

INTERNATIONAL AGRICULTURAL DEVELOPMENT SERVICE

A Progress Report

August 20, 1975

This report to the Trustees of The Rockefeller Foundation is intended to be read in conjunction with the May 15 discussion paper entitled "Proposal for an International Agricultural Development Service."

An item for initiation of IADS, together with a request for an appropriation of \$100,000 for 1975 expenses, was presented to the Executive Committee at its June meeting. After some deliberation the Executive Committee decided that the item should be deferred until September for consideration by the full Board.

The Executive Committee members raised several questions about IADS. Among them were:

1. Cannot an organization such as the World Bank create an IADS-type institution if it is needed? Why the RF?
2. Is IADS proposed as a means of providing future employment for RF staff who might otherwise be unemployed?
3. How long would IADS headquarters occupy RF space at 1133 Avenue of the Americas?
4. What are the longer-range financial implications of IADS for the Foundation?

The officers see the wisdom of the Executive Committee's decision to defer the item until September, since understanding and enthusiastic

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support by the full Board is essential for success of IADS. And officers consider the questions raised to be both reasonable and answerable; responses are offered later in this report.

ORIGIN OF THE PROPOSAL

The IADS proposal is the product of the thinking of many individuals over the past three years. It originated from informal discussions in July 1972 between Dr. F. F. Hill of the Ford Foundation and Sterling Wortman of The Rockefeller Foundation at meetings of the Consultative Group on International Agricultural Research being held at the World Bank. By that time, it had become clear that the requisite network of international research centers was rapidly taking shape, and that multilateral support for them was strong and growing. It also seemed apparent that a major gap remained in world agricultural development efforts - the absence of a means for assisting individual nations directly to develop their own institutions and programs, tailored to their own needs, and in line with their own goals. Two questions arose. First, would it be desirable and possible to devise new institutions which might work directly and effectively with nations to help them strengthen their agricultural systems, to increase output and incomes, and to pull in - rather than wait for - needed expertise and financial help from the outside? Second, could such a new institution be so structured that it would seek to work in a complementary way with all other sources of technical and financial assistance with corresponding objectives?

Discussions among RF officers and with others continued on an intermittent basis from 1972 through 1974. Meanwhile, all programs of the

Foundation were under review by officers and Trustees. As it became apparent that the Trustees would decide to continue the Foundation's "Conquest of Hunger" program, with emphasis on ways to increase agricultural productivity and living standards of the great masses of the rural poor abroad, discussions of possible new approaches were intensified, especially during 1974. Earlier discussion papers were revised, particularly by Drs. Wellhausen and McClung of Agricultural Sciences, to incorporate suggestions of a wide range of knowledgeable people.

At the December 1974 meeting of the Board, Dr. Pino stated that plans for an organization such as IADS were under study and might shortly be brought to the Trustees for consideration. Since then, staff work on many aspects of IADS has been accelerated, reflecting the collective view that the need for it is great, and the time for action is short.

A discussion paper dated February 15, 1975, was prepared by the officers as a basis for further discussions inside the Foundation and with authorities of other organizations. It was concluded that the IADS should concentrate on providing assistance in the form of comprehensive, cooperative "country programs," not unlike those in which the Foundation was involved in Mexico and India, but with sources of financial support other than the RF and in cooperation with all available sources of expertise.

It is believed that IADS constitutes a new approach - at least a partial one - to a serious and long-term international problem: the need for poorer countries to develop their own capabilities to accelerate their agricultural and rural progress, drawing on all available outside help - from international and national assistance agencies, universities,

industry, foundations, private organizations, and qualified individuals.

If successful, IADS can be expected within, say, five to seven years to be a strong and independent organization which will have clearly established its main lines of work and will have generated multiple sources of support for them.

Recognition in early 1974 of the possibility of organizing IADS initially in close association with The Rockefeller Foundation, and of initial provision of some services to IADS by the RF on a reimbursable basis, removed a major conceptual stumbling block to creation of IADS. It seemed important that IADS at the outset not be forced to seek a large volume of contracts simply to generate overhead funds to pay costs of central administrative staff; rather it should seek to arrange for nations to obtain assistance from other organizations to the extent feasible. The arrangements now envisaged with the Foundation could provide the desired flexibility.

Counsel has indicated that the arrangements being proposed between IADS and the RF pose no legal barriers, and the officers have determined that administrative procedures for reimbursement of costs of services received from the RF could be established without undue difficulty.

On April 1, Dr. Knowles invited several Trustees to meet with him, other officers, and counsel to discuss at some length the desirability and feasibility of proceeding with IADS along the lines described in the February 15 discussion paper. Involved were Mr. Dillon, Dr. Hardin, Father Hesburgh, and Mr. Vance, with Dr. Harrar as a consultant. Officers

were encouraged to proceed with the development of the idea for early presentation to the Board. It also was agreed that incorporation of IADS ought to be initiated to gain time, but with the understanding that Board approval would be obtained before initiation of IADS activities.

Drs. Hardin, Harrar, and Knowles therefore filed for incorporation. That process has been completed and tax exemption is being sought.

On May 15, the current version of the discussion paper was completed. It incorporates many suggestions by individuals who saw the February draft.

RESPONSE TO THE PROPOSAL

Reactions to the proposal have been quite favorable; otherwise officers would not have continued to invest the time required to develop it further. Encouragement has come both from developing-country and major assistance-agency personnel, as well as from numerous knowledgeable individuals.

Developing-country interest. An early question was, "To what extent would developing countries be interested in obtaining IADS help on a contract basis?"

No definite answer can be given and probably cannot be until IADS has been in operation for two or three years. But to get a preliminary determination, conferences have been held with representatives of the World Bank, the Inter-American Development Bank, and USAID, all of which have begun to make loans to nations for comprehensive agricultural research and development programs. They state that a major factor limiting progress is the lack of a suitable professional agricultural assistance organization

to work with individual nations in implementing proposed work, and that demand for IADS services is likely to be great. Furthermore, as word of the possible formation of IADS has spread, unsolicited enquiries have come to the officers relating to the following prospective undertakings:

. Indonesia plans a major, initially five-year, \$40 million program of improvement of rice, upland crops, highland vegetables, and rubber, with a \$20 million World Bank loan.

. Malaysia, with a \$28 million World Bank loan, is to undertake a six-year, \$180 million effort to develop its Malaysian Agricultural Research and Development Institute; this would deal with all crops except rubber.

. Nepal hopes to initiate a multi-million-dollar food-crop program, with USAID financing. A source of professional help is now being sought.

. Ecuador has, over the past 18 months, repeatedly asked the Foundation for help in accelerating its agricultural and rural development programs.

. Venezuela has requested assistance, and Drs. Pino and Wellhausen have held talks with Venezuelan authorities, including the President.

. Brazil is undertaking a major reorganization of its agricultural and rural development activities, and is especially interested in achieving greater progress in the poorer northeast region. Several current and previous RF staff members have participated in initial World Bank studies of potentials and approaches. Probably a World Bank loan will be sought by Brazil for partial support of its efforts.

. Several Central American countries have asked Foundation officers about technical help.

. Officers have been working with others to find best approaches to improvement of productivity of the Sahel.

It should be emphasized that the above-mentioned activities are those which others have chosen to mention to Foundation officers. These are not necessarily nations with which the IADS Board would agree that cooperative work should be undertaken initially. Nor is it at all certain that any of these nations would want IADS help. Moreover, a major concern of IADS must be the smaller, weaker, poorer countries which reportedly need help to (a) identify priorities for action, (b) prepare proposals for major funding agencies, (c) negotiate for financial and technical help, and (d) implement work plans.

It seems probably that there would be considerable interest among developing countries in IADS assistance.

Funding-agency interest. Officers have delayed efforts to seek pledges of financial support for IADS from other organizations until the reaction of the RF Board is known. Nevertheless, it appears that the climate is reasonably good for generating a broad base of support from foundations, assistance agencies, and other organizations - in the form of grants, contracts, and services. The major limiting factors will be the ability of IADS staff to identify highest priority needs of the poorer countries and to convert them to workable proposals for action which agencies can fund, and which can be effectively implemented. This will be the primary task during the early years.

The May 15 proposal was distributed for their comments to some forty participants of "Bellagio VII" at Montreal in June. These were agricultural representatives of most major assistance agencies of North America and Europe and officials from several developing countries who had assembled to seek new solutions to the problem "Strengthening National Agricultural Systems." No endorsement of IADS was sought; nevertheless, the Conference elected to endorse it. (Appendix 1)

Officers of two major foundations have voluntarily stated possible interest in support of IADS. These are the Lilly Endowment and the Edna McConnell Clark Foundation; the latter has assigned one of its staff members to assist with IADS planning during this summer.

Individual interest (the potential IADS Board). Discussions were held in April, May, and June with a number of individuals who have indicated their personal interest in IADS and their willingness, if invited, to serve as trustees of the organization.

1. George Harrar, who has consented to serve as Chairman
2. Clifford Hardin, who would bring perspectives of a former university president, of industry, and of USDA, as well as of RF Board
3. John Knowles, representing health concerns as well as RF interests
4. Virgilio Barco, former Minister of Agriculture of Colombia, former Mayor of Bogota, former Ambassador to England, former Executive Director of the Board of CIMMYT

5. Guy Camus, former RF Fellow, a distinguished molecular biologist and Trustee of CIMMYT who now serves as Director-General, Office de la Recherche Scientifique et Technique Outre-Mer, France
6. Ralph W. Cummings, former RF field director of the Indian Agricultural Program, now Director General, International Crops Research Institute for the Semi-Arid Tropics, Hyderabad, India
7. Jose D. Drilon, Jr., former Executive Officer of IRRI and Under Secretary of Agriculture, Philippines, now Director of the Southeast Asia Research Center for Agriculture
8. John Hannah, former President of Michigan State University and Administrator of USAID, now Director-General, World Food Council
9. David Hopper, former RF economist in India, now President of Canada's International Development Research Centre
10. Theodore Schultz, Professor of Economics, University of Chicago - an eminent agricultural economist and authority on transformation of traditional agriculture
11. Sterling Wortman, who will also serve as President until the IADS Board identifies a full-time successor

The authorized number of IADS Board members would be eighteen. It is assumed that the initial group of trustees would expand their numbers as they deem appropriate. Trustees would serve three-year terms, with a maximum of two successive terms (except for ex-officio members and the Chairman, for which there would be no such limitation).

On June 18 and 19, 1975, a number of Rockefeller Foundation field staff members and consultants (Appendix 2) met with Foundation officers in New York to discuss the possible establishment of IADS. While recognizing the many problems and uncertainties involved in such a venture, the consensus was that the need for an organization such as IADS is great and that the Foundation should take the initiative in establishing it.

RESPONSE TO QUESTIONS

In addition to the several questions posed by the Executive Committee, important issues have been raised by officers and others we have consulted. There are six major points that need to be addressed.

- I. Cannot an organization such as the World Bank create an IADS-type organization if it is needed? Why the RF?

We are told that for political reasons the World Bank, or UNDP, would find it difficult, if not impossible, to initiate an international, private and professional, non-political organization of this type, just as they alone could not lead in the establishment of the international research centers. However, once such new institutions are created, the Bank and UNDP, as well as national agencies, can provide support or utilize services if the new organization is a worthy one. The International Development Research

Centre of Canada, the Ford Foundation, and The Rockefeller Foundation do have the flexibility to establish new international institutions, as they have done in the case of the international institutes.

For the existing international centers, the initiatives were taken as follows:

- . International Rice Research Institute (IRRI). Developed (1960-62) and directed initially by RF officers, with capital funds from the Ford Foundation, in cooperation with the Government of the Philippines.
- . International Maize and Wheat Improvement Center (CIMMYT, from the Spanish). Established in 1966 by the RF and the Government of Mexico, with encouragement of Ford Foundation officers. Ford then joined immediately in development and support of CIMMYT.
- . International Institute of Tropical Agriculture in Nigeria (IITA). Design worked out cooperatively by Ford Foundation and RF officers, with an RF officer (the late Will M. Myers) as the lead person and initial director.
- . International Center of Tropical Agriculture (CIAT, from the Spanish) in Colombia. Established in 1967 by the RF and the Government of Colombia with encouragement of Ford Foundation officers. Ford then joined immediately in development and support of CIAT.
- . International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) at Hyderabad, India. Initial proposal prepared by Dr. Clarence Gray, then elaborated by Dr. Ralph Cummings (former RF director in India) who at the time was employed by the Ford Foundation which served as executing agency for the Consultative Group.

. International Laboratory for Research on Animal Diseases (ILRAD), Kenya. Originally proposed by RF officers and design begun with \$500,000 appropriated by the RF in 1971. RF now serves as executing agency for the Consultative Group.

. International Livestock Center for Africa (ILCA) in Ethiopia. An initiative of the Bellagio Group (heads of assistance agencies). Foundation officers and consultants were involved in preparation of the first study and in early discussion.

. International Potato Center, Peru (CIP, from the Spanish). An initiative of USAID, with support of Cornell University and the RF. The Foundation developed International Potato Program, headed by Dr. John S. Niederhauser, was folded into CIP.

. Asian Vegetable Research and Development Center (AVRDC) in Taiwan. An initiative of USAID and several governments in Southeast Asia. Design and initial direction by R. F. Chandler, Jr., of the RF.

. International Center for Agricultural Research in Dry Areas (ICARDA). An initiative of the Consultative Group, with encouragement by the RF officers and others. IDRC of Canada now serves as executing agency for the Consultative Group.

In the view of the officers, there is a combination of reasons why the RF should take the initiative to establish IADS:

- . RF has the experience, the capabilities, and the resources to establish the new organization without delay. The RF has career agricultural specialists who could immediately undertake necessary new assignments;

they have wide experience and numerous contacts in developing countries.

- . The proposal responds directly to Trustee-approved objectives of the Conquest of Hunger Program, and is related to objectives of Population and Health, of Education for Development, and possibly, of Quality of the Environment.
- . In the field of agriculture, as in medicine and the social sciences, Rockefeller Foundation support or non-support of ideas and actions carries considerable weight in affecting decisions of others. RF sponsorship of IADS would be likely to encourage wide support from others.
- . The RF has experience in forcing the pace of agricultural development through country programs (India, Mexico, Colombia), regional programs, international institutes, and experimental approaches to problems of small farmers.
- . As a result of the Foundation's three decades of provision of fellowships to outstanding young agriculturists, social scientists, and medical personnel of developing countries, and of support of developing-country institutions, there exist a great number of developing-country authorities who now, we believe, would be pleased to cooperate in making IADS an effective organization.
- . The RF has extensive contacts with donor agencies throughout the world and it is believed that Foundation sponsorship of IADS would be helpful in attracting support from them, as well as from

foundations, corporations, and other organizations and individuals wishing to become more involved with the world food problem.

. The IADS concept is a product of RF officer work.

. There appears to be no other way by which the usefulness of the IADS approach would be tested. We have not identified a suitable alternative.

II. Is IADS proposed as a means of providing continuing employment for RF staff who might otherwise be unemployed?

No. Virtually all RF staff could, if need be, obtain attractive positions with other organizations. And if officers wished to find alternative sources of employment for RF staff, there are much easier ways than to create an organization such as IADS.

Interestingly, similar questions were raised - and understandably so - when IRRI, CIMMYT, and CIAT were created, since substantial numbers of RF staff initially were assigned to the new institutions.

IRRI started with nine RF staff members (Chandler and Wortman in administration, Jennings and Beachell in plant breeding, Byrnes and Golden in communications and training, Lloyd Johnson in engineering, Moomaw in agronomy, and Ruttan in economics). Now there are only two (Barker, Ross). The various RF staff members have either retired or moved on to other assignments, and IRRI is quite independent of the RF.

CIMMYT at one time had ten RF staff members; now there are only five.

CIAT started with a complement of eleven RF scientists; by late 1975 it is expected that two will remain.

In each case, staffs of RF-organized international institutes have become increasingly international in composition, but the fact that RF staff members could form an initial nucleus probably was helpful. One might expect a similar pattern to emerge for IADS. Some persons currently on the RF staff would be assigned to IADS as in the case of the institutes. The RF itself would not employ additional people for IADS. IADS would do that directly.

Creation of IADS would provide an opportunity to make highly effective use of certain valuable RF staff members. It would not be created simply to provide such employment.

III. How long would IADS operate from RF space at 1133 Avenue of the Americas?

This would be a matter for consideration by the RF and IADS Boards of Trustees. Either could terminate the arrangement at any time with reasonable notice to the other.

If IADS is sufficiently successful so that its operations must expand quickly and markedly, a move within a few years might be required for available space at the RF is limited. But use of RF space during the early years would be especially helpful.

IV. Will IADS not be simply a competitor for already scarce manpower as it seeks to implement programs?

Initially it will be, but as do the international institutes, IADS will seek to increase both the numbers and quality of training of personnel

available for international work. It will seek funds from multiple sources for (a) fellowships for training of young people of developing countries (b) intensive training in agricultural development for mid-career people and (c) seminars for senior people who work internationally as consultants or who are authorities of national institutions or assistance organizations.

V. What will be the IADS relationship to U. S. universities and the international centers?

IADS would expect to complement the international activities of U. S. and other universities, and to work closely with them wherever appropriate. As it becomes aware of opportunities which might interest universities, international institutes, industry, or other organizations, and for which those organizations are qualified, IADS would seek to facilitate their involvement. The world food problem is so vast and complex that concerted efforts of all available institutions and individuals will be required, and many of these organizations have great talent and experience and unique capabilities.

If IADS is established, one of its early activities will be to meet with key people of other organizations to explore mutual interests and seek appropriate working relationships. This has not been done earlier because it has been considered inappropriate to take the time of others to discuss cooperation with a non-existent IADS.

VI. What are the longer-range financial implications for the Foundation?

Much will depend upon IADS's success in attracting support from others. For the present, the Foundation should be prepared to consider annual

appropriations to IADS for a period of at least five years, with a total investment over that period of at least \$7-8 million. A portion of such appropriations could be accommodated within Conquest of Hunger guidelines if they are maintained at or above 1975 levels, and if inflation rates do not become appreciably higher. The RF contribution during this period should be a relatively minor and progressively declining percentage of IADS's total income, including that derived from cost-reimbursable contracts.

Of the annual Foundation contributions, a substantial part would be in the form of

- (1) cost of staff members assigned full-time to IADS
- (2) cost of time of RF staff spent part-time on IADS activities
- (3) cost of RF space utilized by IADS
- (4) cost of office services supplied by the RF to IADS

These particular contributions would result in roughly equivalent reductions in the New York office, New York program, and international program budgets.

To offset future appropriations to IADS there would be some reductions in Foundation contributions to the established international institutes and the Consultative Group has been so advised.

Next December officers expect to recommend an appropriation for IADS of about \$1.5 million for use in 1976 about as follows:

<u>RF Staff and Services</u> (with reimbursement to RF)	\$ 750,000
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Program Support

Activities of IADS Trustees and International Advisory Board	50,000
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Addition of an IADS Executive Officer experienced in contract and grant negotiations, an adminis- trative assistant with similar experience, and a secretary	125,000
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Exploration of means of assisting developing countries to establish priorities and prepare proposals for development programs	300,000
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Initiation of activities of program groups in rural development, crop production, animal production, soils and fertilizers, irrigation and land development, seed production and supply, education, communications, and nutrition	275,000
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Of the \$1.5 million, approximately \$750,000 would be for RF staff time and services in the form of a grant in kind to IADS; and \$750,000 would be in cash toward costs of the activities indicated. With such support from The Rockefeller Foundation, it is believed that other organizations can be encouraged to participate and such participation will be actively sought.

AN INTERDISCIPLINARY EFFORT

Although IADS would have as an obvious major thrust the improvement of agriculture in developing countries, it also must be centrally concerned with means of increasing incomes and standards of living of rural people. This would involve, at least on an experimental basis, efforts to devise effective systems of integrated rural development comprising improvements in health care and family planning, nutrition, education, and housing.

That The Rockefeller Foundation itself has expertise in many of these areas - whether health sciences and population, the social sciences, or agriculture - plus access to many other sources of help, is important. The proposal for establishment of IADS has been reviewed by the Foundation's interdisciplinary Conquest of Hunger Committee, and it is expected that staff of several divisions of the Foundation would participate in the activities of IADS.

APPENDIX 1

Excerpted from Summary Record
of Bellagio VII June 1-4, 1975
(Chateau Montebello, P.Q., Canada)
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Of particular interest to the meeting was the proposal from Sterling Wortman concerning the establishment of the International Agricultural Development Service. The paper which began as an internal Rockefeller Foundation document was distributed to all participants and additional copies can be obtained from Dr. Wortman at The Rockefeller Foundation. Wortman stated his intention of approaching all other agencies interested for comment, suggestions and for cooperation. The IADS will, if it is created, seek to work in very close cooperation with the IARCs,* with the CGIAR,** and with all other relevant international and national agencies.

At the close of the meeting, there was a strong consensus in favour of the proposed IADS and many participants expressed the wish to be kept informed of the plans for its organization and the implementation of its services as they become available.

As a final general recommendation, it was urged that the momentum and enthusiasm which was evident during the meeting at

* International Agricultural Research Centers

** Consultative Group for International Agricultural Research

Montebello be not allowed to dissipate and that under no circumstances should a further year be allowed to elapse before the subject is taken up again. It is believed that sufficient interest exists to make possible the formation of a number of working groups to discuss in detail and recommend courses of action on several of the most urgent matters. As stated above, there seemed to be a consensus that no new institution, apart from the proposed IADS, should be created to deal with strengthening of national agricultural research systems. At the same time, it was felt that the CGIAR may find it an excessive burden to take full responsibility for national systems in addition to their support for the IARCs and other related international initiatives. The desirability of forming regional networks and possibly more regional research institutes to serve specific regional needs was repeatedly stated as was the importance of these initiatives being guided largely by developing nations of the regions they will seek to serve.

List of Conference Participants

Follows

BELLAGIO VII
MONTEBELLO CANADA
1-4 JUNE 1975

MAILING LIST AS AMENDED BY PARTICIPANTS

Ewart Åberg
Professor and Head
Department of Plant Husbandry
The Agricultural College of Sweden
S - 750 07 Uppsala 7, SWEDEN

Joel Bernstein
4620 North Park - 1507 W
Chevy Chase, Maryland 20015
U.S.A.

Almiro Blumenschein
Empresa Brasileira de
Posquisa Agropecuaria
Palacio do Desenvolvimento
9º Andar
Brasilia, BRAZIL

Lauro Bucio
Oficial Mayor de la
Secretaria de Agriculturay
Ganaderia, Mexico
Insurgentes sur 274
MEXICO, D.F.

Guy Camus
Office de la Recherche
Scientifique et Technique Outre-Mer
24, rue Bayard
Paris 8º, FRANCE

Norman Collins
The Ford Foundation
320 East 43rd Street
New York, N.Y. 10017
U.S.A.

Robert Cunningham
Ministry of Overseas Development
Eland House, Stag Place
London SW1E 5DH, ENGLAND

Doug Daniels
IDRC
P.O. Box 8500
Ottawa, CANADA
K1G 3H9

Edmund de Langhe
Administration Generale de la
Cooperation au Developpement
"AG Building"
13, place Champ de Mars
BRUXELLES

René Devred
FAO
Via delle Terme di Caracalla
00100 Rome, ITALY

José Drilon, Jr.
Director
SEARCA
College Los Banos
Laguna, PHILIPPINES

Curtis Farrar
USAID
Department of State
Washington, D.C. 20523
U.S.A.

Wadie Habashi
President
National Council for Research
NCR Building, P.O. Box 2404
Khartoum, SUDAN

John A. Hannah
Executive Director
World Food Council
Via delle Terme di Caracalla
00100 Rome, ITALY

Haldore Hanson
Director General
CIMMYT
Londres 40
Mexico 6, D.F.

Jaap Hardon
Agricultural University
Pabstsendam 16
Wageningen, NETHERLANDS

Mohd Noor Hassan
National Padi & Rice Authority
20th Floor, Bangunan UMBC
Jalan Sulaiman
Kuala Lumpur, MALAYSIA

Joe Hulse
IDRC
P.O. Box 8500
Ottawa, CANADA
K1G 3H9

Michael Lejeune
Executive Secretary, CGIAR
IBRD
1818 H Street H.W.
Washington, D.C. 20433
U.S.A.

Bhakdi Lusanandana
Director General
Department of Agriculture
Bangkok, THAILAND

Colin McClung
The Rockefeller Foundation
1133 Avenue of the Americas
New York, N.Y. 10036
U.S.A.

Clarence Pierce
Consultant
Inter-American Development Bank
808 17th St., N.W.
Washington, D.C. 20577
U.S.A.

John Pino
Director, Agricultural Sciences
The Rockefeller Foundation
1133 Avenue of the Americas
New York, N.Y. 10036
U.S.A.

Rolland Poirier
CIDA
Jackson Bldg.
122 Bank St.
Ottawa, CANADA
K1A 0G4

Vernon Ruttan
Agricultural Development Council
630 Fifth Avenue
New York, N.Y. 10020
U.S.A.

Armando Samper
President, National Forestry
Research & Development Corporation
Apartado Aereo 091676
Bogota, COLOMBIA

Djibril Sène
Délégué Général à la Recherche
Scientifique et Technique
61 Bol Pinet - Laprade
BP 3218
Dakar, SENEGAL

Sukhdev Singh
Indian Council of Agricultural Research
Krishi Bhawan
Dr. Rajendra Prasad Road
New Delhi - 110001, INDIA

Lars Strand
Agricultural University of Norway
P.O. Box 3
N-1432 Aas-NLH, NORWAY

Carl Thomsen
Okonomisk Institut
Den KGL Veterinaer - OG Landbohojskole
Thorvaldsensvej 40
DK 1871 - Kobenhavn V, DENMARK

Werner Treitz
Federal Ministry for Economic Cooperation
Karl-Marx-Strasse 4-6
53 Bonn 12, Postfach 120322
GERMANY

Sterling Wortman
The Rockefeller Foundation
1133 Avenue of the Americas
New York, N.Y. 10036
U.S.A.

Noboru Yamada
Adviser
Tropical Agricultural Research Centre
2-2-1 Nishigahara
Kitaku, Tokyo
JAPAN

Montague Yudelman
International Bank for
Reconstruction & Development
1818 H St., N.W.
Washington, D.C. 20433
U.S.A.

AS Consultants and Field Staff Attending IADS Discussion, June 18-19, 1975:

Consultants

Bradfield, Richard

Harrar, J. G.

Moseman, Albert H.

Niederhauser, John S.

Perry, Jesse P., Jr.

Stakman, E. C.

Field Staff

Byrnes, F. C., Information Specialist; Leader, Training and Communication
Program, CIAT, Cali, Colombia

Douglas, Johnson E., Seed Production Agronomist, CIMMYT, Tunis, Tunisia

Grant, U. J., RF Staff Member on Special Assignment, Cornell University

Harwood, Roland E., Associate, Experiment Station Operations, ICTA, Guatemala

House, Leland R., Geneticist, Arid Lands Agricultural Development Program,
Beirut, Lebanon

Jackson, Ben R., Plant Breeder, Bangkok, Thailand

Jennings, Peter R., Leader, Inter-American Rice Improvement Project, CIAT, Cali,
Colombia

Johnston, James E., Agricultural Project Leader, Bangkok, Thailand

Osler, Robert D., Deputy Director General, CIMMYT, Mexico

Roberts, Lewis M., Agricultural Sciences Regional Office for Central America,
Guatemala

Starnes, Ordway, Agricultural Sciences Representative in Africa, Nairobi, Kenya

Wellhausen, E. J., AS Special Field Staff Member, Mexico

Wright, B. C., Agricultural Project Leader, Ankara, Turkey