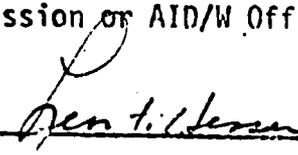


**PROJECT EVALUATION SUMMARY**  
 (Submit to MO/PAV after each project evaluation)

1. Mission or AID/W Office Name TA/AGR/CP			2. Project Number 931-0786-73		
3. Project Title Technical Assistance in Grain Storage, Processing, Marketing, and Agribusiness Development					
4. Key project dates (fiscal years)			5. Total U.S. funding life of project		
a. Project Agreement Signed 12/18/74	b. Final Obligation 12/17/79	c. Final input delivered Unknown	\$ 2,345,000		
6. Evaluation number as listed in Eval. Schedule N/A		7. Period covered by this evaluation FROM: Nov 1974 TO: June 1977 Month/year		8. Date of this Evaluation Review June 16, 1977 month/day/year	
9. Action Decisions Reached at Evaluation Review, including items needing further study (Note--This list does not constitute an action request to AID/W. Use telegrams, airgram, SPARS, etc., for action)			10. Officer or Unit responsible for follow-up	11. Date action to be completed	
A. Provide stronger central direction to PHFL project and KSU activities to ensure attention to 1) major areas where significant losses occur in terms of world grain supplies 2) small subsistence farmer needs for improved on-farm grain preservation technologies.			AID/KSU	Life of Project	
B. Establish major PHFL "cells" in major regions of the world, building on the Philippine & Costa Rican units in those areas, and seeking fresh links and bases in Africa and the Near East.			AID/KSU	1/79	
C. Realign assumptions underlying the project to greater realism regarding LDC willingness to take the difficult policy decisions which will make action to cut losses all along the farmer to consumer chain more profitable.			AID	9/77	
D. Delegate greater operational authorities to KSU and reduce AID preaudit functions in the management of the activity.			AID	9/77	
E. Institute on the ground observational research to pinpoint how, when, where, what losses actually occur and use such findings as the points of departure for fresh LDC research			KSU	1978 thru Life of Project	

12. Signatures:

Project Officer		Mission or AID/W Office Director	
Signature		Signature	
Typed name	Keith M. Byergo	Typed name	Leon F. Hesser
Date	7/8/77	Date	July 8, 1977



**DRAFT**

**13. Summary:**

Current Situation: The project is meeting demand and on course. Closer attention is needed in targeting to assure KSU energies are directed toward areas/countries/crops, where relatively large benefits can be realized through cutting losses - whether in national level storage (for cities) or at the subsistence farm level.

Prospects for demonstrating reductions in losses are weak, partly because of the multiplicity of factors affecting availability of data and partly because of very weak LDC/Mission feedback to KSU/AID.

Nevertheless, losses are so great (15-30%) that it is mandatory that the work be expanded into additional geographical areas and into new technological innovations to produce low energy storage and preservation systems. KSU, the world leader in this field, will need to move to engage, through consortia, affiliation, and occasional contracts, additional talent to meet growing demands for services and special attention will be needed to ensure that the "1890" institutions are involved. The project should be extended for three years at this time.

Finally, AID needs to delegate greater authorities to KSU to permit them to organize and to provide services without prior AID approval on matters of detail such as consultants remuneration, travel, and so forth.



June 17, 1977 (Friday) - Cont'd

III. Training - Julian

In-Country Training Requests

IV. Laboratory and Developmental Services - Hugo

Development of Projection Models

V. Other Activities

GASGA

NAS

FAO

1. List of KSU Personnel Involved in Evaluation, June 15-17, 1977

Dr. Charles Deyoe, Director, Food and Feed Grain Institute, KSU.

Dr. Schruben, Associate Director FFGI

Dr. Robert Julian, Project Leader

Dr. Jack Pedersen, Project Staff Member, Entomologist

Dr. Do Sup Chung, Project Staff Member, Engineer

Dr. Cornelius Hugo, Project Staff Member, Economist

2. List of Members of Evaluation Team

William Baucom, AID/LA, Member

Keith Byergo, AID/TAB - Project Monitor

Roger Ernst, AID/TAB - Convener

Fred Marti, AID/NE - Member

Dwight Tolle, Public Member

**DRAFT**

**14. Evaluation:**

**Methodology:** This regularly scheduled full-scale project evaluation came at the opportune moment in terms of AID decision making required to set the course for activity in the area of PHFL following the expiration of the current KSU contract in September 1977.

The evaluation was conducted in the absence of pressure, turmoil, crisis, critical issues or complacency. The Team (list attached) was composed so as to reflect a divergency of experience and viewpoints: a senior administrator of agricultural development programs on three continents, currently on duty in AID/NE; a middle ranking agricultural project planner and implementer with both Peace Corps experience and private sector achievements, currently serving in AID/LA; an active grain farmer with a record of leadership in his industry, public service as a consultant to USDA and AID and at an earlier date, service on the KSU faculty, he also served as the independent and public interest member of the team; a senior planner and administrator of AID programs in the field served as convener; and was supported by the informed counsel of the project monitor.

The Team reviewed most of the extensive KSU documentation (see list annexed at end of Annual Report for FY 76) and spent two full days in intensive briefings and exchanges of views with the KSU project leadership and staff at Manhattan, Kansas (schedule attached). The effort was fully collaborative and the Team shared its views at the end of its deliberations with the KSU group and believes that its principal findings and directional

suggestions are consistent with both AID policy and KSU interests and its position as the world leader in this field. A list of KSU personnel with whom the team met is annexed. The team convener also met with Mr. Michael Cruit, TAB Evaluation Officer, and Dr. Herbert Turner, Senior Officer in charge of evaluation in AID, before embarking on the work at hand and is in their debt for excellent and useful suggestions.

Finally, the team views its report as an integral part of the systematic program development and execution process and urges that, if its recommendations are acceptable, they be incorporated in the pending project paper due for review in the next 60 days. We suggest that the next full evaluation be in about 30 months, assuming implementation of our recommendations on "follow-through" and "feed-back", in time for decisions on the course of work to be taken into hand in the first part of the 1980s. The interests of continuity, given AID's shifting personnel assignment policy, might be served by securing the services of at least two of the members of the current team for that review.

**DRAFT**

**16. Findings About External Factors.**

As noted elsewhere, we have some concern over the realism of those assumptions which presume that "good" KSU recommendations will be necessarily implemented.

We also think that as the limits and costs of additional production (new land, double cropping, adverse affects of chemicals) become more persuasive, better conservation of that which is produced will become more attractive.

**17. Evaluation Findings About Goal/Subgoal.**

The broader objective to which this project contributes is to increase the quantity and quality of food in cooperating LDCs, and to develop a system of grain handling, storage and marketing which will minimize grain losses and maintain high food quality.

We hold the goal and subgoal to be valid and legitimate, especially in light of the likelihood of increased and continuing pressure on world demand for food grains and the evaporation of readily cultivable new land generally. However, we find that verification of additional supplies available as a result of the projects' activities is not/reliably measurable except on a site by site basis.

However, whether we are concerned over the vaunted 85 mmt. deficit in 1985 (main components in South Asia, Egypt) or over small incremental losses occurring in the field, on farms largely outside the market economy or in local storage, there is fully adequate evidence that losses are sufficiently large, system-wide, that a continuing effort needs to be mounted to devise technologies to cut such losses. Actual reductions, however, will only likely be significant, if the use of technologies is profitable. Such "profitability" may reflect normal profit concepts of individuals or groups or national appreciations of food security threats.

Creating these conditions in which action and investment to cut losses are profitable is largely beyond the scope of the project. However

such conditions may be abetted by timely advice to LDC entities by KSU on such policy issues as farm product pricing.

In regard to the stated indicators, they are too broad to be meaningful - it will not be feasible to measure goal achievement in the ways set forth in the logframe: better food quality, more grain available, increased income for farmer. A more practical measuring tool would be quantified acceptance by farmers of a set of practices, buttressed by regularly scheduled follow-up inspection visits by national extension agents.

**18. Evaluation Findings Regarding Purpose.**

The project purpose is "To provide upon request by cooperating LDCs and USAIDs assistance in grain preservation programs to include planning, analysis, training, and technical assistance to minimize grain losses after harvest".

We have no comment on the statement of purpose. However, regarding the verifiable indicators, we suspect an inability to prove A (reduced losses), activity on B (small farm storage facilities) has been limited and regarding C (effective marketing and price stabilization programs) these are goals to be sought perennially, not really ever achieved, and thus the heart of the matter is degree of effectiveness attained. Finally while linkages under D have to be established with LDCs, there has not been enough direction to critical areas of losses. This has stemmed in part from the unstructured nature of the project - responding to demands for services irrespective of priority in terms of size of "savings" to be achieved. In addition there has been a lot of work done on national level grain storage systems and facilities, as distinguished from work at the farm level; there is a logic to this with the possibility of major "savings" accruing. Companionably, perhaps the outreach to small farm storage practice has to be achieved through in-country training and extension services plus by tying into agricultural production loans, options for financing of improved preservation of grain.

Looking at the assumptions, we are doubtful that B (political climate is ripe for effective price stabilization and marketing programs) can be relied on and possibly a better assumption might be that normally politics in the LDCs will run against policies which make grain preservation measures attractive to the producer. We foresee increased demand for grain management services, as pressures on land and growth in population and rising incomes make preservation more attractive.

19a. Observations on Outputs.

The team found the outputs to be of high quality and to have been responsive, prompt, and thoughtful. We believe there is room for an increase in field contacts based on stronger central direction as to where to work, not leaving the vital PHFL work to the option of missions alone.

Kansas State University's efforts in training on campus should be supplemented by courses offered in the LDCs, perhaps at regional centers, with special attention being given to Africa so as to complement KSU's efforts in LA (Costa Rica) and Asia (Philippines).

On its part A.I.D. needs to do more to make LDCs and USAIDs aware of the need to tackle PHFL issues. In part this means a shift in agricultural strategy to add "productivity" including conservation and cutting losses to the more popular "grow more" theme.

As to assumptions underlying outputs, we have some doubt about D - that LDCs will accept and implement plans provided by KSU. The most that can reasonably be expected is that under favorable political conditions, LDCs will pay attention to KSU advice. AID Missions can play an important role in jawboning about the matter.

**19b. Commentary on Inputs.**

Kansas State University's manpower will need to be supplemented if, as we expect, there is continued growth in demand for services (20-30% p.a.).

We have suggested to KSU several avenues for doing this, and have rejected the inherent supply limitation argument:

- - Create a multiversity consortium including neighboring institutions and others;
- - Bring into being affiliations with "1890" colleges to ensure minority institutions have an opportunity to contribute to the PHFL undertaking; and
- - Enter into agreements with individuals from other institutions for their services while on sabbatical.

On a lower level of affairs, we noted difficulties over travel funds which have not been covered by the AID/KSU contract, and as a result, a growth of duplicative paper work to obligate funds. We recommend that KSU be given funding for travel of its staff and consultants in meeting their needs as in the case of the Mississippi State contract.

We also note the concomitant need for missions to be aggressive in arranging schedules for KSU consultants.

20. Note on Unplanned Effects.

There are no observable unplanned effects although an extra benefit has been realized in the form of some trainees being sent to KSU by countries on their own, without A.I.D. financing.

Generally, effects, planned or unplanned, are hard to discern due to absence of a feed back system from LDCs and trainees to KSU and from missions to AID/W.

In addition, it would appear that A.I.D. has too few trained agricultural specialists in the field to give attention to post consultation follow-up not to speak of reporting.

## 21. Changes in Design or Execution

The team believes that the focus of KSU's work should continue to cover both macronational system elements and local village and farm storage needs. We recognize that these two areas intersect in economics well along toward "full market economy" status, but that they require different approaches in lesser developed countries.

We believe that KSU's efforts should be more tightly programmed or targeted toward areas where there are promising signs of host country initiative in dealing with PHFL. Emphasis should be placed where more sizeable returns can be found in terms of KSU recommendations, when implemented, beneficially affecting either major national marketing and storage practices or large numbers of poor small subsistence farmers living largely outside the market economy.

We also suggest work be undertaken systematically to identify what losses are in reality occurring.

As noted elsewhere we favor a multiple outreach structure with KSU resident cells being located in major regions of the world closer than Manhattan to the scene of need,

In terms of details, we would opine that if KSU decides it needs to enter into computerization of PHFL data, it do so as an assist, to supplement bibliographic reference services and only when demand outstrips current reference capabilities,

We also want to record our admiration for the work done on agro-economic modeling as a tool for investment decision making, but, except for that part of the work aimed at pricing and marketing policies, find it remote from the main burden of the project in PHFL.

## 22. LESSONS LEARNED

The main lesson may be that we should not overstate our position, especially in terms of employing optimistic assumptions about external circumstances. Too often we assume "away" vital constraints, political and otherwise, which would inhibit us from successfully implementing the project and which, if correctly perceived, would cause us to adopt more pragmatic courses of action. In the current case, it is fascinating to note how little is known about losses; when they occur where in the cycle, how and so forth.

Ground-up research or observation in LDCs would seem to be a fine entry portal for activities in the LDCs.

## 23. Special Comments

The following additional points are offered:

- - KSU needs to make a specific and persistent effort to afford opportunities for women and minorities to work in PHFL generally and in the KSU project specifically. Special training may need to be organized to increase the availability of minority candidates and of women interested in the field.
- - Opportunities for AID/Peace Corps collaboration need exploration at the functional, regional and country levels. An excellent example at Manhattan exists in the work being done there by two former PCVs on improving a Benin (Ex Dahomey) underground grain drying technology.
- - Attention can usefully be given to crossovers between work at the University of Rhode Island (URI) on post harvest fisheries losses and the work at KSU on grain losses.
- - Coordination by KSU with Iowa State University (ISU) on macro-economic linear programming for agriculture/development is indicated.
- - AID should ask BIFAD to send out an advisory paper (to KSU) spelling out BIFAD's concepts of programming and linking Title XII procedures with the normal AID contract arrangements.
- - AID's lack of a functioning memory or central library was noted.
- - Grain processing and storage facilities should be studied to identify elements suitable for ATI work - e.g. bolting cloth.
- - Trainees coming to KSU for graduate degrees, should have summer work experiences, as part of their curriculum in cognate establishments: e.g. mills, elevators.

- - Opportunities for Third Country Technical Cooperation (TCTC) should be explored, e.g. Costa Rica for neighboring countries.
- - Training at KSU needs to stress training trainers, and be linked programmatically with group training to be done by and in the LDCs.
- - Research on new (low energy) dissicants is needed.
- - Continued use of U.S. and LDC graduate assistants in the KSU work is warranted.
- - An assessment and follow-up Team should be set up to visit 'client' countries 2 or 3 years after Technical Consultation visits.
- - AID should consider adopting the Ford Foundation system for authorizing and funding travel by means of unvouchered allotments based on distance and time involved.
- - A study is needed of actual losses; What, When, Where, How as a basis for research and development of more appropriate systems for cutting losses.
- - AID sponsored trainees coming to KSU should be programmed directly (not through USDA) and spend much less time in Washington.
- - Actual per diem payments to trainees while at KSU may be excessive and should be reviewed.
- - AID grants to KSU should include funds for a program of group and individual follow-up with trainees after they return to their homes.
- - Further action is needed by KSU to involve local LDC researchers in joint projects.
- - AID policy should encourage LDC graduate students to return home to find work leading to doctorates (pay for second international trip?)