDO	United Nations Industrial Development Organization
UNIFEM	UN Development Fund for Women
UNPAAERD	UN Programme of Action for Africa's Economic Recovery and Development
UNSO	United Nations Sudano-Sahelian Office
USAID	US Agency for International Development
UTF	Unilateral Trust Fund
WB	World Bank
WCARRD	World Conference on Agrarian Reform and Rural Development
WFP	World Food Programme
WID	Women in Development
WWF	World Wildlife Fund