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PPC/DPRE/PE, Mr. Frank Dimond

498-021

not attached  
SAZ

**SUBJECT: Evaluation of the Agricultural  
Development Council**

Attached for your comments and clearance is the draft report of the evaluation review which you participated in last November. This was prepared in February and sent to ADC for comments. Except for minor editing they consider it fair.

Attachment: a/s

3208 NS

ASIA/DP, Robert Heehan

29056

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Summary Results of Evaluation

1. AID determined that the ADC had performed well under the existing grant and that the project was achieving its purpose.
2. AID agreed to recommend that the proposed FY 1978 and final contribution of \$300,000 for the existing project be approved.
3. AID informed the ADC that AID would not support a successor project focused on Ph.D. training at U.S. institutions in view of changes in our policy since the existing project was initiated.
4. AID informed the ADC that AID is prepared to continue grant support to the ADC if a project can be worked out which demonstrates that benefits supported by the project will accrue to the poor majority during the life of next project.

## Description of ADC Program

### Background

The ADC is a private non-profit organization. From its inception in 1953 A/D/C's stated objective has been to increase the competence of Asians to deal with the economic and human problems of agricultural development. The ADC concentrates on upgrading people rather than institutions. In 1972, AID was attracted to the manner in which the ADC program was making it possible for Asians to function more effectively in the analysis of solutions of their own problems in agriculture and rural development and looked into the possibility that (1) an enlarged and strengthened program would result from AID support and (2) an enlarged ADC program would further the objectives of U.S. foreign assistance programs. It was concluded that the provision of AID financing would result in a strengthened ADC program in Asia which would complement the assistance being provided through U.S. bilateral programs. For administrative convenience, it was decided to use AID assistance for the ADC fellowship program in the United States.

### AID Support

For the period June 1972 through June 1978 AID granted the ADC \$1,460,000 to cover approximately 60% of the costs of its expanded fellowship program. Under the program, ADC selected Asian fellows for study at U.S. universities in the fields of agricultural economics, rural sociology or other social sciences applicable to rural development. Fellows were selected by the ADC according to its established procedures. Through their

in-country resident Associates ADC tried to select individuals who showed potential of becoming leaders in their fields in their own countries through research and/or contributions to development policy. ADC was authorized to award fellowships to nationals of any Asian country not ineligible for assistance under the Foreign Assistance Act of 1961, as from time to time amended.

The ADC operated its fellowship program independent of any formal ties to bilateral AID missions, but the focus of its program was clearly complementary to AID's bilateral training programs in support of rural development bilateral programs.

During the period of the AID grant a total of 81 individuals have received ADC fellowship awards. Of this group, four were supported entirely by ADC funds as they did not qualify under the AID grant due to country restrictions in effect at the time of their study. The breakdown by degree is as follows:

Ph.D.	72
M.S.	6
Non-Degree	<u>3</u>
	81

Among the group of 81:

51	have returned home
3	are still in the U.S. under other auspices, having gone off ADC support
<u>27</u>	are currently supported
81	

Fellowships are awarded for one academic year at a time. Fellowships are renewed on an annual basis if the fellows are making satisfactory progress. ADC will support Ph.D. fellows for up to a maximum of four years. If the

degree is not completed by then - which generally means the dissertation has not yet been completed - the fellow must find alternative means of support or return home. The policy of awarding fellowships for only one year at a time means that about 27 fellows will not have completed their studies by June 1978.

## Other Elements of the ADC Program

The U.S. fellowship program is an integral part of a larger program which includes the ADC's staff of Associates located in Asia, a fellowship for study in Asia, research grants, seminars and publications.

Brief descriptions of these activities follow.

### 1. The Country Associate Program

The Council's program is built around its staff of Country Associates, each of whom is a professional social scientist. They are appointed on a relatively long term basis and are stationed in teaching and research institutions in Asia. About half of the Associate's time is devoted to professional responsibilities in the institution in which the Associate is located and about half to other professional development activities. In addition to its staff of Associates the Council also appoints, usually on a shorter term basis, Council Specialists, Research Fellows and Visiting Professors.

### 2. The Fellowship Program

The Fellowship Program is the largest and most visible Council program activity. In 1976 there were 35 Fellows studying toward their Ph.D. degrees in the rural social sciences in North America. Another 35 were studying primarily at the Master's level in Asia (including Australia). The most significant recent development is this increase in the number of Fellows who are studying in Asia.

3. The Seminar Program

The Council supports twin seminar and workshop programs, One, directed from the Council's New York office, has a global focus on issues of intellectual and policy significance in the field of agricultural and rural development. The other directed from the Singapore office, focuses on issues that are of particular significance to educators, researchers, administrators and policy makers in South and Southeast Asia. A special effort is made in both programs to make them mutually reinforcing and to involve participation by younger professionals.

4. Research Grants

The program of research grant support seeks to identify younger scholars at the pre and post doctoral level to whom modest grants would be of assistance in the completion of dissertation research or in initiation of a first independent research venture.

5. The Publication Program

The Council's Publication Program is designed to make available significant new ideas in the field of agricultural and rural development to development professionals and to make more effective training materials available to educators and researchers.

6. Research and Training Network (RTN)

The RTN serves both the Asian and the global development-oriented community. Funded by the Office of Agriculture, Development Services Bureau, the RTN provides a locus for discussion of policy issues on the part of AID bureau personnel, AD Council Staff, international development agencies and the social science teaching and research community through seminars, workshops and publications.

### Evaluation Methodology

The evaluation was conducted as a joint workshop with the ADC and AID. The objectives of the evaluation were:

- to determine if the performance to date of the ADC under our grant justified the proposed FY 1978 and final contribution to the existing project; and
- to determine whether the Asia Bureau should continue to provide support to the ADC under a new project beginning in FY 1979

The evaluation was requested as a result of the Bureau's review of the ADC grant in June 1977. That review concluded:

"Our informal assessments of the ADC activity find it to have been of the highest effectiveness in identifying and supporting key Asian scholars likely to make relevant contributions in areas of interest in AID. However, we have not undertaken a formal evaluation of this activity and believe that a special assessment of ADC activity under an Operational Program Grant in Nepal should be undertaken in view of the magnitude and length of support for this one organization. Accordingly, we do not propose to recommend additional funding until the results of an evaluation scheduled within the next three months are available."

On August 4, 1977, the Asia Bureau Project Approval Committee (APAC) met to review a PID for a new project in support of the ADC to start in FY 1979.

The minutes of that meeting follow:

The APAC approved the PID for the Agricultural Development Council II project subject to the findings of an intensive evaluation of the present ADC activity. During the discussions, the following points were made:

1. The intensive evaluation should check the way the ADC keeps track of its fellowship grantees and of what they are doing. It should be useful to know how ADC achieves the results reported in terms of participants returning to their own countries and to careers relevant to priority development areas.

2. The further development of the project should include exploration whether the activity could be recast to support activities of ADC other than its Ph.D. fellowship program.

3. The degree of success in increasing women's participation in development should be reviewed.

4. The evaluation of the activity should try to determine what "added dimension" the ADC project has against alternate means of raising the skills of Asians through training activities. One such dimension noted was that the grant to ADC covers only about 60% of fellowship costs as against 100% AID financing of ordinary participant training.

5. The further development of the project should also establish whether the ADC activity would have any effect on Title XII relationships.

The Asia Bureau requested the ADC to prepare background materials to address the APAC points. The ADC materials are attached as Annex \_\_\_\_\_. In addition, the ADC provided AID a copy of a report prepared in June 1977 by the ADC Trustee Review Committee entitled "A/D/C: A Time for Decision." The review committee had been asked to:

"evaluate the Council's past performance against its original and evolved priorities; to identify those aspects, if any, of the current program not only that continue to have a high priority but for which the Council, as opposed to other actors, retains a distinct comparative advantage; and to consider the various alternative futures (including honorable and orderly phase-out) to which the organization might look during the next ten years."

The background materials, the Trustee Committee Report, a directory of fellows and the 1976 annual report of the ADC provided the AID participants with a comprehensive understanding of the ADC as an institution and as an administrator of AID funds.

The morning session of the workshop addressed the issue of performance under the grant. ADC staff supplemented the written materials with oral statements on the operations of the fellowship program and on changes in the fellowship program which they are instituting as a result of the changed emphasis of their country programs. As a result of AID's positive fundings during the morning session, the afternoon session was convened to discuss the possibility of a successor project. AID stated that changes in our policies would not permit us to consider a second project focusing on alternatives that would relate our input to a more immediate impact on the rural poor.

## Evaluation Findings

### A. Existing Project

As indicated earlier, the basic motivation behind this project was to expand the ADC's M.S. fellowship program. The bilateral AID missions have been impressed with the quality and impact of the ADC programs. The total amount of overseas training sponsored by the ADC is not significant in terms of the demand for this training but it is highly significant in terms of the supply of first class researchers and policy thinkers. It was noted without contradiction that a list of ADC fellows reads like a "Who's Who" in the field of agricultural economics, in which most of the fellows were trained. Although no logframe is part of the project documentation, the following logframe elements are constructed from the available documentation:

1. Goal: Improved rural development policies and programs.

No data were reviewed to estimate the contribution of ADC fellows to this goal.

2. Purpose: To increase the competence of Asians to deal with the economic and human problems of agricultural and rural development in their own countries.

The ADC prepared biographical statements on a stratified sample of 26 of the 51 fellows who have completed their training under the grant. All the fellows were selected from university, government or other institutional positions where they had demonstrated the potential to make a much more significant contribution in their fields if they could receive Ph.D. training. All the fellows had returned to important positions in

their fields. Some examples of their roles follow. Rudolf Sinaga returned to Indonesia in 1974 and became the Head of the Rural Dynamics Project which carries out field investigations throughout Indonesia to collect data on the problems of peasant farmers and to recommend ways and means of meeting their needs through progressive government policies. This year USAID Jakarta proposed a \$8 million project in support of Sinaga's program.

Bekha Lal Moharijan returned to Nepal in 1976 to continue his research on small farmer production systems which is one of the principal research areas of AID's bilateral program.

Borntham (sp) Chitanan returned to Thailand in 1973 and a year later was elected dean in a new Faculty of Education at Kasetsant University. Kasetsant has been a key university in AID-supported agriculture programs including training in Northeast Thailand.

The AID participants at the workshop concluded that the ADC was successful in achieving purpose. In basic terms, AID had given a grant to support non-project oriented training which is difficult to fund under bilateral programs, to an intermediary institution - the ADC; the ADC did its job well; and the agricultural and rural development efforts of the recipient countries are benefitting from strategically placed highly trained personnel.

### 3. Outputs

Ph.D. graduates in agricultural and rural development fields of priority importance to recipient countries.

All training under the fellowship program was in fields related to agriculture and rural development. All participants who had completed training during the grant period have returned to their countries. AID's

main concern here was the ADC's sensitivity to the strategic training needs of the Asian countries. In this regard, ADC prepared in its background materials an analysis that shows that the ADC has been quite sensitive in its responsibility to allocate the few and expensive U.S. fellowships (averaging \$15,000 per year now) to where U.S. training would be most useful. As local capacity in agriculture economics and related social disciplines grew in India, the Philippines, Thailand and Malaysia, the ADC began to select more fellows from Nepal, Bangladesh, Pakistan, Sri Lanka and Indonesia. Now the ADC has decided, as a matter of policy to:

- withdraw Ph.D. support from Korea and Taiwan and to phase out the in-country programs;
- not provide Ph.D. support to India, Malaysia and the Philippines although there may be an occasional fellow from the Philippines on an exceptional basis;
- phase out Ph.D. training for Thailand.

In addition, the ADC will shift up to a third of the future Ph.D. training into agriculture areas which have been neglected in the past but which now require greater attention. These areas include forest economics, fisheries economics and irrigation economics.

Lastly, the ADC does not use the U.S. Ph.D. program when more appropriate quality training can be obtained through the ADC's Asian fellowship program. This program generally award Master's level fellowships to graduate students at insitutions in Asia confined to the rural social sciences in such fields as agricultural economics, rural sociology, agricultural extension and rural administration. This program now provides

20 or more awards a year-nearly double the U.S. fellowship rate. The ADC plans to place increased emphasis on this program in view of the shorter time required to return the graduates to positions of influence over rural development programs.

The ADC also prepared an analysis of the participation of women in the U.S. and Asia fellowship programs. Out of a total of 398 fellowship awards from 1954 through 1976, 36 were awarded to women. From the beginning the Council has sought to make awards irrespective of sex. However, given the difficulty that women face in some countries in moving into professional positions, it is no wonder that 21 came from the Philippines, five from Thailand and three from India. Seven other countries had one woman each.

The ADC data shows that six fellows completed only their Masters and that three candidates pursued programs of a non-degree nature. The background materials contained biographical material on two of the six Masters fellows. Both of these fellows had enrolled initially for two-year masters programs. Both were invited to stay to complete the Ph.D. Jegatheesan Shanmugan decided to return to Malaysia where he had been the only economist on the major Muda irrigation project. He returned to become Head of the Planning and Evaluation Division of Muda Agricultural Development Authority. Seyedahmed Fuard Marihan had to return to Sri Lanka because his two year leave of absence could not be extended. He is now Assistant Director for Agricultural Planning in the Ministry of Planning and Economic Affairs.

The three awards to non-degree fellows were actually supportive of Asian rather than of U.S. Ph.D. programs of study.

4. Inputs

AID would pay about 60% of the costs of the ADC's program to select and support for Ph.D. training at U.S. institutions Asians who showed promise of becoming key personnel in their countries in the field of agriculture and rural development.

The 1972 grant agreement with the ADC did not stipulate that AID would fund about 60% of the program costs. The agreement stated that all direct costs for the fellows would be considered eligible costs whereas administrative and overhead costs would not be considered eligible costs. The agreement also did not specify the quantity of fellows who would be supported under the grant, but the available resources indicated that the program would sponsor about 10-11 new Ph.D.'s per year. Initially AID supported about 50% of the program costs. The 60-40 ratio developed out of experience and eventually became established the last few years in the description of the project in the Asia Bureau Project Data Bank for the Congressional Presentation. The data indicate that AID has paid about 60% of the U.S. fellowship program costs in the last few years.

The background materials together with the statements of the ADC staff impressed the AID participants that

- the selection procedures resulted in student quality comparable to the quality obtained under Fulbright, Rockefeller and Ford fellowship programs for overseas scholars;

- ✓ - the ADC is sensitive to the guidance needs of the fellows while in the United States and that the ADC has sound procedures for assuring that these needs are met;
- ✓ - the ADC publishes every three years a useful directory of its fellows with updated biographical information; and
- ✓ - the ADC has often been of service to the fellows after they returned home in such ways as handling inquiries from the fellows or informing them of activities, research etc. that may be of interest to them and inviting them to workshops on economic development problems.

Evaluation Findings

B. Proposed Follow-on Project

ADC had submitted a proposal for AID to continue to support the U.S. fellowship program for another five years. The new proposal called for AID to

- support a program of about 210 fellowship years
- increase AID's share of program costs from 60% to 80%, and
- make administrative and overhead costs eligible for AID reimbursement.

One of ADC's reasons for proposing an increase in AID's share of the U.S. fellowship program was to release ADC funds for its other activities, particularly the Asian fellowship program. AID's contribution would represent about 16% of the proposed \$12.1 million 5-year ADC budget for its overall program.

The AID participants advised the ADC that the Bureau was sympathetic to the ADC's request for continued AID support of its programs. In support of this point, the AID participants stated:

- ADC had performed well under the existing project;
- ADC's programs were evolving in a highly responsive manner to the changing circumstances in the Asia region;

- our field missions in Bangladesh, Indonesia, Nepal and the Philippines work closely with the local ADC Associate and either have or have suggested direct bilateral contractual arrangements with the ADC.

However, AID also stated that a continuation of the same kind of U.S. fellowship project would not be approved by the Bureau. In support of this conclusion, AID stated:

- Given the availability of general participant training projects to our field missions, we do not want to continue a separate regional activity for PH.D.-level training after FY 1978;

- Given the policy requirement to link our training more closely to the needs of the poor majority, we do not think a PH.D. training project would be perceived as responsive to the policy;

- Given the human rights concerns that have been expressed about most of the Asian AID countries, we believe that a follow-on AID project would have to be able to demonstrate benefits accruing to the poor majority during the life of the project.

It should be noted that the PID was based on a May 18, 1977 ADC proposal and might have been prepared differently had it been submitted after the submission in June 1977 of the ADC Trustee Review Committee report.

AID suggested several alternatives which might be considered acceptable to the Bureau:

- general support grant to the ADC;
- specific support grant for country programs which institutionalized country-differentiated 5-year support strategies;
- specific support grant for resident associate program;
- specific support grant for non-degree one-year training programs in U.S.;
- shift to bilateral contracts to expand specific in-country programs.

The ADC replies to AID's comments and suggestions focused on the following points:

- a general support grant would permit the AAC to carry out its own proposed program changes, which are consistent with AID's views on new ADC directions, without disrupting existing programs through abrupt changes;

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its new direction would reduce the U.S. Ph.D. program and allocate more resources for research grants, seminars on specific development topics such as water pricing and farm-land production systems and non-degree training in the U.S.

- the U.S. fellowship program is still important to the ADC; an end to AID support would mean that the ADC would have to drop the program after it had fulfilled its commitments to scholars already on board because of the high cost of U.S. training;

- the ADC would be reluctant to accept AID funds in support of country programs which implied a five year commitment to specific country program packages, the country programs evolve from the work of the resident associates who are likely to turn-over in a five year period; the resident associates cannot identify in advance the specifics of their programs for five years;

- ADC is moving in the direction of a country-differentiated strategy but it does not feel that it could operate effectively if this was seen as a result of AID's input rather than of the ADC's; the resident associate takes his priorities from host institutions - not from AID;

- ADC is concerned about accepting future contract work from AID missions; in Nepal, the contract has resulted in the Nepalese viewing the ADC person as a part of the U.S. Government's program of activities;

- ADC also is concerned by the amount of resources available at a country level; in Bangladesh, the Rice Institute felt that the ADC was there as a channel for participants and the Institute felt it had a claim on the ADC's resources; this caused the ADC to change its role;

ADC is moving more into non-degree awards for training in the U.S. but felt that both degree and non-degree awards are essential to facilitate

the in-country role of the ADC where U.S. Ph.D. training is still offered.

The resultant discussions focused on what would be the development objective (purpose in terms of a logframe) of a follow-on project. ADC's preference was for a general support grant which could be used for all its activities. AID's preference was to support specific objectives of the ADC programs on a country by country basis. The common denominator between both positions was that the principal vehicle of the ADC was still training, whether through fellowships, seminars, research grants for dissertations or initiation of first independent research, visiting scholars, or publications.

The afternoon session ended with the understanding:

- there appeared to be grounds for the ADC to develop a proposal which would meet the mutual interests of AID and ADC;
- AID would not support another project focused primarily on Ph.D. training at U.S. universities.

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Documents Available for Evaluation Review

A. ADC Documents

1. ADC report entitled Materials Prepared for the AID/ADC Fellowship Program Review, Washington, D.C. November 22, 1977.

Report contained sections entitled:

- New Direction for the Fellowship Program
- ADC Fellowships Held by Women
- Career Patterns of ADC Fellows
- Outstanding Former Fellows
- PID for follow-on grant

2. ADC Directory of Fellows, December 31, 1976

3. Agricultural Development Council, Inc., Report for 1976

4. Report of the ADC Trustee Review Committee entitled "A/D/C:

A Time for Decision" June 1977

B. AID Documents

1. Memorandum entitled "Topics for Discussion at ADC/AID Fellowship Program Review" November 22, 1977

2. Memorandum prepared by Calvin L. Martin, ASIA/TR and Zach Hahn, ASIA/PD, subject: Agriculture Development Council (ADC) Scheduled Major Evaluation, October 2, 1977.

3. APAC Minutes - Review of PID for Agricultural Development: Council II, August 4, 1977.

4. Memorandum to AA/ASIA, Mr. John H. Sullivan from ASIA/PD, Jonathan R. McCabe, subject: Intensive Review of Grant to the Agricultural Development Council.

5. Memorandum to AA/TA, Mr. Curtis Farrar from AAG/W Rolland J. Deschambault, subject: Memorandum Audit Report No. 7722; Agriculture Development Council; November 18, 1976.

6. Grant Agreement AID/asin-598 as amended with the Agricultural Development Council, Inc. Original date: June 29, 1977.

7. Activity Data Sheet on Agricultural Development Council FY 1978 Congressional Presentation.

8. Draft Activity Data Sheet on Agricultural Development Council for FY 1979 Congressional Presentation

9. PID - Agricultural Development Council - Project Number 498-0256