



THE TITLE XII PARTNERSHIP

*A Report to Congress on Title XII,
"Famine Prevention and Freedom from Hunger,"
of the Foreign Assistance Act of 1961, as Amended*

September 1992



U.S. Agency for International Development
2201 C Street, N.W.
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EXECUTIVE SUMMARY

The attention of the Board for International Food and Agricultural Development and Economic Cooperation (BIFADEC) in 1991 was focussed on two large issues:

- **increasing the role of U.S. colleges and universities in international development and**
- **defining the nature of the U.S. foreign assistance program in a changing world.**

University Center. *Prominent in the Board's deliberations and actions was support for the A.I.D. Administrator's initiative in establishing the **Agency Center for University Cooperation in Development in October 1991.** Those activities spoke primarily to the issue of broadening and deepening the participation of U.S. higher education institutions in development assistance programs. They addressed also the corollary concern of supporting the trend toward internationalization which is sweeping across U.S. higher education.*

The work of two BIFADEC task forces and related advisory committees and of the BIFADEC Budget Panel provided focus and direction to the Board's deliberations and a basis for its actions on these two issues.

Task Force on University Center Program. *The BIFADEC Task Force and Advisory Committee on the University Center Program, which BIFADEC had authorized in December 1990 to help determine the nature and scope of the proposed University Center, worked throughout 1991 and submitted a very practical report to the Board in December 1991. The report*

- **suggested illustrative types of short-term service and long-term program initiatives;**
- **identified five categories of long-term program initiatives, for each of which the purpose, significance, and possible approaches were defined and outlined; and**
- **provided two-page summary descriptions of eighteen possible activities for the University Center.**

This report, which the Board commended highly, is to be issued as a BIFADEC Occasional Paper. It is providing guidance as the University Center begins an intensive year of program planning and initiation.

Task Force on Development Assistance. *The BIFADEC Task Force on Development Assistance and Cooperation had been commissioned in 1990 in the wake of unsuccessful earlier efforts on the part of many individuals and groups to revise the foreign aid legislation. It submitted a draft report in April. In addition to the Board's consideration of it, the report was vetted at a national conference on Capitol Hill in June, which was sponsored by the BIFADEC and the Citizens Network for Foreign Affairs.*

Following fuller consideration of the report in September, the Board commended the work of the Task Force, expressed general agreement with all the recommendations, and singled out four of them for early emphasis and priority attention in a resolution which was transmitted to the A.I.D. Administrator. They included:

- **priority emphasis on human capital development,**
- **continued high priority on agricultural development,**
- **support for the new University Center, and**
- **an expanded emphasis on U.S. national comparative advantages in institution building, advanced training, and joint and collaborative research.**

The final report of the Task Force is entitled, "International Cooperation for Sustainable Economic Growth: The U.S. Interest and Proposals for Revitalization."

Budget Panel. *The BIFADEC Budget Panel addressed both issues in its analytical report on A.I.D.'s FY 1992 and FY 1993 budgets. Noting with concern a relative decline in the proportion of development assistance funding devoted to agriculture (from 50% to 30% between 1982 and 1991) and a disturbing decline of 28% in the past four years in funding for agricultural technology generation and transfer, the Panel made and the Board accepted recommendations to*

- **increase funding for agriculture and give relatively greater attention to technology development and transfer activities and**

- **give greater recognition to the interrelationships between productive agriculture and environment and natural resources conservation programs and to the importance of the link between food and nutrition areas and programs related to health and child survival.**

Joint Committee. *While the primary focus of the Board was on the universities' role in development and the U.S. foreign assistance program, it also received and considered reports and recommendations from its Joint Committee on Agricultural Research and Development (JCARD) on three Collaborative Research Support Programs (CRSPs). Activities in postharvest losses were put on hold. Scopes of work to plan CRSPs in sustainable agriculture and natural resources management (SANREM) and integrated pest management (IPM) were approved and subsequently were adopted by A.I.D. A group of institutions, led by the University of Georgia, prevailed in the competition to plan and initiate the SANREM CRSP.*

The Title XII partnership includes, in addition to the work of the BIFADEC and its subordinate units, A.I.D.'s longstanding and continuing practice of using the resources of U.S. colleges and universities in the implementation of its development assistance program. Higher education institutions still are participating in carrying out bilateral or field mission-funded projects, including the participant training program. They also are involved in centrally-funded activities, including the Collaborative Research Support Program, the Historically Black Colleges and Universities Research Grants Program, the Program Support Grants Program, and the new University Development Linkages Program.

Land Grant Institutions. *Total A.I.D. awards to land grant institutions in 1991 for all development assistance activities amounted to \$101 million. \$59.6 million of the total was obligated for agriculture, natural resources management, and nutrition projects as follows: \$24.8 million for regional bureau and field mission projects, \$17.6 million for the Collaborative Research Support Program, \$13.6 million for other centrally-funded activities, and \$3.6 million for the Program Support Grants Program.*

Thus, funding in these sectors remains an important part of A.I.D. programming, even though the level of funding continues to erode. In 1991, increased A.I.D. support was given for environment and natural resources management and agribusiness development projects. Three other programs, for which Title XII institutions are the prime contractors, also continue to attract broad-based support within A.I.D.

Participant Training Program. *There were 16,500 A.I.D. participants in fiscal year 1991, a 14% drop from the 19,000 in fiscal year 1990. New starts were down 20% to 7,400. Equally divided between academic and technical training, 21% of the participants were enrolled in Ph.D., 39% in master, 21% in baccalaureate, and 18% in associate degree programs in private sector development (34%), agriculture (25%), public administration (23%), health and family planning (7%), and other programs.*

The General Agricultural Training Program, which offers technical training in the United States in agriculture and natural resources management, provided 4,100 months of such training for A.I.D.-supported participants from 65 developing countries in 1991. The program is administered by the Consortium for International Development, in cooperation with five regional consortia whose members include 67 universities.

Collaborative Research Support Program. *U.S. and developing country scientists have continued their collaboration and cooperation in international agricultural research in eight Collaborative Research Support Programs (CRSPs), among other activities. The eight existing CRSPs are in sorghum/millet, beans/cowpeas, small ruminants, tropical soils, peanuts, nutrition, pond dynamics/aquaculture, and fisheries. The sorghum/millet and peanut CRSPs held well-attended international symposia during 1991.*

As was noted earlier, two new CRSPs were developed in 1991 in sustainable agriculture and natural resources management (SANREM) and integrated pest management (IPM), and activities in postharvest losses were put on hold.

Historically Black Colleges and Universities Research Grants Program.

Now in its eighth year, this program responds to the Title XII mandate, Executive Order 12667, and the Gray Amendment, all of which encourage government agencies to provide greater procurement opportunities to the historically black colleges and universities (HBCUs). In 1991, 35 grants were awarded, amounting to a total of nearly \$2.5 million, to 15 HBCUs. Of these awards, 12 are in agriculture, 2 in nutrition, 1 in rural economic development, and 10 in health.

This makes a total of 152 grants totalling \$13,911,033 to 30 HBCUs during the life of this program.

Morehouse College of Medicine (16), Meharry Medical College (15), Tuskegee University (13), and Howard University and Lincoln University in Missouri (11 each) have received the largest number of awards.

Program Support Grants Program. *The Title XII legislation emphasizes also strengthening the capacity of U.S. institutions to participate in development assistance programs. The Program Support Grants Program was initiated through five single and twelve joint Memoranda of Understanding (MOUs), which were signed with 29 Title XII institutions between 1982 and 1986. New baccalaureate and master degree programs and collaborative research in water resource management are evidence of some of that "strengthening" during 1991, as is the involvement of these institutions in field mission- funded and centrally-funded A.I.D. contracts.*

In keeping with its announced intention a year earlier, A.I.D. sent formal notices to the recipient universities in August 1991 advising them that the grants would be terminated on June 30, 1992.

University Development Linkages Program. *A new approach to A.I.D.- university collaboration was implemented in September 1991 with the award of thirteen matching grants, totalling \$1.4 million. The University Development Linkages Program (UDLP), which is designed to encourage and support long-term, sustainable, and mutually beneficial linkages between U.S. and developing country higher education institutions, has elicited much interest in U.S. academic circles. The thirteen awards followed a stringent external peer review process, which evaluated 79 fully responsive applications resulting from more than 400 inquiries for the advertised Request for Application document.*

Seventeen developing country and eleven U.S. higher education institutions and thirteen developing countries are involved in the first awards for linkage activities in agriculture, business management, education, forestry, health, nutrition, and rural/community development. The awards are up to \$100,000 per year for a maximum of five years with a 100% matching requirement. Over the five-year term of these grant agreements, A.I.D. will contribute approximately \$7.0 million, which will be matched by \$13.3 million from the U.S. and developing country participating institutions for a total investment of \$20.0 million. Approximately \$1.5 million is expected to be made available each year for new awards.

Higher Education and Development. *Following the establishment of the University Center in October 1991, the intensive planning of other long-term programs began. This activity is being aided considerably by the very practical report of the BIFADEC Task Force and Advisory Committee on the University Center Program, which was submitted in December 1991. This planning exercise is expected to result in 1992 in a core set of activities, focussed on higher education and development.*

A new dimension is being added to the Title XII partnership of U.S. universities and A.I.D. In deepening and broadening the participation of U.S. colleges and universities in the development process, the fuller use of their considerable resources is sought. The focus of the BIFADEC and the University Center extends beyond the land grant institutions to include the broad spectrum of U.S. higher education institutions and all development-related sectors. At the same time, particular attention is paid to activities which promote food production and agricultural technology development and especially to matters related to famine prevention and freedom from hunger.

The University Development Linkages Program is an example of this new partnership. The intensive planning in 1992 will seek other mechanisms through which to engage and support the participation of U.S. and developing country higher education institutions in the development process.

SECTION I

THE BOARD FOR INTERNATIONAL FOOD AND AGRICULTURAL DEVELOPMENT AND ECONOMIC COOPERATION

1991 was the first full year that the Board for International Food and Agricultural Development and Economic Cooperation (BIFADEC) operated under its new charter, name, and expanded mandate. The Board's purview has expanded beyond agriculture to include all aspects of development, and its constituency includes all U.S. colleges and universities, in addition to those mandated in Title XII. During 1991, the Board focussed on consolidating and making effective this revitalized and expanding partnership of U.S. higher education institutions and A.I.D.

The Board convened five meetings in Washington, D.C., during 1991: on February 28-March 1, April 18-19, June 19-20, September 19-20, and December 5-6. There were no changes in the Board's membership or in related Agency staff members in 1991.

Highlights of the year were:

- *the establishment of the Agency Center for University Cooperation in Development;*
- *the reports of two BIFADEC task forces and of the BIFADEC Budget Panel;*
- *the continuing work of BIFADEC's Joint Committee on Agricultural Research and Development on developing new Collaborative Research Support Programs;*

The Board also monitored regularly other activities of the University Center, including the successful launching of a new project, the **University Development Linkages Program**; the continuation of the **Historically Black Colleges and Universities Research Grants Program**; and the initial design of a **core program** for the University Center.

Agency Center for University Cooperation in Development

The Agency Center for University Cooperation in Development, which A.I.D. Administrator Ronald W. Roskens had created in September 1990, was established a year later and became operational in October 1991. This was one in a series of actions Administrator Roskens took in reorganizing the Agency.

The University Center consolidated the existing BIFADEC Support Staff and the Office of Research and University Relations into a single organization in A.I.D.'s new Bureau for Research and Development. This combined staff is being augmented by specialists from the U.S. college and university community, who are appointed under the Intergovernmental Personnel Act (IPA). The currently dispersed staff members were expected to be brought together in new University Center offices early in 1992.

In addition to its role as an operating unit in A.I.D., the University Center provides staff support services to the BIFADEC.

Basic Assumptions. Four important assumptions undergird the University Center's role in A.I.D. and its program plans:

- *The developing country university is an essential contributor to the development process;*
- *U.S. higher education is a great American asset, widely respected in the developing world and universally admired especially at advanced levels;*
- *A.I.D. has made major investments in building universities in developing countries; and*
- *A.I.D. will be missing a unique opportunity to enhance its development efforts if it does not now build on its previous investments.*

Operating Principles. Among the characteristics and operating principles which guide program development in the University Center are the following: short-term and long-term programming perspectives; activities which involve the full range of college and university resources and capabilities; mutuality in terms of benefits gained and costs shared by A.I.D. and the college and university community; objective selection and evaluation procedures; and improvement in the policies and processes which govern existing and historically important contractual and other relationships between A.I.D. and many U.S. institutions of higher education.

Structure. In addition to the **Office of the Executive Director**, which administers and supervises the work of the University Center, there are three program staffs. The **Program Development Staff** explores program needs and possibilities; develops new programs, relationships, policies and procedures for their implementation; and assists in obtaining the expertise of higher education institutions. The **Program Management Staff** assists in the organization and management of the participation of U.S. higher education institutions in A.I.D. programming; manages the implementation of University Center projects; and administers non-project activities. The **Program Support Staff** administers Title XII of the Foreign Assistance Act and provides support to the BIFADEC and its committees, panels, and task forces; and assists in informing both groups of and in matching A.I.D. programming opportunities and university resources.

Program. The program of the University Center has been planned with the help of the BIFADEC Task Force and Advisory Committee on the University Center Program, as well as the advice and suggestions from a wide range of consultations within and outside of A.I.D.

The University Center's long-term programming began in 1991 with the University Development Linkages Program. A full description of this program begins on page 16. Other types of long-term programming and short-term services are being considered, and design work has begun on a new multidimensional core program.

Among the continuing activities, which the University Center inherited, is the Research Grants Program for historically black colleges and universities. This program is described on pages 11-12.

Role of Universities in Development

As defined by Administrator Roskens, the purpose of the University Center is to broaden and deepen the involvement of U.S. colleges and universities in international development. This is commensurate with the Title XII legislation and BIFADEC's raison d'etre.

Having played an active role in the creation of the University Center, the BIFADEC continued its support by creating a Task Force and an Advisory Committee on the University Center Program. The work of these groups also helped continue BIFADEC's focus on the role of U.S. colleges and universities in development.

These two groups explored possible program emphases and priorities, and submitted a report to the Board in December. Their report reviewed the stated purposes and goals of the University Center and offered some operating principles. They concluded:

"Higher education institutions are key instruments in development worldwide, and play most important roles in shaping progress in their respective societies...Fostering effective working relationships among U.S. and developing country colleges and universities is an important goal for the United States."

Seen as being complementary to the traditional A.I.D.-university modus operandi, the report stated that these working relationships should be dictated by long-term considerations and developed in a cooperative and collegial atmosphere.

The report suggested illustrative types of short-term service and long-term program initiatives. Five broad categories of long-term program initiatives were presented. In each category, the purpose was defined, the importance of such programming was discussed, and several possible and practical approaches were outlined. The five categories were:

- Sustaining and enhancing programs in developing country institutions;
- Enhancing development research, education and assistance capacity in U.S. higher education;
- Increasing and sharing expert talent of value to both A.I.D. and higher education;
- Accessing university resources and experience more effectively; and
- Designing and evaluating development programs.

The remainder of the report consisted largely of two-page descriptions of eighteen possible activities for the University Center. For each activity, purpose, relevance, possible approaches and issues arising therefrom were outlined.

The report is expected to be published as a BIFADEC Occasional Paper early in 1992.

The members of the Task Force were drawn from the U.S. higher education associations, especially people in the leadership and management of international affairs. They were led by Dr. Lynn Pesson, former vice chancellor of Louisiana State University and former executive director of the BIFAD Support Staff. The Advisory Committee, whose chairperson was Dr. Jean Ruley Kearns, professor at the University of Arizona and former BIFAD member, was composed of college and university presidents named by the higher education associations and senior executives of A.I.D. and other federal agencies. See list attached.

U.S. Foreign Assistance Program

During 1991, the BIFADEC also continued to focus on the larger issue of the nature of the U.S. foreign assistance program in a changing world, giving special attention to the role of agricultural development.

Task Force Report. The BIFADEC Task Force on Development Assistance and Cooperation, which had been commissioned in 1990 in the wake of unsuccessful efforts in 1988 and 1989 to revise the foreign aid legislation, completed its assigned task and submitted a report. Following Board consideration of a draft report in April, the BIFADEC and the Citizens Network for Foreign Affairs sponsored a national conference on the report on Capitol Hill in June. It was at a time when Congress was considering new authorizing and appropriations legislation for foreign aid. The conference was attended by more than 100, including people from the legislative and executive branches and the university and private and voluntary organization communities, and provided a forum also for a wide range of interest groups to interact with the Task Force and with each other.

The results of this conference and other consultations were factored into the Board's further consideration of the Task Force report at its meeting in September. Commending the work of the Task Force and expressing general agreement with all the recommendations, the Board singled out four of them for early emphasis and priority attention in its resolution which was transmitted to the A.I.D. Administrator. The Board resolved the following:

● **Human Capital Development.** *"Building human capital is at the heart of the development process and must not be undervalued as the U.S. programs place more emphasis on capital investment and export promotion... THEREFORE, the U.S. development cooperation programs should place priority emphasis on human capital development in all its forms -- nutrition, health care, education, training, research investments and the institutional arrangements generally needed in society -- as spelled out in the Task Force report."*

● **Agricultural Development.** *"Agriculture, including agribusiness, is still at the heart of economic growth and sustainable progress in most of the poorer developing countries... THEREFORE, the U.S. development cooperation programs should continue to place a high priority on the collaborative research and development of agricultural technology suitable for each developing country, including that required for more efficient production, processing and marketing of agricultural products, and on building the indigenous human and institutional capacity this requires."*

● ***University Center.*** *"Building the organizational ties and collaborative style which will ally various segments of society with A.I.D. in its search for increasingly effective and broader development programs is essential... THEREFORE, A.I.D. and the U.S. college and university community should support the new Agency Center for University Cooperation in Development and see that it develops a strong program emphasizing U.S. scientific and technological cooperation and collaboration with developing country institutions across a broad array of fields pertinent to the economic, social and political development process."*

● ***National Advantages.*** *"Our programs should stress our national advantages...Universities are important aspects of our comparative advantage... THEREFORE, an expanded emphasis on institution building, advanced training, plus university joint and collaborative research on developing country and global problems, would put our best foot forward in ways that would yield great dividends to both the poor countries and to this nation over the longer term."*

The final report of the Task Force is entitled, **"International Cooperation for Sustainable Economic Growth: The U.S. Interest and Proposals for Revitalization."** According to the report, the eight recommendations "are based on an emerging consensus in the development community on how to promote agricultural and general economic development...(and) take into account the significant developments in the international economy over the last several decades." The recommendations are concerned with the following:

"(1) promoting freer trade and policy reform, (2) building the political coalition for international economic cooperation, (3) revitalizing program priorities, (4) making more effective use of food aid, (5) strengthening the Agency for International Development, (6) internationalizing U.S. universities, (7) strengthening the U.S. Department of Agriculture and other government agencies, and (8) making more effective use of economic assistance."

The six-member Task Force was led by Dr. G. Edward Schuh, dean of the Humphrey Institute of Public Affairs, University of Minnesota. The other members were: Dr. Susanna Hecht, professor in the Graduate School of Architecture and Urban Planning, University of California at Los Angeles; Dr. James Henson, director of international programs, Washington State University; Dr. Uma Lele, professor in the Department of Food and Resource Economics, University of Florida; Dr. John Mellor, senior fellow (on leave), International Food Policy Research Institute; and Dr. Donald Plucknett, scientific advisor to the Consultative Group on International Agricultural Research, World Bank.

The BIFADEC Task Force was supported by grants from A.I.D., the U.S. Department of Agriculture, and the Ford, MacArthur and Rockefeller foundations. It was assisted by an Advisory Committee under the chairmanship of Dr. William E. Lavery, chancellor for extension administration, Virginia Polytechnic Institute and State University, and former BIFADEC chairman. Members represented the supporting and other organizations and included two members of Congress, Senator Terry Sanford (D, NC) and Representative Douglas Bereuter (R, NE).

Legislative Initiative. The BIFADEC addressed the issue of the nature of the U.S. foreign assistance program in another way during 1991. The Administration submitted to the Congress its proposal early in 1991 for revising the Foreign Assistance Act of 1961, as amended. During the same period, the BIFADEC submitted to A.I.D. its proposal for revising Title XII of the legislation. The changes proposed by the BIFADEC would have reflected the Board's expanded mandate and the creation of a university center within A.I.D. The Administration submitted a very summary version of proposed legislation, which, Administrator Roskens assured the Board, contained the necessary authorities to continue a strong BIFADEC and the University Center. In the end, however, Congress did not pass the revised foreign assistance legislation.

Budget Panel Report. Both issues -- that is, the nature of the U.S. foreign assistance program and the role of U.S. higher education institutions in development -- were addressed also by the BIFADEC Budget Panel in its analytical report on A.I.D.'s FY 1992 and FY 1993 budgets.

The Budget Panel met three times during 1991: on February 26-28, June 6-7, and September 13. This was the first year that the Budget Panel looked at other than agricultural activities. In keeping with the BIFADEC's expanded responsibilities, the Budget Panel reviewed activities in health, child survival, population, environment, energy, natural resources management, economic development, education, and other sectors, as well as in agriculture.

In its report to the Board in September, the Budget Panel noted a relative decline in the proportion of development assistance funding devoted to agriculture (from 50% to 30% between 1982 and 1991), and a disturbing decline of 28% (between 1989 and 1992) in development assistance and Development Fund for Africa funding for agricultural technology generation and transfer. However, economic support funding of agricultural activities in a few countries kept Agency-wide totals nearly constant in nominal terms.

The BIFADEC should encourage A.I.D. to increase the level of funding for agriculture in its portfolio and give relatively greater attention to technology development and transfer activities, the Budget Panel recommended. Other recommendations were to give greater recognition to the interrelationship between production agriculture and environmental and natural resource conservation programs and to the importance of the link between food and nutrition areas and programs related to health and child survival.

The Budget Panel advised the BIFADEC to "follow two tracks in addressing the apparent contradiction in the budget between trends in Agency programming and economic development" -- namely, to continue to press the Agency to follow a program consistent with economic development by focussing on the agricultural sector, and simultaneously to analyze more systematically the actual demand for resources of land grant universities. In its advisory role, the Budget Panel added, BIFADEC will need to continue to inform the Agency about (a) the key role which agriculture plays in the development process, (b) how the goal should be approached, and (c) how the U.S. land grant universities and other institutions can contribute to the effort.

Dr. Harold Matteson of New Mexico State University served as chairman of the Budget Panel. Other members were: Dr. David Hansen of Ohio State University, Dr. Dean Jansma of Pennsylvania State University, Dr. Winfrey Clarke of Virginia State University, and Dr. Tom Westing of the University of Arkansas.

Drs. Matteson and Hansen accompanied BIFADEC Chairman Wales Madden when the budget recommendations were presented to the A.I.D. Administrator. The Administrator stressed his strong advocacy for the use of university resources in development. He asked the University Center to organize meetings to clarify the perception of a decline in agricultural activities in Agency programming.

Joint Committee on Agricultural Research and Development

The Joint Committee on Agricultural Research and Development (JCARD) met on February 25-26 and September 5-6, 1991, to consider the development of three Collaborative Research Support Programs (CRSPs) in sustainable agriculture and natural resources management (SANREM), postharvest research and technical assistance, and integrated pest management (IPM).

A work group, composed of relevant scientists from Title XII institutions, developed a scope of work for planning a CRSP in each subject matter. After being approved by JCARD and BIFADEC, these scopes of work were adopted by A.I.D. for developing the SANREM and IPM CRSPs. Activities in postharvest losses were put on hold. The planning of the SANREM CRSP was done competitively; a group of institutions, led by the University of Georgia, won and was selected to initiate the CRSP.

Dr. Edwin Price of Oregon State University is chairman of JCARD, Dr. Patrick Peterson of A.I.D. is vice chairman, and Dr. Mortimer Neufville of the University of Maryland, Eastern Shore is chairman of the Subcommittee on Research and Sustainable Agriculture.

SECTION II

A.I.D.- UNIVERSITY COLLABORATION

A.I.D. has continued its longstanding practice of using the resources of U.S. colleges and universities in the implementation of its development assistance program. In addition to bilateral or field mission-funded projects, including the participant training program, U.S. colleges and universities have been involved in centrally-funded activities, including the Collaborative Research Support Program, the Historically Black Colleges and Universities Research Grants Program, the Program Support Grants Program, and the new University Development Linkages Program.

Participation of Land Grant Institutions

The Title XII legislation encourages A.I.D. to tap the resources of U.S. land grant colleges and universities. During 1991, total A.I.D. awards to land grant institutions for all development assistance activities amounted to \$101 million. Of that amount, \$59.6 million (59%) was obligated for agriculture, natural resources management, and nutrition projects. Thus, even though the level of funding has eroded further, as was reported by the BIFADEC Budget Panel, policy, research, educational and institutional development projects in these sectors continue to be important in A.I.D. programming.

Of the \$59.6 million, \$24.8 million was funded by regional bureaus and their field missions, \$17.6 million supported the Collaborative Research Support Program, \$13.6 million supported other centrally-funded agriculture, rural development and nutrition projects, and \$3.6 million was obligated for the Program Support Grants Program.

Noteworthy in 1991 was increased A.I.D. support for environment and natural resources management and agribusiness development projects. Three other programs also have continued to attract broad-based support within A.I.D. -- namely, Food Security in Africa (for which Michigan State University is the prime contractor), Policy Reform and Poverty (Cornell University), and Access to Land, Water and Other Natural Resources (University of Wisconsin).

Participant Training Program

Education and extension programs to build and strengthen needed human and institutional resources are essential parts of the land grant model of development, the use and adaptation of which in developing countries are at the heart of the Title XII legislation. The Participant Training Program is A.I.D.'s most visible response to human resource development.

In FY 1991, there were 16,500 participants, a 14% drop from the 19,000 in FY 1990. Noteworthy was a 20% drop in the number of new starts, from 9,100 in FY 1990 to 7,400. The participants were split equally between academic and technical training. Approximately 21% were enrolled in Ph.D., 39% in master, 21% in baccalaureate, and 18% in associate degree programs. Of the academic participants, 34% were in private sector development, 25% in agriculture, 23% in public administration, and 7% in health and family planning.

The participants were enrolled in over 1,000 institutions, including over 600 four-year colleges and universities and over 100 community colleges, in almost every state. Nearly 24% of all participants were trained at historically black colleges and universities.

During 1991, the General Agricultural Training Program provided 4,100 months of technical training in the United States in agriculture and natural resources management for A.I.D.-supported participants from 65 developing countries. Formerly administered by the Office of International Cooperation and Development of the U.S. Department of Agriculture, this centrally-funded program has been administered since June 1990 by the Consortium for International Development, in conjunction with the five regional consortia comprised of 67 university members.

Collaborative Research Support Program

Eight Collaborative Research Support Programs (CRSPs) are carried out by U.S. and developing country scientists on carefully selected subject matter. The CRSPs are a result of the Title XII legislation, which encourages collaboration and cooperation in international agricultural research. The existing CRSPs are in sorghum and millet, beans and cowpeas, small ruminants, tropical soils, peanuts, nutrition, pond dynamics/aquaculture and fisheries.

Representatives of the CRSP Council, which the eight CRSPs formed in 1990, travelled to Washington, DC, in March and December to make presentations on the CRSPs to A.I.D., Congress and the World Bank.

As was noted earlier (see page 8), two new CRSPs in sustainable agriculture and natural resources management (SANREM) and integrated pest management (IPM) were developed in 1991, and a decision was made not to continue activities in postharvest losses.

Two international symposia were held by the Sorghum/Millet CRSP and the Peanut CRSP, respectively. They attracted nearly 300 participating scientists from the United States and developing countries. Among the significant research accomplishments which were reported were the following:

- **the release of two sorghum varieties resistant to low pH soils, resulting in over 50,000 hectares being planted in 1991. The market value of production has been estimated at \$5 million.**
- **the package of sustainable production practices for hillside farming, using improved sorghum varieties adapted to such fragile terrain. For those households using the new technology, farm income has increased 15%, and economic analysis estimates an annual rate of return on investment of 32%.**
- **the development of greenbug resistant hybrids for both the United States and Latin America. Economic gain to the United States alone in 1989 was \$389 million.**
- **the development of a new peanut cultivar that yields 42% more than traditional cultivars. Increased production is valued at \$600,000 annually.**
- **the procedures to control a highly contagious and lethal seedborne virus introduced in the United States from China. These techniques prevented the inevitable propagation and spread of infected seed in peanut growing states, thus saving crops valued at several hundred million dollars.**

Historically Black Colleges and Universities Research Grants Program

The Historically Black Colleges and Universities Research Grants Program is a component of A.I.D.'s strategy responding to Executive Order No. 12677, which directs federal agencies to provide opportunities to historically black colleges and universities (HBCUs). The program, which was initiated in October 1983, provides grants not to exceed \$100,000 each to HBCU faculty members on a competitive basis to (a) conduct research on significant developing country problems, (b) increase HBCU participation in A.I.D. programming, and (c) strengthen HBCU capability to undertake international development activities.

Following the first year of funding in FY 1984, when 11 projects of less than \$35,000 each were funded, the size of the program has increased to nearly \$2 million annually, and a formal external review process has been established to vet research proposals. Through fiscal year 1991, a total of 152 research projects have been funded at a cost of approximately \$14 million. See Table 1.

In fiscal year 1991, fifteen HBCUs were awarded grants totaling \$2,497,383 for 25 research projects. Three institutions, Howard University, Lincoln University (Missouri), and Morehouse School of Medicine each received three grants. The following institutions each received two grants: Alabama A&M University, Langston University, North Carolina A&T State University, and Meharry Medical College. Single grants were awarded to Charles Drew Medical School, Clark Atlanta University, University of Maryland at Eastern Shore, Mississippi Valley State University, South Carolina State College, Southern University, Tuskegee University, and Virginia State University. See Table 2.

Twelve of the projects are in agriculture, two in nutrition, one in rural economic development, and ten in health. For 11 projects, six in health and five in agriculture, the principal location of the research is the United States. The other 14 projects are being carried out principally in eleven different countries: two each in Cameroon, Jamaica and Nigeria; and one each in Belize, Ghana, Indonesia, Namibia, Rwanda, St. Vincent, Senegal and Zimbabwe.

In February, a symposium on USAID-sponsored research in health was held in Atlanta, GA. Nearly 100 scientists and principal investigators from HBCUs and collaborating institutions in the United States and in other countries attended the three-day meeting. A.I.D. Assistant Administrator for Science and Technology Richard Bissell, whose bureau co-sponsored the symposium with Morehouse School of Medicine, noted, "The gaps continue to grow and will be addressed by the kinds of science we do. It must be both basic and adaptive. The research pioneers in this room are part of the solution to the problem and will continue (to meet this need) for the foreseeable future."

It is interesting to note that one of the HBCUs, Morgan State University, which competed successfully in the first cycle of competitive awards under the University Development Linkages Program (UDLP), previously had been a recipient of research grants under the HBCU Research Grants Program.

Table 1

HBCU Research Grants Number, Cost and Principal Location of Research Fiscal Years 1984-1991		
LOCATION	NUMBER	COST
Africa	47	4,492,583
Botswana	2	200,000
Burkina Faso	2	157,165
Cameroon	4	376,051
Ethiopia	1	96,045
Ghana	9	879,155
Kenya	3	303,183
Namibia	1	100,000
Niger	1	99,432
Nigeria	9	819,903
Rwanda	3	299,710
Senegal	2	199,697
Sierra Leone	3	295,554
Togo	1	88,317
Zaire	1	98,421
Zambia	2	181,642
Zimbabwe	3	298,308
Asia	10	975,846
Bangladesh	2	196,030
India	1	99,360
Indonesia	3	282,193
Nepal	1	99,986
Philippines	2	199,648
Thailand	1	98,629
Near East	1	99,949
Egypt	1	99,949
Caribbean	24	2,165,621
Barbados	3	276,684
Belize	5	433,546
Caribbean General	2	199,538
Dominican Republic	5	498,023
Haiti	2	199,466
Jamaica	7	558,364
Latin America	4	348,894
Argentina	1	97,802
Costa Rica	1	54,800
Peru	2	196,292
United States	66	5,828,140
Total	152	13,911,033

Table 2

HBCU Research Grants Awarded by USAID Number and Cost by Institution Fiscal Years 1984-1991		
INSTITUTION	NO. OF GRANTS AWARDED	TOTAL FUNDS
Alabama A&M University	4	385,684
University of Arkansas at Pine Bluff	3	234,783
Benedict College	1	100,000
Clark-Atlanta University	8	703,584
University of the District of Columbia	1	100,000
Charles R. Drew University	7	675,330
Florida A&M University	9	777,540
Fort Valley State College	4	397,652
Howard University	11	985,685
Jackson State University	1	99,989
Langston University	3	300,000
Lincoln University at Missouri	11	948,882
University of Maryland at Eastern Shore	2	188,317
Meharry Medical College	15	1,412,044
Mississippi Valley State University	3	190,510
Morgan State University	3	254,268
Morehouse College	4	398,929
Morehouse College of Medicine	16	1,452,795
Morris Brown College	1	96,438
North Carolina State A&T University	4	396,406
Philander Smith College	1	82,661
Prairie View A&M University	5	498,771
Selma University	1	98,809
South Carolina State College	4	399,455
Southern University at Baton Rouge	3	295,448
Tennessee State University	6	550,772
Texas Southern University	4	332,320
Tuskegee University	13	1,216,689
Virginia State University	3	302,272
Xavier College	1	35,000
TOTAL	152	13,911,033

Program Support Grants Program

The Title XII legislation emphasizes, *inter alia*, strengthening the capacity of U.S. institutions to participate in development assistance programs. The legislation makes explicit reference to memoranda of understanding as possible mechanisms for achieving this purpose.

The Program Support Grants Program, which evolved from the experience with the Section 211(d), the Strengthening Grants, and the Matching Support Grants programs, was initiated through five single and twelve joint Memoranda of Understanding (MOUs). The single MOUs were signed in 1982 and 1983 with Colorado State University, University of Florida, Purdue University, Utah State University and Washington State University.

Over a two-year period, beginning in June 1984, joint MOUs were signed linking twelve 1862 land grant universities with an equal number of the historically black (1890) land grant colleges and universities as follows: Oregon State University and Tuskegee University; Michigan State University and North Carolina A&T State University; Kansas State University and Alabama A&M University; Auburn University and the University of Arkansas at Pine Bluff; Ohio State University and Fort Valley State College; Texas A&M University and Prairie View A&M University; University of Illinois and University of Maryland, Eastern Shore; New Mexico State University and Tennessee State University; Louisiana State University and Southern University; North Carolina State University and Florida A&M University; University of Wisconsin at Madison and Virginia State University; and University of Minnesota and Lincoln University in Missouri.

Examples of "strengthening" institutional capability to do development assistance work include:

- **Alabama A&M University.** A new master's degree program, Planning and International Economic Development, is in its second year of operation.
- **Colorado State University.** Projects in water resource management recently were completed successfully in Egypt, Malawi and Pakistan. There is also continuing collaborative research in Egypt and Pakistan in water resource management.
- **University of Minnesota and Lincoln University in Missouri.** A joint Master of Science degree program is being developed.
- **University of Wisconsin.** A new baccalaureate degree program in International Agriculture and Natural Resources began in 1991.

- **New Mexico State University.** It is one member of a five-university consortium which is pursuing a "debt swap" program with Mexico.

Following A.I.D.'s announcement in October 1990 that it would discontinue support for the Program Support Grants Program during FY 1992, the BIFAD convened an informational workshop on A.I.D.-university relations in conjunction with its 103rd meeting in December 1990. After the workshop, the Board urged that funding for the MOU and JMOU Program Support Grants Program not be jeopardized until it had been evaluated in the context of the new University Center's program. In August 1991, A.I.D. sent formal termination notices to the recipient universities advising them that the grants would be terminated on June 30, 1992. Consideration would be given to extenuating circumstances on a case by case basis.

University Development Linkages Program

The University Development Linkages Program (UDLP), the University Center's first program effort, has completed successfully its first competitive cycle. Thirteen matching grants, totalling \$1.4 million, were awarded in September 1991 to encourage and support long-term linkages between U.S. and developing country institutions (see list on page 17). Two HBCUs, Central State University and Morgan State University, were among the institutions awarded grants.

In 1990, A.I.D. began to design this new program, in recognition of the considerable and untapped development-related resources available in U.S. higher education institutions. It supports the internationalization of their programs and strengthens the capability of developing country higher education institutions to meet better the needs of their societies. Linkages between U.S. and developing country institutions are envisioned to be long-term, collaborative, mutually beneficial, and sustainable.

The thirteen awards in 1991 were a result of more than 400 inquiries for the Request for Application document announced in the *Commerce Business Daily*, 164 pre-applications, and 79 fully responsive applications. The applications were subjected to a stringent external peer review process conducted for A.I.D. by the Board on Science and Technology in International Development of the National Research Council. Relevant A.I.D. field missions also were involved in the review process.

Seventeen developing country and eleven U.S. higher education institutions and thirteen developing countries were involved in these first awards. The proposed linkage activities are in diverse fields of development, including agriculture, business management, education,

UNIVERSITY DEVELOPMENT LINKAGES PROJECT FY 1991 COOPERATIVE AGREEMENT AWARDS

AGENCY FOR INTERNATIONAL DEVELOPMENT
CENTER FOR UNIVERSITY COOPERATION IN DEVELOPMENT

U.S. INSTITUTIONS	DEVELOPING COUNTRY INSTITUTIONS	COUNTRIES	FIELDS OF ACTIVITY
· Boston University	· Tribhuvan University	· Nepal	· Health
· Central State University (HBCU)	· University of Science and Technology	· Ghana	· Environment · Management · Engineering
· Harvard University	· Instituto Nacional de Salud Publica · Eduardo Mondlane University	· Mexico · Mozambique	· Health
· Johns Hopkins University	· El Colegio de Mexico	· Mexico	· Health · Population
· Johns Hopkins University	· University of Maidugari · University of Ilorin · University of Benin	· Nigeria	· Health
· Morgan State University (HBCU)	· Jahangirnagar University	· Bangladesh	· Rural Development · Population
· University of California-Davis	· Instituto de Nutricion de Central America y Panama (INCAP) at the University of San Carlos	· Guatemala	· Nutrition · Health
· University of Massachusetts	· Tribhuvan University	· Nepal	· Literacy related to Rural and Community Development
· University of Montana	· University College of Belize	· Belize	· Environment · Forestry · Management
· University of North Carolina	· Indian Institute of Health Management Research	· India	· Health · Management
· University of North Carolina (lead) · University of Pennsylvania	· University of Javeriana	· Colombia	· Health
· University of Pennsylvania	· University of Botswana · University of Ibadan · University of Tunis	· Botswana · Nigeria · Tunisia	· Literacy related to Agriculture and Health
· Worcester Polytechnic Institute	· Escuela Superior Politecnica del Litoral	· Ecuador	· Environment · Business · Management

forestry, health, nutrition, and rural/community development. Over the five-year term of these grant agreements, A.I.D. will award approximately \$7.0 million, which will be matched by \$13.3 million from the U.S. and developing country institutions -- a total investment of \$20.0 million.

The relationships, which the UDLP seeks to foster between U.S. and developing country institutions, are based on the implementation of one or more specific and well-defined objectives with time-specific accomplishments defined for each objective.

A competition is expected to be conducted annually and will be open to all U.S. public and private colleges and universities, individually or in consortia, which meet the eligibility requirement of being degree-granting and involved in education, research and outreach. Proposed linkage activities may be in all sectors of international development of interest to A.I.D. Approximately \$1.5 million is expected to be made available each year for new awards. These awards are up to \$100,000 per year for a maximum of five years with a 100% matching requirement.

Higher Education and Development

As was noted earlier, the report of the BIFADEC Task Force and Advisory Committee on the University Center Program was submitted in December 1991. This very practical document is being used to guide the development of other long-term programs.

Early consideration is being given to the following types: helping sustain the progress and improve the quality of developing country higher education institutions; cooperating in the internationalization process in U.S. higher education; expanding and sharing expert personnel resources of value to both A.I.D. and the college and university community; providing more effective access to university resources and experience for A.I.D. and other development assistance organizations; and strengthening and broadening the commitment to development by higher education institutions.

SECTION III

THE NEW PARTNERSHIP

A new dimension is being added to the Title XII partnership of U.S. universities and A.I.D. On the one hand, the new partnership can be characterized as deepening and broadening the sixteen-year old relationship between land grant colleges and universities and A.I.D., which has been the primary focus of the Title XII legislation and of the BIFADEC. On the other hand, the new dimension is also a deepening and broadening of the longstanding traditional A.I.D.-university contractual relationships for the performance of specific A.I.D. technical and other development assistance tasks.

The fuller use of the considerable resources of U.S. higher education institutions across the spectrum and not only land grant institutions is the focus of the BIFADEC and of the University Center. Programmatically speaking, all development-related sectors, not only agriculture, natural resources, nutrition, and rural development, are of concern. This new partnership also is characterized by the mutuality of the relationships, not only between A.I.D. and the U.S. university community, but also between U.S. and developing country higher education institutions. Joint planning, joint funding, joint implementation, and shared benefits are concomitants of this mutuality.

The new University Development Linkages Program (UDLP) illustrates these characteristics, and is an example of this new partnership. The U.S. and developing country higher education institutions determine that working together to address one or more aspects of a development problem in the host country is in their mutual interest. Through the University Center, they enlist the support of A.I.D. to assist them in this undertaking. In agreeing to help finance a competitively winning peer-reviewed proposal, A.I.D. is satisfied that the proposal focusses on a relevant development priority, there is mutual benefit to be derived by the U.S. and developing country participants, A.I.D. is providing matching support, and the evolving institution-to-institution relationship has sustainability.

The University Center expects to find other mechanisms through which to engage and support the participation of U.S. and developing country higher education institutions in the development process. The intensive planning in 1992 will concentrate on identifying and designing for early implementation activities which employ, enrich, and enlarge the capacity and capability of higher education to address priority aspects of development. In doing so, the BIFADEC and the University Center will remain particularly sensitive to activities promoting food production and agricultural technology development and especially to matters related to famine prevention and freedom from hunger.

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* Members of the Task Force were nominated by the higher education associations: American Council on Education (ACE), American Association of Community and Junior Colleges (AACJC), American Association of State Colleges and Universities (AASCU), Association of American Universities (AAU), and National Association of State Universities and Land-Grant Colleges (NASULGC)

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