

PD - AAS-308
 ISN: 42579

CLASSIFICATION
 PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

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|--|------------------------------------|-------------------------------|--|--|
| 1. PROJECT TITLE Rural Development Management | | | 2. PROJECT NUMBER 517-0125 | 3. MISSION/AID/W OFFICE USAID/DR 000062 |
| 5. KEY PROJECT IMPLEMENTATION DATES | | | 4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 84 | |
| A. First PRO-AG or Equivalent FY 81 | B. Final Obligation Expected FY 86 | C. Final Input Delivery FY 86 | 6. ESTIMATED PROJECT FUNDING A. Total \$ 1,100,000 B. U.S. \$ 1,100,000 | |
| | | | 7. PERIOD COVERED BY EVALUATION From (month/yr.) June 83 To (month/yr.) December 84 Date of Evaluation Review January 85 | |

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

| A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.) | B. NAME OF OFFICER RESPONSIBLE FOR ACTION | C. DATE ACTION TO BE COMPLETED |
|--|---|--------------------------------|
| 1. Postpone implementation of the 5 month course. | ISA/CADER Director | See notes attached. |
| 2. Take actions for retaining CADER staff (salary increase and incentives for case writers). | ISA/CADER Director | See notes attached. |
| 3. Extension of TA. | USAID/DR Project comm. | FY 86 |
| 4. Sources of endowment for CADER staff. | USAID/Project comm. | See notes attached. |
| 5. Sale of CADER services to GODR institutions and private sector. | ISA/CADER Director | Action partially taken. |
| 6. CADER relationship with ISA. | ISA/CADER Director | FY 86 |

B. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

| | | |
|--|---|--|
| <input checked="" type="checkbox"/> Project Paper | <input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network | <input type="checkbox"/> Other (Specify) |
| <input checked="" type="checkbox"/> Financial Plan | <input type="checkbox"/> PIO/T | _____ |
| <input type="checkbox"/> Logical Framework | <input type="checkbox"/> PIO/C | <input type="checkbox"/> Other (Specify) |
| <input type="checkbox"/> Project Agreement | <input type="checkbox"/> PIO/P | _____ |

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

| | |
|----|--|
| A. | <input type="checkbox"/> Continue Project Without Change |
| B. | <input type="checkbox"/> Change Project Design and/or |
| | <input checked="" type="checkbox"/> Change Implementation Plan |
| C. | <input type="checkbox"/> Discontinue Project |

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

- Emilio Martínez, Project Manager, ARD *B.M.*
 - Marion H. Ford, ARD Officer, USAID/DR *M.H.F.*
 - Erhardt Rupperecht, ARD *E.R.*

12. Mission/AID/W Office Director Approval

Signature: *[Signature]*
 Typed Name: Henry H. Bassford, Director
 Date: _____

NOTES ON DECISIONS AND/OR UNRESOLVED ISSUES

1. Implementation of the 5-Month Course

The evaluators had their doubts about the capability of CADER to carry out this program, mainly because CADER does not have the human and physical resources to meet this requirement, and recommended that implementation of this program be postponed. USAID agrees with this recommendation.
2. Retention of CADER Staff

Base salary was recommended to be increased at least 50%. Salary levels have not been corrected and no other fringe benefits are provided. The incentive for case study production is not adequate. USAID is holding discussions with ISA/CADER on the funding source to implement this recommendation.
3. Extension of Technical Assistance for Additional Years

Reprogramming of training and equipment funds was approved by USAID for additional technical assistance in case study development and project implementation. Mission will be developing a PP amendment to extend project activities for an additional two years.
4. Sources of Endowment for CADER Staff

This is an issue to be considered by USAID for the project extension. Endowment proposal is being studied by ISA/CADER.
5. Sale of CADER Services to GODR Institutions and Private Sector

CADER is organizing seminars, and preparing case studies for the private sector, and charging for room and board costs of participants and for case study preparation. CADER is considering expanding its services and increasing charges for services rendered, to cover overhead costs.
6. CADER Relationship with ISA

It is recommended that CADER should remain a part of ISA, but CADER should have more institutional independence to carry out its mandate.

XD-AAS-308-A

ISN 42580

EVALUATION

RURAL DEVELOPMENT MANAGEMENT

Project No. 517-0125

(ISA/CADER)

December 1984

Prepared by:

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for

USAID/Dominican Republic

000062

Acknowledgments

The Evaluation Team wishes to express its sincere gratitude for the excellent cooperation and assistance it received from all members of the ISA/CADER administration, faculty, staff and members of the Board who greatly facilitated our work in every way. We also appreciate the assistance provided by members of other organizations, in both the public and private sectors, with whom we had contact. A list of most of those interviewed appears in Annex 3. This evaluation report attempts to capture and reflect their valuable contributions.

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ANNEXES:

- Annex 1: Abbreviated Terms of Reference
- Annex 2: Evaluation Methodology and Procedures
- Annex 3: Persons Contacted
- Annex 4: Achievements Against Plan

I. EXECUTIVE SUMMARY

The purpose of the Rural Development Management Project is to establish an institutional capability to provide in-service, in-country training opportunities to upgrade management skills of public and private sector officials working in the area of rural development. Under the project, the Center for Administration of Rural Development (CADER) of the Instituto Superior de Agricultura (ISA) has been provided physical infrastructure, staff training, technical assistance and funds for operating costs and equipment. With these inputs, CADER has developed a training program consisting of seminars, workshops, a five-week administration training course and a 5-month diploma program. From the standpoint of effective utilization of inputs to achieve targeted outputs, the project has been highly successful. This evaluation assesses progress in the development and execution of the training program with emphasis on its appropriateness and effectiveness. It also assesses progress in regard to institutional development, focusing on financial viability, self-sufficiency and operational efficiency.

For the most part, CADER's training program is appropriate and effective. Its seminars and workshops have provided a forum for informed debate and rational decision-making regarding problems of considerable significance. They have involved participants from a wide range of political, economic and social levels, including poor farmers, Congressmen and the President. The five-week administration course has been well received and is in high demand. Participants speak highly of it and claim the training has helped them become more effective in their work. The 5-month course is yet to be implemented. There is still indecision as to what CADER's role should be in providing training in administration beyond that which they are currently providing.

In terms of institutional development, ISA/CADER currently has the administrative capability and the professional staff/faculty to effectively implement their present training programs. However, there is a high level of personnel turnover because salary levels and other incentives are not adequate. CADER will soon suffer from an acute shortage of qualified staff. CADER should not be expected to become financially self-sufficient, even in the medium-term. It is primarily a research and education institution of a design and function which, by nature, does not auger well for self-sufficiency. Without continued outside support, CADER will cease to exist.

CADER has the makings of an institution that can provide the GODR and donor agencies with cost effective results, particularly in the area of policy dialogue and improved administration of rural development. However, it needs more time to garner support and establish a core funding base. For this to happen, ISA and the

GODR must immediately define CADER's future role and mandate and establish a strategic, medium-term development plan accordingly. If that mandate includes continuation of the level and quality of training it is currently providing, the ISA Board must also alter salary policies in time to permit CADER to retain at least a portion of its current professional staff. Replacement staff must be sent for training as soon as possible. ISA and USAID should begin now to seek a commitment of PL-480 funding for the next five years to finance operating costs. Sources of endowments for CADER staff should be actively pursued, including the use of ESF local currency generations. USAID needs to continue to provide the services of at least two full-time expatriate advisors for an additional 3-5 years.

II. BACKGROUND AND INTRODUCTION

The Rural Development Management Project (520-0125) was signed in June of 1981 with the purpose of establishing in-country institutional capability to provide in-service management training to public and private officials working in agriculture and rural development. This was to be achieved through the establishment and operation of a Center for Rural Development Administration (CADER). Training was to be provided in the form of: (a) Seminars for the analysis of specific agriculture problems, and policies, for officials and academics; (b) short-term in-service training courses for agricultural managers and program leaders, emphasizing administrative techniques; and (c) a 5-month diploma program in agricultural management and production. The Center was to be established as a permanent part of the Instituto Superior de Agricultura (ISA).

The project experienced many of the usual start-up delays and few of the planned outputs were achieved during the first two years. However, during the past 18 months implementation has proceeded extremely well. Nearly all planned levels of outputs will be met or exceeded (some substantially) within the one-year extension granted the project. (See Annex 4: Achievements Against Plan, for details).

The purpose of this evaluation is to provide the USAID/DR, ISA, GODR and others concerned with a basis and guidelines for pursuing the decisions required to determine CADER's future role and corresponding development assistance needs and to improve its effectiveness. Part III. sets forth the Evaluation Team's conclusions and recommendations. Part IV.A. provides an assessment of CADER's institutional development with emphasis on financial viability, staffing and operational effectiveness. Part IV.B. assesses progress in regard to the development and execution of the training program and focuses on the effectiveness (impact) of the various training activities, the appropriateness of the training methodologies and the adequacy of the pedagogical materials developed and utilized.

III. CONCLUSIONS AND RECOMMENDATIONS

A. Staff Development and Retention

Conclusions: Base salaries for CADER professional staff are too low and other incentives insufficient to retain qualified staff. Of current staff, few, if any, will remain within two years. Even if salaries and other incentives are greatly improved, turnover will remain a problem. With the lack of an on-going participant training program, CADER faces a high probability of an acute shortage of qualified staff in the near future. Academic training of current staff is good as a result of scholarships, but lacks depth in case study development and utilization. The staff is also short on practical experience in field research to develop case studies and, to a lesser degree, in the use of case studies in training programs. At present, the AID-funded advisors are doing a good job of filling these gaps.

Recommendations:

1. ISA's Board needs to approve a general one-time "catch-up" increase of base salaries for CADER professional staff of at least 50 percent. It also should provide for annual increments to keep up with inflation and compete in the marketplace.
2. The incentives for case study production should be awarded in a certain and timely manner.
3. A more concerted effort should be made to incorporate outside consulting opportunities into CADER activities in a manner which will benefit the professional staff.
4. ISA and USAID should explore possible sources of endowments and mount a campaign to acquire them, perhaps utilizing a matching-funds approach.
5. For the future, the possibility of providing housing and increasing other fringe benefits should be investigated. Some of the new dormitory space might be converted into efficiency apartments.
6. As soon as possible, replacement staff should be trained using funding available under the CBI Training Initiatives project and any other funds available, or potentially available, to ISA for this purpose.
7. Provisions should be made to continue the services of at least two full-time expatriate advisors to assist the Dominican staff in case study development and utilization for an additional period of 3-5 years.
8. ISA should seek ways to reincorporate ex-staff members through short-term arrangements for specific tasks.

B. Financial Viability

Conclusions: It is unreasonable to expect CADER to become financially self-sufficient based on revenues it might generate from the provision of training courses and seminars for public sector institutions and consulting services. These can contribute more than they do now, but without USAID or another source of core-budget support CADER will fold. CADER is basically a research and educational institution of a design and function which will not permit it to become self-supporting through the sale of its services.

Recommendations:

1. ISA and USAID should begin now to seek a commitment of PL-480 funding for the next five years.
2. The possibility of utilizing ESF local currency generations to establish an endowment(s) for CADER staff should be pursued.
3. ISA/CADER needs to embark on a more forceful marketing effort to sell its seminars and training services to GODR institutions and the private sector at a price which more closely reflects their real costs.

C. Institutional Relationships

Conclusions: That CADER is a part of ISA is both a strength and a problem. It anchors CADER firmly with the private sector, but it also slows CADER's growth and hampers its policies, especially on faculty salaries. The fact that it is viewed as a public (service) institution also hampers its ability to sell its services, particularly consultant services to the private sector. The CADER/IAD/LTC relationship has worked reasonably well to the benefit of all these institutions. CADER's informal relationship with the Harvard Business School has also been beneficial.

Recommendations:

1. CADER should remain a part of ISA as long as ISA is willing to adopt policy measures which will permit CADER to develop into an institution capable of carrying out the mandate assigned to it.
2. CADER should seek inter-institutional ties with INDRHI, CNA and the Agriculture Bank as soon it has the appropriate faculty/staff to provide them with effective services. USAID should promote these ties through the use of resources available under the On-Farm Water Management and Agriculture Policy projects.

D. Project Implementation/Administration

Conclusions: After start-up delays, project implementation has proceeded unusually well as USAID projects go. Project resources will have been mostly expended and targeted outputs achieved or exceeded within the one-year extension of the PACD. Overall, ISA has done a commendable job of administering the project. Nevertheless, there are a few administrative procedures and communication problems which need attention and can be resolved internally. CADER staff need access to more vehicles and more appropriate vehicles in order to effectively do field work and to interrelate with high level officials in Santo Domingo.

Recommendations:

1. ISA/CADER administration should work with the CADER staff to establish procedures whereby: (a) the petty-cash fund will be replenished and checks for per diem and other travel expenses will be signed and issued on a fixed, periodic basis, perhaps twice a week; and, (b) CADER staff will be encouraged to participate in a collegial, institutional planning and growth process.
2. Any follow-on project, should take into account the transportation needs of CADER staff, as well as other equipment, such as word processors and computers, which would allow them to make more efficient use of their time.

E. Five-Week Administration Course

Conclusions: This course has proven acceptable to the personnel of a broad range of public sector institutions and to be an effective means of increasing their administrative skills. Participants from different institutions have learned to work together to solve sector problems. The teaching methods used and the course materials are appropriate and adequate. Most participants are applying some of their newly acquired skills, but not all participants occupy positions in which they can apply them.

Recommendations: The number of these courses should be increased, but with a more careful selection of participants towards those who can benefit most from the training.

F. Impact of CADER's Seminars on National Problems and Fostering Dialogue

Conclusions: The seminars have demonstrated their potential to have a significant impact on national problems through the fostering of dialogue. Examples of this are their contributions to (a) the likely promulgation of two new laws to change sector

policy, (b) a substantial increase in coffee export quotas assigned to producer associations, and, (c) a 50 percent increase in the price paid to tobacco producers.

Recommendations: These seminars should continue in close collaboration with the National Agriculture Council (CNA) as it begins to study and reform agriculture sector policies.

G. Quality and Quantity of Case Studies

Conclusions: The quality of the cases is generally good, but they often omit simple details that would put more realism in the analysis and decisions students make. The studies are not terribly useful for decision makers in real life as they do not have 24 or 48 hours to study and research the case. They need the decision options much more spelled out, with advantages and drawbacks of each. There is still a need to develop more Dominican case studies.

Recommendations:

1. Case study writers need to spend more time researching cases in the field, particularly cases closely related to production and campesinos, in order that they better reflect real life situations.

2. Case studies used in seminars with decision makers should spell out decision options along with some of their advantages and disadvantages.

3. Continue to place emphasis on the development of Dominican case studies.

H. Graduate Level Program

Conclusions: In its present stage of development CADER doesn't have the human and material resources to meet the needs of a graduate program. The quantity and quality of teaching material is not sufficient. Without significant increases in professional staff, CADER could not continue its present program along with a graduate program.

Recommendations: Any planning towards a graduate program or participation in a graduate program should contemplate a 3 to 5 year horizon for initiation of training, in order to build staff and other resources.

IV. FINDINGS

A. Institutional Development

1. Staff Development and Retention

a. Progress to date in building a qualified faculty

Fair, and good when the AID-funded advisers are counted. However, this progress is fragile. CADER is like a solid college football team that relies mainly on juniors and graduating seniors, with few sophomores and freshmen and no high school recruiting program.

Most of the faculty are likely to leave as soon as their moral obligation to ISA is fulfilled (to return for two years following graduate study abroad). And there are no replacements in the "pipeline" for them.

The ISA/CADER leadership needs to begin and conduct a yearly planning session with emphasis on how to recruit, initiate, motivate and retain good faculty members. There are some elements of this in place now -- for instance, an evaluation system -- but salary levels are much too low, and delivery of incentives for case writing far too slow and uncertain, to achieve a morale, and esprit-de-corps such that good faculty members will want to join CADER and remain there.

b. Structure and level of faculty salaries

The salary level is far too low to attract and retain good talent. Meanwhile, the private sector is responding to the changing national economic policies by seeking good talent, offering salaries paid partly in dollars, at a level CADER does not now begin to meet. Many professors are earning less than RD\$800, at a time when in the private sector a competent economist with a M.S. degree from the USA can reasonably expect to find work at twice to three times that amount.

Even in the public agricultural sector, we heard of various methods that are being used to raise many well-qualified professionals to earnings between RD\$1,200 and RD\$1,800, lest they all leave. This frequently involves employing by year-to-year contract, rather than by "nomina," but since civil service tenure protection is flimsy at best anyhow, it does not seem to be discouraging many of the economists from accepting such salaries.

If salary levels are not raised significantly, it is likely that none of CADER's present staff, including the Coordinator and ISA's Director, will still be around three years hence. To continue in the metaphor, the coaches will be leaving too.

The structure of salaries, unlike the levels, is reasonably sound. That is, there are now several years of experience with an objective evaluation process that is actually used to allocate merit pay increases among faculty members, and to evaluate candidates for promotion to higher faculty ranks. We reviewed the last two years of this process, and it appears to be both sound and similar to those used in many major U.S. graduate programs. Student course evaluations, evaluations by department heads, and by ISA/CADER top management, all play a role -- as they should -- and we were told that faculty members are told how they scored, and why.

In addition, with hesitation, ISA's Board recently agreed that the faculty in CADER could be paid up to 10% higher salaries than ISA staff members who teach at the secondary school or undergraduate levels. Even more tentatively, it approved payment of a bonus to the writers of cases, ranging from RD\$200 to RD\$500, upon completion and delivery of a satisfactory case. There has only been one "round" of such bonuses, and interviews with the faculty made it clear that the long delay from the time a case was delivered until a bonus was paid had reduced the incentive greatly. In addition, ISA top management used its final authority to modify -- downward -- the amount of an award as determined by the committee in charge of reviewing cases and recommending the size of the bonus in each particular case. This act was seen as arbitrary, and further discouragement for those for whom the case-writing bonus was supposed to be a powerful incentive.

Incentives, to be effective, must be certain, valuable, and prompt. ISA/CADER leadership knows this now, and will doubtless move much more rapidly and surely in handling the second batch, about to be processed.

The trouble remains that all of the improvements -- the 10% differential, the merit raises of 1983 and 1984, and the incentives for case writing -- all together will not quite keep CADER's Dominican faculty members even with inflation. ISA's Board needs to consider very seriously a general, one-time "catch-up" raise for CADER staff on the order of 50%, and an annual "keep-up" raise that reasonably parallels what happens with professional salaries in the public and private sectors.

c. Contribution of the technical assistance

It is clear that without the AID-funded technical assistance, CADER would not be able to operate its present program. The highly successful seminars with the Congress and with IAD would not have happened at all, or would have been much less successful. At the Seminar with IAD which the Evaluation Team attended, expatriate faculty made most -- though not all -- of the presentations. They did an excellent job, but this still raises the question of what will happen at CADER after the AID-funded technical assistance ends, now scheduled for December 1985.

2. Financial Viability

a. Progress

First, by way of perspective, it should be noted that not even INCAE, some 15 years old, I believe, is yet able to operate without a substantial USAID contribution.

CADER staff naturally incline toward accepting the concept of the market test as a good standard. They have achieved a good record of selling seminars and short courses to GODR institutions and to USAID, sometimes at cost and always at a significant fraction of the total costs. Nonetheless, they have not yet persuaded any institution to pay all of the costs of these events, let alone overhead.

USAID, at least, should understand that if CADER is ever to approach financial self-sufficiency, then AID itself must insist on paying reasonable overhead (rather than merely reimbursing actual hotel and meal costs) when it asks CADER to organize a seminar, as with the recent IDIA event. In that particular case, a lot of valuable staff time went into preparing and executing the event -- at the expense of case writing and other duties -- so the USAID grant and the Government of the Dominican Republic subsidized the IDIA meetings, perhaps unknowingly.

For the future, CADER must ask -- and USAID should lead by insisting on paying -- reasonable overhead. To begin, we would suggest perhaps using a 25% fee, but it might be useful and educational for all concerned to go through the same exercise that is used in the USA in determining overhead fees.

ISA has also made progress recently in its financial relations with UCAMAYMA. A problem arises from the fact that ISA teaches about a third of the class hours in the Ing. Agromono degree program, and ISA pays the faculty salaries, but UCAMAYMA collects all the tuition. It is true that many students pay for their education on an installment plan, but ISA has had to pay the faculty salaries in cash, just as UCAMAYMA does with its own staff. We were told that UCAMAYMA is now getting itself current with ISA for these costs.

For CADER, this improvement in ISA/UCAMAYMA financial relations bodes well for negotiations over possible future graduate programs. In the short run, it also means more stable finances for ISA itself. This will help CADER, whose operations have sometimes been hampered by ISA's cash flow and income problems.

b. Is consulting a source of financial viability?

It is a minor source, but should be pursued. There is a lot of competition out there already, from would-be suppliers of

consulting services (see Agricultural Policy Planning project), and there will be more as soon as there is effective demand through that new project.

CADER can be highly competitive -- however, in my judgment it cannot realistically expect to fund the entire program, nor even a large share of it, from overhead charged on consulting activity by the professors.

Consulting activity is a partial solution to the salary problem, in the short-run, and ISA recently adopted rules concerning how such salary increments will be handled. While reasonable on their face, they will probably be modified as ISA gains more experience. Only two such contracts have been executed so far -- one with USAID.

c. What will happen to CADER, without AID support?

It will have to close. Its remaining assets would probably be folded into ISA's ongoing undergraduate teaching program.

3. Institutional Linkages

a. What are CADER's inter-institutional arrangements, external and national? What potential is there here?

The IAD-LTC-CADER arrangement has worked reasonably well, to the benefit of all three institutions. It has enormously broadened CADER's scope for work with the agricultural public sector, and has brought CADER staff into contact with genuine campesinos and the magnitude of national agrarian problems.

It also demonstrated clearly to IAD and its leadership the great need and potential for management improvements in IAD, at both headquarters and field levels. The IAD/LTC/CADER ties are on a project basis, rather than overall institutional ties. This seems effective and the lowest-cost way to go about it.

CADER also maintains more informal arrangements with the Harvard Business School, at very low cost, through informal ties with specific professors and periodic visits by CADER leadership.

CADER ought to be seeking inter-institutional ties with INDRHI and the Agricultural Bank, but does not now have enough faculty with appropriate training -- it doesn't have much to offer them. This should be worked on in the coming year and in any follow-on project.

b. The relationship of CADER and ISA

This relationship is both a strength and a problem. It anchors CADER firmly with the private sector, especially in the Cibao region, but it also slows CADER's growth and hampers policies, especially on faculty salaries.

Operating and communications problems in the relationship with ISA can be resolved internally, and this evaluation exercise will help. For instance, there is no reason why the process of writing a check -- whether to reimburse petty cash or to pay for supplies -- should take from one to two weeks, when no piece of paper moves more than 15 meters at any time.

A competent management -- which ISA certainly has -- can undoubtedly come up with a plan such as that used in well-run private firms, wherein all vouchers, etc. presented before the close of business on Monday and Wednesday lead to actual checks being written on Tuesday and Thursday morning, and wherein those who must sign the checks all know that they must, every Tuesday and every Thursday, be available for signing or delegate that authority for all ordinary amounts. Thus the payees could count on picking up their checks approximately 24 hours after presenting the paperwork in good order.

We are aware that some Dominican companies -- and USAID itself -- do not process payments quickly. "Mal de muchos, consuelo de tontos." ISA/CADER, as a management center, needs to set a good example.

4. Project Implementation

a. Organizational factors in project implementation

This has been touched on above. Vehicle use, petty cash and check-writing procedures, and participatory, collegial involvement in institutional planning and growth need attention -- and should receive it as part of this evaluation exercise and of the development of any follow-on project.

In addition, though CADER has the use of one IBM PC, it is woefully behind the times in exposing students to computing equipment now available and in use elsewhere. CADER should, at a minimum, acquire enough personal computers for every participant to get at least a simple hands-on introduction to spreadsheets and word processing. In addition, CADER and ISA should have word processing facilities for case preparation, report and proposal writing, and routine correspondence.

b. Delays in project implementation

Initially, there were long delays in moving PL480 funds through the GODR and getting actual disbursements. Since May, 1984, these funds have been moving smoothly, according to Dr. Quezada. The construction of the graduate program dormitories is about a year behind schedule, but they are expected to be ready in January 1985, in time for the next 5-week course. Fortunately, all the furnishings were purchased well before the economic crisis and the project is expected to come in within budget.

CADER has shown skill and flexibility, more typical of well-run private enterprises, in adapting its program activities to targets of opportunity, such as the IAD/LTC project and the workshops with Congressmen, and in the writing of Dominican case materials, rather than lamenting the delays in buildings and PL480 funding.

However the delays in identifying and recruiting Dominican faculty members is worrisome. No new faculty members went abroad in 1984 to study under commitments to return to CADER (except for one who only stayed at INCAE for one week, and who in retrospect does not appear to have been likely material for a teaching position in any case). This delay will become a serious problem as the expatriates funded by USAID complete their contracts and leave.

5. Graduate Degree Capability

Given the thin faculty resources and doubt about how much longer many professors will be on board, it is premature to mount a post-graduate degree program. Rather, CADER is proceeding to institutionalize its 5-week intensive programs. The 5-week course is now required of undergraduate Agronomy majors, and receives appropriate credit toward that degree.

There is indeed a need for a post-graduate management program, and one could eventually be established -- probably integrated in some form with the existing but also understaffed part-time program UCAMAYMA runs at its Santo Tomas campus in Santo Domingo. However, there is much to be said for inserting more practical management courses into various undergraduate professional degree programs as perhaps even having a higher priority -- and certainly more feasible with present human resources.

6. Summary and Future Needs

Management is still a critical factor in development, and this project appears to be a cost-effective way of improving it. CADER has risen to opportunities very effectively, especially in working with the Dominican Congress on topics that are to be the subjects of legislation affecting the agricultural sector. (The proposed bill allows land reform beneficiaries to have well-defined

individual plots and rights, in a framework of a service cooperative, in place of the previously dominant and unproductive collective model. Another project will lead to the creation of a major agricultural reasearch program.)

However, ISA's Board and leadership do not now have a coherent view of their mandate or their plans for CADER in the medium and long runs. Likewise, there was never any reason to expect CADER to be financially self-supporting as early as 1986, and it won't be. Nevertheless, CADER has made some progress in selling services, and should continue to do so during any follow-on project.

By way of comparison, one might note that neither INCAE nor the International Agricultural Research institutions has come close to self-sufficient financing in 15 years, nor will they do so any time soon. What they can do, however, is provide cost-effective results for donor agencies -- and so can CADER/ISA.

ISA/CADER should organize a seminar or workshop as soon as possible, to think through -- at Board and staff level and with participation of GODR agencies -- the future role and mandate of CADER. Luis Crouch urges that this happen during three days in the period January 7-11, 1985. It should certainly be done sometime in the next three months. It should include a serious revision of staff salary levels.

ISA/CADER ought to nail down PL480 funding for the next five years now. CADER's work is well respected and there is a highly receptive and bipartisan political climate at present, which may not be there three years hence.

The previous two steps would be the basis for designing a follow-on project for AID funding, concentration on further technical assistance through expatriate staff, possible faculty salary supplements, possible matching of private sector donations, and various other institution-building steps to assist ISA/CADER in its move toward eventual self-sufficiency while maintaining an effective program for improving management skills and the achievement of political support to enact and implement improved agriculatural sector policies.

The design of any follow-on project should take into account Mission activities in the on-farm water management and rural savings mobilization areas, as well as forestry, the new research program, and especially the CNA agricultural policy studies activities.

B. Development and Execution of the Training Program

CADER was established in 1981 as a part of ISA, a public institution founded in 1962 to support the development of the agricultural sector in this country, through education, training, research and advisory services. The Center is oriented to train persons who have administrative responsibilities in the agricultural sector, but have not previously had the opportunity to obtain training in administration. Up to the present the activities of the Center have been prevalently oriented towards the public sector. Most of its clientele came from public institutions: the Secretariat of Agriculture, the Dominican Institute of Agriculture (IAD); the Dominican Institute for Price Stabilization (INESPRE); the Plan Sierra; the Institute for Water Resources (INDRHI). Some short seminars and workshops included groups from the private sector. The Center offers at the present time two different types of programs: a five-week intensive management training course and short seminars and workshops to deal with one specific subject.

1. The Five-Week Management Training Program

The objective of this program is to improve the management ability of the persons who make decisions related with agriculture, at the national, regional and local levels. These include farm administrators, managers of small agricultural enterprises, administrators of agrarian reform projects and employees of national agricultural agencies.

a. Outputs

In this program, the CADER has carried out six courses from 1981 to the present, with the following clientele:

| Course | Total | ISA | IAD | SEA | BAGRICOLA | Others |
|----------|-----------|-----|-----|-----|-----------|--------|
| 1 | 8 | 8 | - | - | - | - |
| 2 | 34 | 25 | 8 | - | - | 1 |
| 3 | 23 | - | 23 | - | - | - |
| 4 | 54 | - | 21 | 12 | 9 | 12 |
| 5 | 54 | 39 | - | 9 | - | 6 |
| <u>6</u> | <u>37</u> | 2 | 19 | 14 | - | 2 |
| | 210 | 74 | 71 | 35 | 9 | 21 |
| % | 100 | 35 | 34 | 17 | 4 | 10 |

b. Demand

These courses are important because most of the personnel working in the public agriculture sector have some knowledge and experience in the substantive areas of agriculture, but have not received any training in administration. The demand for this kind of training is substantial in all the agencies of the public sector. It is still greater if the needs of the private sector are taken into account.

c. Effectiveness

The courses are effective for several reasons. First, giving the participants some knowledge of administrative theory, complements their professional training in agriculture and permits them to perform their management responsibilities better. Second, the participants in the courses come from different public agencies and learn to work together in the solution of agricultural problems. This increases the possibilities for future inter-agency coordination in the public sector, in a government in which this is not easy to achieve.

Three teaching methods were used in the courses: the analysis of cases, workshops with lectures and technical papers, and laboratories which consisted of practical exercises in the field. The case method proved to be valuable in this five-week course. It represented a departure from the traditional lectures in class, produced active participation and teamwork by the participants, required the efforts and initiative of each one, and stimulated creativity in devising solutions to the problems presented in the cases. As it is a different methodology of training, the case method required some adjustment by the participants in the early stages of each course. The participants usually expressed doubts at first, but later accepted the new method of learning as they observed its effectiveness for achieving solutions to the problems discussed.

Generally, students who attended the five-week course responded very positively to the training received. Some participants felt that the work load of the course was too heavy and it should be lengthened to allow more time to go deeper into the subject matter. They felt most of the content is adequate; some felt that there was an excessive emphasis on accounting and marketing; others would like more emphasis in finance, quantitative methods, and project programming and evaluation. However, this could be expected given the diverse needs, backgrounds and prior training of the participants.

Some instructors felt a need to improve the programming of these courses, as well as the process of participant selection, to assure an appropriate number and mixture of participants. In some cases CADER was not able to exercise

influence in the selection process and wide disparity in skill levels impacted negatively on the pace of the courses and the performance of work groups. However, they were positive about the module system, in which each professor has the responsibility for one subject. This produces a better understanding of the role each one plays in teaching the course.

Mention was also made of the need for an evaluation of these courses by the participants. Forms have been prepared and will be utilized to assess the degree of appropriateness and effectiveness of the training with regard to the career development of the participants. This is necessary in order to make required changes in the orientation and content of the course.

The general feeling is that the number of these courses should be increased, to help solve the deficiencies of management in the agricultural sector.

2. Impact of CADER's Seminars on National Problems and Fostering Dialogue

To date, CADER has organized and presented 23 short seminars and workshops attended by 1,443 participants, to discuss key issues in the agricultural development of the country. The participants came from the public institutions, the National Congress, private business and labor organizations in the agricultural sector. These meetings, of one or two days, were programmed to bring together the interested parties with regard to each issue and try to obtain consensus on policies and decisions needed to solve specific problems.

Several of the seminars were especially successful in achieving results. One on agrarian reform organized with IAD, brought together legislators, high executives of the public and private sectors, and representatives of peasant organizations and resulted in a proposed modification of the agrarian reform laws. Another, attended by coffee growers and exporters, public officials and private sector representatives, led to a redistribution of coffee export quotas which increased the participation of producer associations and broke the monopoly of the foreign market by a few exporters. In a seminar on agricultural research, sector agencies with research responsibilities and members of the legislature reached a consensus for the establishment of a national institute for agricultural research. The results of a seminar to analyze the costs of tobacco production and the trends of the market induced producers to shift production from dark to light tobacco and an increase of fifty percent in the prices paid by the tobacco industry to producers. Another seminar focused on export promotion of non-traditional agricultural products for four new agro-industries. Ideas for several projects were conceived and are now being developed by CEDOPEX and the private sector and should increase export earnings.

In most of these seminars the case method was also used, generally with good results. These seminars are intensive and most of the participants expressed a very positive reaction to their outcomes. They felt that the organization and the discussions were useful and helped them to develop ideas and policies in support of the projects and programs under their responsibility. A few participants expressed doubts on the convenience of using the case method in these top management meetings because of the amount of time it requires.

However, it is clear that CADER has had a positive impact with these short seminars and workshops. It is recommended that additional efforts be made to increase their number and to reach the policy making levels of the public and the private sectors. This is a very important management development activity. If continued, it certainly has the potential to make a significant impact on the development of this country.

3. Quality and Quantity of Case Studies

CADER has made a very strong drive to prepare national cases during the last two years. After a slow start, which raised doubts that the target of 118 cases planned in the AID project document could be achieved, this objective has almost been reached, with 104 cases completed. Foreign instructors contracted with AID assistance have written about seventy percent of the cases and technical notes produced by CADER; the national instructors the other thirty percent.

The quality of the cases is generally good. A case review committee has been set-up and a review process established to assure quality. Some of the early cases have been eliminated and others rewritten as a result. The instructors who write cases are in close and periodic consultation with the committee, during the entire process of case preparation.

Although the situation regarding the availability of national cases has greatly improved, there are still some areas in which foreign material is used due to the lack of national cases. The foreign material consists primarily of translations of American cases and cases produced in Spanish by INCAE in Central America. It should be understood that some foreign cases will always be needed because they are a valuable complement to national experiences. However, the effort to produce cases on specific Dominican problems in the agricultural sector should continue. Naturally, participants find it easier to relate to local cases. This facilitates analysis and the drawing of conclusions. It is also a very good method for carrying out applied research in key problem areas.

A few (19) of the cases are complemented by technical notes. These are short explanatory papers which help in case analysis and also serve as teaching material for the training programs. Many of the existing cases would be greatly improved if they were accompanied by technical notes. It is recommended that additional efforts be made to produce these notes. They are particularly useful in a situation where the use of the case method is a relatively new experience for both the teacher and the participants. They greatly facilitate the analytical process.

The case method has proven valid when the participants have some experience which helps them to analyze the problems presented in the cases. In the five week management courses, most of the participants have some practical experience, as they come from public sector institutions. In these courses the case method proved to be highly successful. However, people with no practical experience, the ISA undergraduate students for example, find considerable difficulties in understanding and proposing solutions to the problems presented in the cases. Therefore, the levels of experience of the participants must be given careful consideration in determining how and when to apply the case study method of teaching.

In the short-term seminars and workshops, with a higher level clientele of decision makers, this method was also a positive tool for analysis of national policies and problems. Most of the persons who participated in this program have a positive opinion of the case method. A few of them expressed some doubts, contending that the cases are an oversimplification of the problems. Much of the validity of the research to prepare them is lost in the process of writing the cases; and, they do not contain a large part of the data and insights of the research on which they are based. The coordination and teamwork of the persons involved in case research and case writing needs improving to alleviate this constraint.

A few of the participants in the short-term workshops also felt that the case method imposed narrow limits to the analysis, that the outcome of the discussions was predetermined, and, in a way, they felt treated as students. These thoughts are common in high decision-making groups subjected to management training and is the most difficult task of all in personnel development efforts.

Consideration should be given to complement the case method at this level of training, with other methods devised for management training, such as organizational development and programming for improved performance. Perhaps this would help to overcome the natural scepticism of the top level managers participating in the training programs.

4. A Graduate Program

When CADER was established, one of the targets was to enter the graduate field with a "Mini-Master's" program of agricultural administration, with a duration of five months. Some members of the faculty believe that CADER has the capability to provide graduate level education. Others at the direction level expressed reservations on this. We share those doubts. In its present stage of development CADER doesn't yet have the human and material resources to meet the needs of a graduate program. The faculty is well prepared, but lacks practical experience; part of it is technical assistance under short-term contracts; and, there is a considerable turnover of both its national and foreign faculty.

The teaching material produced is good, but still short in quantity and quality for a master's program which cannot be based only on cases and technical notes. Administration and management is composed of a number of related sciences, not only of the subjects which are considered to be the "administrative theory". Economics, finance, political sciences, sociology, anthropology and several other areas directly enter in the world of administration; and, they have to form an important component of graduate courses in this field.

ISA and CADER do not have a large enough library in which the participants in a graduate course could find reading materials for their research and education. A effort would need to be made to form a larger library and obtain a considerable number of publications, periodicals and other materials needed for higher level education. This material has to be in Spanish, as most of its users do not know other languages.

The training of the professors must also be broadened to enable CADER to meet its present and future needs, especially if it is to take on a graduate program of any type. Sending two or three persons a year overseas for training is a very convenient way to prepare them, and it should be continued. However, this will not fulfill the large demand that exists for highly trained, agricultural management personnel in both the public and private sectors. This demand is the true cause of the personnel turnover at CADER. A much larger number of persons must be trained to meet the present and future demand.

Therefore, new ways of training agricultural administrators at the graduate level must be devised, without overloading the present capacity of CADER. Consideration should be given to a joint effort with institutions which are now educating administrators. For example, if a number of the ISA/UCMM university graduates in agriculture could be sent for graduate studies in the programs of public and business administration that the UCMM has in Santo Domingo, a fairly good agricultural administrator could be obtained for either the public or the private sector, depending on

which Master's program is elected. Another possibility might be for ISA to establish a graduate program in agricultural sciences with CADER and the UCMM contributing a strong management component as a part of the program. Both of these alternatives, as well as those that might be explored with other institutions, would combine efforts and pool scarce resources in order to achieve success. It would also produce much larger numbers of trained personnel in this basic field than could be achieved relying on overseas training only.

5. An Outlook to the Future

ISA and CADER have reached a stage of development in which it seems necessary to forecast their future with more precision. Thought must be given to their basic objectives, as well as the means and resources available to reach them, now or in the very near future. A basic question seems to be whether CADER should be an academic or an in-service training and extension institution. With its present resources and weaknesses, it seems unlikely that CADER could be both. A decision must be made in this respect.

If it is decided that it should be an academic institution, its efforts and resources must be concentrated in this direction, with the understanding that it will not be feasible to continue its present programs in the short-run.

If in-service training and extension for the public and private sectors are to be its mandate, CADER must concentrate its efforts and resources in its present programs. In addition, it must seek to strengthen them and go deeper into the practical, problem solving, development activities which have earned the Center the high regard of both sectors.

An area which is practically unexplored is that of support for management development in agriculture through advisory services. There is a great potential in this activity for the development of the Center. There are a large number of small and medium agricultural enterprises in the private sector which lack the basic concepts and tools of administration and management. A few show cases could be selected in order to assist viable small and medium sized enterprises to improve their management and administrative capabilities. This will not only be useful to them, but will also be very valuable for the CADER personnel who would be in contact with reality and obtain experience in real problem-solving activities. This would be a rich input for case writing and teaching material. On the other hand, it would be giving an extremely useful service to the small agriculture enterprises, which form the backbone of the production of the sector, and do not now have anywhere to go for help.

Progressively, CADER could form its own personnel for management extension services and organize courses to prepare other personnel from the public and the private sector as advisors for the small and medium agricultural enterprises.

This work might also be concentrated in a limited geographical area if, for example, an association with a regional body would be sought. A regional institute for the development of the Northwestern region has recently been organized. It will probably dedicate a good part of its programs to agricultural development. CADER could probably make a valuable contribution towards improvement of the management of some small and medium enterprises in the agricultural sector of that region.

A timely decision in regard to the future role and mandate of CADER would certainly facilitate ISA and CADER development. Whatever the decision, it can be successfully carried out by the able persons who now direct these entities.

ANNEX 1: Abbreviated Terms of Reference

The team was given the mandate to evaluate the Rural Development Management Project and determine progress made in terms of: (1) the development of CADER as an institution, focusing on financial viability, self-sufficiency and operational efficiency; and, (2) the development and execution of the training program, with emphasis on its appropriateness and effectiveness.

In the area of institutional development the team was asked specifically to assess the following:

- Progress in capability to attract and retain qualified Dominican faculty and staff and the contribution of the expatriate advisors.
- Progress towards financial viability and self-sufficiency, including consulting services as a source of financial viability and what would happen to CADER without AID support.
- Progress in project implementation and reasons for delays, including organizational capability and operational procedures
- Inter-institutional relationships between CADER and other national and international organizations, particularly its relationship to ISA, and how CADER has benefitted and fulfilled its responsibilities.
- Likelihood of CADER providing graduate level training.

In regard to the development and execution of the training program, the team was assigned the following specific tasks:

- Assess the effectiveness of the five-week administration training course
- Assess the impact of CADER's seminars on national policies and fostering dialogue
- Review plans for five-month "Mini-Masters" program and explore the comparative strengths and weaknesses of CADER as provider of a Masters program
- Evaluate the quality and quantity of case studies and other pedagogical materials.
- Evaluate the appropriateness of the case study method to provide administrative training in the Dominican Republic
- Assess the training of CADER staff and suggest arrangements for additional training.

ANNEX 2: Methodology and Procedures

This evaluation was carried out during the period of December 4-21, 1984 by a three member team representing backgrounds and experiences in institutional development, business administration, economics, agriculture, education and rural development. The team gathered information through formal and informal interviews, discussions, the review of written materials and the observation of a seminar and a workshop. Interviews and discussions were held with ISA/CADER faculty and staff; expatriate advisors; participants, including technicians, supervisors, managers and officials from both public and private sectors; ISA Board Members; university faculty; high level government officials; USAID/DR; and others(See Annex 3). Written material reviewed by the team included case studies and technical notes, other pedagogical materials, reports by CADER staff and advisors, ISA annual reports, financial and accounting records and general project documents. The seminar observed was a two-day affair sponsored jointly by CADER/IAD/LTC/AID and dealt with improving the administration of IAD programs. The workshop was held in conjunction with a meeting of the National Agricultural Council and treated several topics.

ANNEX 3: Persons Contacted

ISA/CADER

Victor M. Espaillat, President of Board
 Luis B. Crouch, Vice-President of Board
 Norberto A. Quezada, Director of ISA
 Isabel A. de Ceara, Assistant to the Director of ISA
 Benito A. Ferreiras, ISA Sub-Director for Administration
 Wilfredo Moscoso, Chief of Food Technology Program
 Fior D'Aliza Vargas, Chief of Accounting
 Miledys Desangles
 Gabriel Gusman, Coordinator for CADER
 Osmar Benitez, CADER Faculty
 Angel Castillo, " "
 Ramon Garcia, " "
 Teofilo Gomez, " "
 Carlos Nunez, " "
 Jesus de los Santos, " "
 Angel Nery Castillo, SEA/ISA/CADER
 Rafael Cruz Robles, " " "
 Brian Barnett, AID-Funded Advisor
 Carlos Escobar, " " "
 Ana Teresa Gutierrez, " " "
 Kathleen Hefferman, " " "
 Kevin Murphy, Principal AID-Funded Advisor

Instituto Agrario Dominicano (IAD)

Federico Cruz Dominguez, Director
 Carlos Guillen T., Subdirector
 Jose Antonio Fabelo, Subdirector
 Diomedes Castellanos, ex-Director
 Manuel de Ovin Filpo, ex-Director

| | |
|-------------------|------------------|
| Julio Cano | Margarita Gil |
| Manuel Scott | Ramon Burgos |
| Juan Ogando | Armando Morales |
| Victor Sanchez | Derguinda Pepin |
| Raul Sosa Jimenez | Lino Bargas |
| Mireya Gonzalez | Elba Felipe |
| Ingrid Lavender | Ramon Perez |
| Jose de J. Reyes | Hector Fernandez |
| Leonardo Fanas | Mariz E. Recio |
| Rafael Pichardo | Plino Nunez |
| Max U. Montesinos | Victor Alfonso |
| Leo Colon | Wilson Jimenez |

Secretariat of Agriculture (SEA)

Domingo Marte, Secretary of Agriculture
Leovigilio Bello, Subsecretary of Agriculture
Jose Luis Malkun, Executive Secretary of CNA

Teonil de Lopez, CNA
Santiago Tejada, CNA
Paino Abreu
Henry Guerrero
Luis Peguero
Isabel Zacarias
Angel Farias

Centro Dominicano de Promocion de Exportaciones (CEDOPEX)

Pablo Rodriguez Nunez, Director of Economic Research
Mayra M. Jimenez, Department of Economic Research
Ernesto Ho Sosa, " " " "
Eduardo Freitas, Department of Assistance and Promotion
Radhames Madera Jimenez, " " " " "
Teresa Garcia Jimenez, " " " " "

Universidad Catolica Madre y Maestra (UCAMAYMA or UCMM)

Ricardo Lora, Vice-Rector
Jose Luis Aleman, Dean, Faculty of Economics and Administration

Others Consulted Specifically in regard to the ISA/CADER Program

Eligio A. Jaquez, Chairman, Agricultural Committee of Lower House
Javier Pena, President of INDECOOP
Marta Fernandez, CDE
Dario Bencosme Baez, Servicios del Caribe, S.A.
Ramon Fernandez, Cia. Dominicana de Bienes Raices
Eduardo Fernandez, ex-Director, Banco Central
Carlos Gonzalez, Oficina Intra-Regional del Cafe
Pedro A. Morel, " " " " "
Miguel Arismendy Cruz Nunez, Banco Agricola
Ramon Ortiz, Instituto Dominicano de Recursos Hidricos (INDRHI)
Jose Delgadillo, Instituto de Tabaco (INTABACO)
Rafael Taveras, " " " "

Consultants to CADER for IAD Seminar

J. David Stanfield, (LTC)
Richard Powers, (LTC)
Heliodoro Diaz, Chapingo University, Mexico
Charles Smith, (Arthur Young)
Arthur Domike, (The Economic Development Group, CITC)

ANNEX 4: Achievements Against Plan

| <u>OUTPUT</u> | <u>PLANNED (12/85)*</u> | | <u>ACHIEVED (12/84)</u> | |
|--------------------------------|-------------------------|---------------------|-------------------------|---------------------|
| <u>1. Case Studies:</u> | <u>No.</u> | | <u>No.</u> | |
| Dominican (Written) | 118 | | 104 | |
| Foreign (Incorporated) | 203 | | 349 | |
| | | | | |
| <u>2. Training Activities:</u> | <u>No.</u> | <u>Participants</u> | <u>No.</u> | <u>Participants</u> |
| Workshops and Seminars | 15 | 590 | 23 | 1443 |
| 5-week Adm. Course | 14 | 840 | 6 | 222 |
| 5-Month Diploma Program | 4 | 160 | 0 | 0 |
| TOTAL | <u>33</u> | <u>1590</u> | <u>29</u> | <u>1665</u> |
| | | | | |
| <u>3. Construction:</u> | <u>No.</u> | | <u>No.</u> | |
| Office Building | 1 | | 1 | |
| Classroom Building | 1 | | 1 | |
| Cafeteria | 1 | | 1 | |
| Dormitories | 3 | | (3)** | |
| | | | | |
| <u>4. Staff Trained:</u> | <u>No.</u> | | <u>No.</u> | |
| MBA's | 8 | | 5*** | |
| Short-term Administration | 6 | | 6 | |
| Short-term Agriculture | 4 | | 3 | |

*When comparing achievements against plan, recall that implementation (utilization of inputs) has been delayed by approximately one year.

**Contractor scheduled to complete 2/85 and most likely will.

*** Of these five, only three are currently on the CADER faculty; one is with SEA; and, the other is with the private sector. Of the three on the CADER faculty, one earned an MBA degree, one an M.S. in Agriculture Economics, and one an M.S. in Agri-business Administration.