PD-AAR-784

AID 1020-25 (10-70) REPORT U-446

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PROJECT APPRAISAL REPORT (PAR)

1. PROJECT NO	2. PAR FOR PER OD		COUNTRY	4. PAR SERIAL NO
497-0260	1/1/76	TO 12/31/76	Indonesia	77-14

5. PROJECT TITLE

Higher Agricultural Education (FY1971-1976), changed to **Agriculture Education for Development** (FY77-81)

6. PROJECT DURATION: Began FY 71 Ends FY 81	7. DATE LATEST PROP 2-5-76	8. DATE LATEST PIP	9. DATE PRIOR PAR 3-76 (Annual Review)

10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: $ 5.1	b. Current FY Estimated Budget: $ 1.5	c. Estimated Budget to completion After Current FY: $ 5.5

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
MUCIA	IDA No. AID/ea//76

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X) USAID	AID/W	HOST	B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
	X		Develop contract with MUCIA for the duration of the project	5-30-77
	X		It should be possible at this stage of the project to lower on-campus administrative costs	6-30-77

Ck ISN = 23014

D. RE-PLANNING REQUIRES REVISED OR NEW: ☐ PROP ☐ PIP ☐ PRO AG ☐ PIO/T ☐ PIO/C ☐ PIO/P

E. DATE OF MISSION REVIEW 4-14-77

PROJECT MANAGER TYPED NAME, SIGNED INITIALS AND DATE: Charles B. Green

MISSION DIRECTOR TYPED NAME, SIGNED INITIALS AND DATE: Thomas C. Niblock

Robert F. Zimmerman: Evaluation Officer

4/25/77

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT — CONTRACTOR PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN — UNSATISFACTORY 1	2	SATISFACTORY 3	4	5	OUTSTANDING 6	7	C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X) — LOW 1	2	MEDIUM 3	4	HIGH 5
1 MUCIA					X							X
2.												
3.												

Comment on key factors determining rating

The 4 year curriculum and M.Sc. program are both well established at IPB. The GOI has adopted this as a model for its national system of higher education. There has been considerable progress in developing instructional material and library usage. Returned participants have been encouraged to produce considerable instructional materials and research reports which have been printed for general distribution. Contractor has given emphasis to this process by placing top qualified people as team leaders and technicians.

	1	2	3	4	5	6	7	1	2	3	4	5
4. PARTICIPANT TRAINING						X						

Comment on key factors determining rating

Contractor has placed participants carefully, has cooperated at all times with AID training office, and has followed participants carefully during training period. Most of training has been at MUCIA institutions, but Contractor has also been able to place participants in special subject areas in the top U.S. institutions with the appropriate specialities. Participants in almost all cases have been given responsible (con't)

	1	2	3	4	5	6	7	1	2	3	4	5
5. COMMODITIES						X						X

Comment on key factors determining rating

Contractor has established an excellent system for ordering commodities and for commodity control so that commodities have gotten to their proper destination and have been most helpful. This system is contained in a well-written manual of which a copy is on file at the USAID Library.

		1	2	3	4	5	6	7	1	2	3	4	5
6 COOPERATING COUNTRY	a. PERSONNEL						X						X
	b. OTHER						X						X

Comment on key factors determining rating

The GOI people assigned to this project have been top leaders. The Director General has also given the project considerable personal attention. The GOI has consistently given the project a top priority. The GOI developed a system of Consortia to take the lead in developing higher education in a specific subject field. The Consortium for Higher Agriculture has become the model for the other consortia since it is recognized as being by far the most successful. The Executive Director of the Consortium is moving up to be the Deputy Director General for all research and development activities. The GOI recognized that agricultural development is the top priority for this country, and understands the relationship between having creative leaders in a field and the development of that field.

	1	2	3	4	5	6	7	1	2	3	4	5
7. OTHER DONORS						X						X

(See Next Page for Comments on Other Donors)

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[illegible] equipments upon their return and are being protective.

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II. 7. Continued: Comment on key factors determining rating of Other Donors

The Australian government has given excellent complementary assistance to the outlying universities in the field of animal production. This assistance has been in the form of visiting experts and training opportunities. Ford Foundation has an advisor to assist in agriculture education. The ADC has an advisor at IPB primarily developing research activities and the graduate program. The Ford Foundation has assisted in "Project Access" at IPB which allows students from outlying provinces and islands to enter IPB without the entrance test if recommended by their principal. The project also involves a scholarship fund for impoverished students.

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage Rate Amount)					
		CUMULATIVE PRIOR FY	CURRENT FY TO DATE	CURRENT FY TO END	FY 77	FY 78	END OF PROJECT
Package courses being used	PLANNED	34	6	6	2	1	43
	ACTUAL PERFORMANCE	34	6				
	REPLANNED						
Participants returned and in place		25	9	9	15	20	99
		38	8	8	15	10	67
PHD		20	9				
MS		34	8				
	PLANNED						
Commodities delivered and in use (in thousands U.S.)		1,110	100	100	800	250	2,253
	ACTUAL PERFORMANCE	1,110	53				
	REPLANNED			53			
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						

B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		
1. Ministry of Education approval of basic curriculum.	COMMENT	Director General has used curriculum as basis for national system.
2. Necessary administrative changes and facilities developed to accommodate new curriculum.	COMMENT:	Top approval obtained; need to implement it in each institution.
3. M.Sc. program underway at IPB.	COMMENT:	First graduates April, 1977. 1977-78 entrants double 1976-77 class. IPB has been able to secure large number of fellowships.

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4. Effective Administrative Unit	Comment: Need has been recognized. Training program for Deans being arranged.
5. Increased orientation to and the Service Program.	Comment: Annual Review made this a top priority for next year. All universities have extensive programs.
6. Operational linkages with other government programs.	Comment: This is proceeding very slowly because of bureaucratic difficulties. Special Agricultural Research Institutes are under Min. Agriculture. Universities under Min. Education. It is difficult to cross ministry lines.
7. Integrate instruction, research in post graduate programs	Comment: These are just getting underway, because emphasis was planned for Phase II, the second 5 years of the project.
8. Revenues for [illegible] research.	[illegible]: Universities are getting [illegible] professors are seeking.
9. Facilities expanded	[illegible] just getting underway. (Phase II emphasis)
10. Completion plan for upgrading all universities.	Comment: Rectors conference, follow-up meeting and annual review of this plan have made a good start on this.
11. Creation of national planning unit.	Comment: No activity to date. (Phase II emphasis)
12. Local Administrative [illegible]	Comment: Both universities have improved administrative systems.
13. Administrative Manual	Comment: Not started yet. (Phase II emphasis)

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IV. PROJECT PURPOSE

A 1. Statement of purpose as currently envisaged. 2. Same as in PROP? ☐ YES ☐ NO

To establish a nuclear group of agricultural universities with the capacity to provide highly qualified agricultural manpower, research, and public service activities appropriate to Indonesia's needs.

B 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
1. At IPB, M.Sc. and Ph.D. program fully established.	1. M.S. program now well underway and plans are well along for Ph.D. program.
2. Basic 4-year curriculum established at a minimum of 4 non-Pembina universities.	2. Director General has used IPB as a model for all universities so all are making plans.
3. Increase in percentage of faculty with Ph.D.'s. a. IPB: From 15%, 1976, to 25%, 1981. b. UGM: From 1%, 1976, to 20%, 1981. (50 Ph.D.'s in faculty of 250) c. Non-Pembina universities: 0% to 3-5% in 1981.	3. 74 participants still in training. 10 Ph.D.'s returned this year. IPB 17 % UGM 2 % Non-Pembina .5 %
4. Group of universities serving as base, upgrading entire higher agricultural education system according national plan.	4. Director General is using project as model for thoroughgoing reform.
5. University faculties effectively supporting and supplementing gov. programs of agr. extension research.	5. The 8 universities are developing programs in these areas.

V. PROGRAMMING GOAL

A. Statement of Programming Goal

An indigenous Indonesian integrated agricultural capability for undertaking and maintaining national agricultural development (production, employment and income distribution). Expressed in DAP-page 51

B Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? State reasons.

This is a very important project in that it not only is having effects on higher agriculture education but on the entire higher educational system. The Director General has pointed out the weaknesses of the system which have been highlighted by the project and is developing a national plan to overcome these weaknesses.

The main problems in higher education have been identified as (1) the low internal efficiency (many drop-out, low percentage of entrants who graduate (2) the inability of the universities to enroll a reasonable number of secondary school graduates; (3) the lack of relevance of curriculum to development needs; (4) the inattention of professors to student needs; (5) the low capability of each institution to implement its own development (6) the lack of coordination of the universities and faculties; and

(con't)

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(7) Low efficiency of administration.

The Higher Agricultural Education Project has five subprojects. The first, "to develop a public service program ..." is a direct attempt to help solve number 3 above since it is trying to make the universities more responsive to agricultural development needs.

The second subproject is "to establish the capability for conducting effective programs of research in support of public service activities and graduate training programs in accordance with national goals." This also is to make agricultural education more responsive to national needs (Problem No 6).

The third subproject is "to develop within IPB and UGM, and subsequently within all the institutions of HAE the capability to efficiently train a large number of students to their first degree." This hits at both problems 1 and 2 above, and this project has shown the model that the Directorate General proposes to use in the overall reform of higher education

The fourth subproject is "to establish within Indonesian universities the capability to provide advance training for students, preparing them to apply scientific principles to the discovery, development and dissemination of knowledge, and to play leadership roles in agricultural education, research, and public service."

This subproject hits at problems 1 and 4 and is also the basis for an overall reform of the higher education system.

The fifth subproject is, "to achieve institutional capability at Indonesian universities to expand and improve programs of instruction, research and public service". This subproject actually cuts across all sets of the problems encountered by the Director General of Higher Education. It has been largely through the progress that has been seen in the agricultural faculties that the reform has been planned.

Continued Relevance of Current Project Purpose

1. Are there alternative approaches to achieving this Project's Purpose or the Sector Goal? Would any other approach be more effective or appropriate for USAID? This project is now at its midpoint and although other alternatives could have been used, the success of the project to this point would indicate that the alternative used, if not the best, certainly is very appropriate.

2. What is current priority of Project with the GOI? Evidence for or against? Since agriculture is so important to this country's development, the GOI gives this project top priority in the field of higher education. The success of this project to date is one of the main reasons that the GOI is also seeking other major projects of this type in agricultural education which will complement this project. For example, the GOI is very much interested in a project which will allow the IPB to make a quantum jump and to become the top-flight graduate school of agriculture to answer the development need of the country. The GOI is seeking further assistance also to develop the agricultural and sea resources program of the Eastern Association of Universities, and the project design will be greatly influenced by what has been developed and learned under this project.

3. How does GOI view USAID role? Do USAID and GOI share common perception of Project Purpose? The GOI views the USAID as a partner assisting in a very important project. Both the USAID and the GOI share a common perception of the project purpose. There is excellent communication among the three parties to the project, the GOI, MUCIA, and USAID. The representatives of each meet to discuss problems on a regular basis. The former MUCIA office is to be made into the Higher Agricultural Education Office and the GOI representative for the project will also have his office there. Plans have been made for joint trips to visit project sites by representatives of the 3 parties. The project paper for the loan used a collaborative effort of the GOI, MUCIA, and AID and represents a concensus.

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A. Are there Adverse Side Effects to this Project?

a. Economic? No This project is designed to help improve agriculture which appears to be a key to Indonesian development.
b. Ecological? No The joint project is helping set up programs in environmental studies
c. Social/Political? No GOI has to proceed cautiously though since IPB and UGM are receiving bulk of project aid and other institutions are naturally envious.
d. Health? No

B. Are the Benefits Justify the Costs? Yes. Considering the amount of project funding, this project has had an excellent cost/benefit ratio. The exact cost/benefit in the case of a project like this is hard to figure but just one situation can be illustrative. Formerly all universities had either a 5 or 6 year curriculum and few graduates so that there was a high wastage rate and high costs per graduate. The 4 year program developed at IPB has already doubled the percentage of graduates and will doubtlessly do likewise elsewhere when it becomes fully operative at all the universities. Hopefully GOI recognizes this important way to use its higher education facilities more economically and is promoting the 4 year curriculum as a national system in all other areas. This one factor will save the GOI the cost of this project in one year!

C. Are there any unanswered questions?

a. Not considering unanswered, but the University of Wisconsin has taken advantage of this contract to become a very strong center for Indonesian studies.
b. On the basis of this project it may now be possible to build at IPB a top quality graduate program. IPB has developed a plan to do just this and is seeking Title III funds to make IPB a center that can give Indonesia the top leadership it needs in agriculture

Section III Summary: Although this project is in higher education and does not apparently impinge directly on the lives of the poor poor, there are a few instances of direct relationship and very strong indirect relationships. For example, one of the (cont'd)

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subprojects on public services is to help develop a program known as the FFN. In this program, the students go out to work in rural communities to learn more about the needs of the poor and to try to help the people to produce more and to live better. The concept of this program is excellent and this project has helped to get it organized in the Agricultural Faculties. Its impact will depend on how well the program is organized and the Higher Agricultural Education Project plans to put greater emphasis on the program next year now that it appears to be off to a good start. This project also is working with the universities to develop their experimental programs so that they too can assist the small farmers solve specific problems. Once again this project has parried this concept and has managed to get programs started at both IPB and UGM but both programs are in their early stages so that the impact is not yet measurable.

As to indirect relation to the rural poor, the need for agricultural leaders who have an understanding of the problems of the poor, who are dedicated to helping solve the problems, and who have the training and ability to find solutions is acute. This project is dedicated to developing this type of agricultural leadership and as the graduates get out into the field it should be possible to see tangible results.

With some assistance from this project and with the help of the Ford Foundation, IPB has developed Project Access. This is to help IPB to recruit students from rural areas all over Indonesia since a student from any of the provincial high schools will be accepted by IPB without taking the entrance exam if he has his principal's recommendation. To help make it possible for the poor boys from the provinces to attend, there is a special scholarship fund available for them.

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8. Who are the direct and indirect beneficiaries of this project?
The direct beneficiaries are the students who receive better, more relevant programs and are able to finish these programs on schedule At any one time there are over 10,000 students involved. The indirect beneficiaries will be the host of farmers who will receive better services from the government because the agricultural leaders are better trained.

9. Overall Assessment of Project Performance

Unsatisfactory			Satisfactory			Outstanding
1	2	3	4	5	6	7
					X	

This project is going very well despite the uncertainties of the change-over from a grant-funded project to a loan-funded project. Contractor has provided leadership. Directorate General has given the project high priority. Participants have been well selected, are doing well. Those that have returned are making good contributions to the project objectives. Project itself is well conceived, and now that funding source is assured, it should become a very outstanding project.

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PROJECT APPRAISAL REPORT (PAR) - Indonesia

Higher Agricultural Education for period 1/1/76 to 12/31/76

ADDITIONAL NOTES

The Higher Agricultural Education Project is a 10 year project now in its sixth year. It is being implemented by an Institutional Development Agreement with the Midwest University Consortium for International Activities (MUCIA). The first 5 years it was grant financed, but during the 6th year it went through the process of being converted from grant to loan financing. During this process there were many uncertainties during the documentation process for the approval of loan financing. A loan for the technical assistance and training for this project was a new step for the Government of Indonesia which had formerly thought of loans only for infrastructure and capital development type projects. Also the documentation and approval process of USAID and AID/W took longer than was expected so that a special grant was made to keep the project alive during the transition period, and then it was necessary to extend the period for grant funding without increasing the grant amount to cover still another period while waiting for the documentation on the loan to be completed.

The significant thing is that despite the uncertainties, the project continued without any program interruptions. The participants in the U.S continued, the commodities ordered kept arriving and being processed, and the MUCIA representatives and their GOI counterparts kept at their tasks in relation to the project. Because of the uncertainties, however, little that was new was started, and project expenditures were reduced to a minimum level.

The Annual Review held early in 1976 which normally would have dealt almost exclusively with substantive project items was devoted more to discussing what the change-over to loan financing would entail. This Annual Review Report was entered into the record as a part of the evaluation of the progress of the project. Similarly the Report of the 1976 Annual Review held in March 1977 when it has been compiled and edited is to be included as an integral part of the evaluation of the project for calendar year 1976.

Actions on Recommendations from Previous Project Appraisal.

2. PAR for period April, 1973 to March, 1974

a. "An evaluation will be made of the five years operation ..." by team of two experts, Dr Roland R. Renne and Dr Kenneth L. Turk,

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were brought to Indonesia for two weeks in late 1974 to make an out-de evaluation. The results of their recommendations will be commented on below.

1. "The Consortium and the universities shall prepare and establish a system for ordering, receipt, use, maintenance ... of commodities..." The contractor subsequently developed a complete manual for the maintenance of the commodities. This system has worked very well. The main recipients of the commodities, IPB and Gadjah Mada University, have both established commodity systems and Gadjah Mada has a 52 page inventory of each piece of equipment and what it is being used for. An overall survey of all the one million dollars worth of equipment imported by the project was inventoried in late 1976 and only some five thousand dollars worth of equipment, less than one-half of one percent, could not be accounted for. On visits by the Chief of the AID Education and Human Resources Division to the universities, it was noted that the equipment is receiving productive use.

2. "The Consortium and the universities shall prepare a report developing the plans for personnel development ...." This proved to be a very difficult assignment and the universities are still in the process of developing personnel plans. The Recommendation was important in that it caused the universities to start some important planning for the future.

4. Jenne and Turk Report, December 1974

1. "The AID-MUCIA-Indonesia Higher Agriculture Education Project should be continued or extended for implementation in Phase VI." The project was extended under grant funding and converted to loan funding in November, 1976. From now on the project title will be entitled the "Indonesian Higher Agriculture Education Project" in which MUCIA and AID will participate. This is to reflect better the true nature of the project and to reflect the collaborative style.

2. "A gradual shift in emphasis should be made to give higher priorities to applied research and public service to meet the needs of Indonesian agriculture." Such a shift is taking place. IPB is developing its experimental plots and teaching farm and Gadjah Mada has recently acquired a suitable plot for an experimental and teaching farm. This, of course, is an area where much improvement is still possible and will be a focus of the 1977 project activities.

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3. "Increased emphasis might be given by MUCIA to the areas of socio-economics and communications in the Higher Agricultural Education Program."
This is highly desirable and IPB now has the staff to develop a concentration in Agricultural Economics. The universities are still developing staff to meet this recommendation.

4. "Indonesian universities should give faculty status to visiting professors ..."
With many fewer short-term advisors and only one long-term advisor, this recommendation is no longer significant.

5. "The term 'advisor' should be changed to 'visiting professor' ...."
Recommendation no longer significant.

6. "The staff development program has been one of the highlights of Phase I and must be continued, but increased emphasis during Phase II might well be given to:
(a) Plans for a larger number of Indonesian graduate students to return to Indonesia to do their thesis research."
This recommendation appears valid but in practice has worked out poorly. It has prolonged the time it has taken to complete the degree and has made the training more costly and but little more suitable. It has been found better for those who return generally to complete degree at an Indonesian university.
(b) "Use of third country ...." There are sufficient SEARCA scholarships to meet this need
(c) "Utilization of more advanced American Ph.D. students for their thesis research in Indonesia."
Indonesians are not eager to use their scarce loan funds to pay for American students to do thesis research here.
(d) "Use of American graduate students as teaching and research assistants ..."
This recommendation was found to be feasible only under exceptional circumstances, and the Indonesians do not believe it a good use of their loan funds.

7. "Consideration should be given to the assignment of more long-term visiting professors ..."
Since funds are limited, Indonesians find it better to use funds to train more staff members.

8. "Consideration might well be given to a reorganization of the 'Visiting Director' ."
This recommendation was met when the person who formerly operated as Visiting Project Director moved to Jakarta as a full-time Chief of Party

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He is a top administrator (formerly Acting Chancellor) from the University of Wisconsin, and by the end of 1976 the project administration in Indonesia, as well as in the U.S., was going very smoothly. The processing of short-term consultants, participants, and commodities was well organized. The two offices in Bogor and Jakarta had capable, efficient local staffs. It was doubtlessly the capable administration of the Chief of Party that made it possible for the project to continue so well during 1976 when there were uncertainties and changes in the project financing and documentation

On of the situations caused by having such a top level administrator heading up the project was that administrative costs were somewhat higher than normal Now that the project is operating well and administrative procedures are well established, it should be possible to lower administrative costs.