

at 4/79

Proj. 9310111 (2)
PA-

OPTIONAL FORM NO. 10
JULY 1973 EDITION
GSA FPMR (41 CFR) 101-11.6

PD-44-663-B1

UNITED STATES GOVERNMENT

Memorandum

9310111001501

DATE: January 17, 1975

TO : TA/RD, Mr. Samuel Butterfield

FROM : TA/PM, Raymond E. Kitchell *RE*
Grants Coordinator

(30p)

SUBJECT: Comprehensive Review of 211(d) Grant to the Land Tenure Center, University of Wisconsin

Attached is the Team Report on the subject grant which is sent to you in your recently assigned role as the sponsoring technical office. This was a complicated and difficult review done under pressure. I wish to acknowledge the considerable help I received from Fred Mann in drafting the main body of the report.

I think you will find the recommendations will provide you with a useful framework and support for the difficult negotiations ahead with the University of Wisconsin if you decide to request agency approval of an extension in the utilization phase. In view of the April expiration date, execution of a PAR (See TAB Manual Order 1026.3, revised July 25, 1974) and preparation of a grant project statement should proceed on a priority basis. After R & DC review, this statement must go to the Deputy Administrator for approval before formal negotiations concurrence.

Distribution, in addition to that indicated below, should be taken in accordance with the PAR instructions. Please consult me if I can be of further assistance.

Attachment:
a/s

931-111

Distribution Made

Team Members
Working Group:
TA/AGR, McDermott
TA/DA, JFrench
AA/TA:
CFarrar
KLevick

ELong
TArndt
CBarker
TA/PM:
CFrits
JGunning
DMolfetto
DMyren

TA/R, MRehcigl



**Comprehensive Review
of
University of Wisconsin Land Tenure Center
211(d) Grant on
Land Tenure and Related Institutional Development**

Team Report

Review Team

Raymond E. Kitchell, AA/TA, Chairman
Lehman B. Fletcher, TA/AGR/ESP
Lawrence E. Harrison, LA/DP
Jerome T. French, TA/DA
Edgar Owens, TA/RD
William Cline, Brookings Institution
Fred L. Mann, Executive Secretary

January 15, 1975

Washington, D.C.

TABLE OF CONTENTS

- I. Background
- II. Discussion of Issues and Findings
 - A. Whether the various research activities sponsored by the LTC add up to a research program adequate to satisfy the objectives of the grant.
 - B. Whether additional LTC professional strength and competence has been created by the grant.
 - C. Whether teaching and degree programs initiated under LTC auspices are being institutionalized as University of Wisconsin programs.
 - D. Whether the LTC has sufficient response capability to satisfy the amount and type of demand for assistance on land tenure problems by AID, and whether AID has access to this capability.
 - E. Whether the implicit parameters of LTC undertakings coincide with AID, other donor, and LDC needs in the subject matter in terms of research program, improvement of State-of-the-Art, training programs and library, as well as in terms of integration into a worldwide research and utilization network.
 - F. What should be the level and form of future financial support to the LTC; which activities should have priority in the event of reduced funding and which activities would be continued by the University or funded from other sources if AID funding ceased entirely.
- III. Recommendations
- IV. Annexes
 - 1. Final Proposal for 211(d) Grant to University of Wisconsin Land Tenure Center, Grant No. csd-2263
 - 2. Presentation of William C. Thiesenhusen, Director, LTC, Comprehensive Review, September 23, 1974, Madison, Wisconsin
 - 3. Issues Paper, University of Wisconsin, Land Tenure Center, Comprehensive Review 211(d) Grant, September 23-24, 1974

4. LTC Written Comments on Issues
5. Review of Wisconsin Land Tenure Center Research by William Cline
6. Summary of Country-Mission responses concerning future needs for LTC services.
7. LTC Activities at Different Projected Funding Levels

I. Background

The subject grant 1/ was made on April 28, 1969 in the amount of \$1,500,000 for a period of five years from the grant date. The purpose of the grant is to strengthen within the University of Wisconsin specialized competency in Land Tenure and related Institutional Development in Less Developed Countries through the Land Tenure Center (LTC). This grant followed AID Contract support to the LTC for the previous seven years in the amount of approximately \$500,000 per year.

On September 23 and 24, 1974, an Agency team met with officials and faculty of the University of Wisconsin to conduct a comprehensive review of subject grant in accord with instructions and guidelines provided in Technical Assistance Bureau Manual Order 1026.3 (revised).

The team members are:

Raymond E. Kitchell, TA/PM and Chairman
Lehman B. Fletcher, TA/AGR/ESP
Lawrence E. Harrison, LA/DP
Edgar L. Owens, TA/RD*
Jerome T. French, TA/DA
William Cline, Brookings Institution
Fred L. Mann, Consultant to TA/AGR/ESP, served as Executive Secretary to the team.

Officials of the University of Wisconsin who participated through most or all of the sessions included Peter Dörner, Chairman of the Department of Agricultural Economics; William Thiesenhusen, Director of the Land Tenure Center, as well as several Faculty members, including:

Marvin Miracle
William Flinn
Eugene Havens
John Strasma
Herman Flestenhausen
Robert Frikenberg
Kenneth Parsons
Raymond Penn
Marion Brown
David King
David Stanfield

1/ To University of Wisconsin, Land Tenure Center, (LTC), under Section 211(d) of the Foreign Assistance Act of 1961, as amended in 1966, and designated as Grant No. 211(d) csd-2263. Grant Document is attached as Annex 1.

*With SA at time of review

Dr. Peter Dorner opened the meeting. He indicated that the Land Tenure Center (LTC) is administered as a part of the College of Agriculture and Life Sciences in close relationship with the Office of the Chancellor because of the interdisciplinary nature of LTC work.

Dr. Glenn S. Pound, Dean of the College of Agriculture and Life Sciences, explained the institutional framework within which the LTC operates in the University of Wisconsin and summarized the role of LTC from the University point of view.

Salient points made are:

1. LTC is considered to be a campus-wide institution for program purposes, drawing on a faculty throughout the campus, but sited in the College of Agriculture.
2. Institutes and centers are recognized within the institutional structure of the University, when a program deals with interdisciplinary matters across departmental lines. LTC functions on an institutional level with departments, and the Director has the same rank as a department chairman. LTC has a line item in state budget, its own executive committee, and its own library. In rare circumstances, it is allowed to make its own faculty appointments, but generally must draw on faculty with appointments in academic departments.
3. LTC is a component of the College of Agriculture's International Center Office, which in turn is a component of the University International Center.
4. LTC has encouraged some staff appointments in departments with the goal that the faculty members appointed have a career in international activities. Examples given included:

Marvin Miracle
William Flinn
Eugene Havens
John Strasma
Herman Felstenhausen
5. LTC Library is a unique and tremendous resource. It has wide usage from the International Community, and continues to be the most up-to-date and complete collection in existence on Land Tenure and agrarian reform.

6. The LTC is responsible for an impressive interdisciplinary Ph.D. Degree program in development which provides flexibility and high quality for development specialization.

7. The LTC executes a research program of considerable sensitivity. The research deals with societal concerns that would be too sensitive for a federal agency to sustain, if it were not carried out in a detached academic setting.

8. A specific problem is the degree to which the State of Wisconsin can continue to support the LTC in times of budget stress. The University needs a five year commitment from AID in order to be able to take and manage funding risks related to the LTC program. The LTC must be provided with a solid core staff, not just visiting staff.

9. The 211(d) funding should be more broadly based, i.e., not limited to LTC activities, for the University to be able to take and manage risks inherent in 211(d) funding.

The team chairman then summarized the results of the intra-agency review of institutional grant program and the events leading up to the LTC and other 211(d) comprehensive reviews, including changes in Agency policy, expectations and management processes. He indicated that future 211(d) grants would be limited to institutions that have a potential to participate in problem-solving and network context. This will be a small and select group showing outstanding potential in key problem areas.

At the same time, AID recognizes that under certain circumstances it is desirable to maintain an active response capability in institutions that have had 211(d) grants. In such cases, there would be a two year forward funding at the beginning of the last year of existing funding, i.e., a three year forward commitment.

Brief remarks were made by other team members concerning the views of their offices of the need for a response capability in land tenure and agrarian reform. An important concensus was that there is a need for policy oriented research within AID and a serious problem has been the lack of adequate substantive response capability within academic institutions.

William Thiesenhusen, the Director of the Land Tenure Center made a formal presentation, summarized below: 2/

1. LTC goals consistently center upon institutional approaches to agricultural development and research on public policy.
2. A plea for more understanding of LTC approach to AID.
3. Emphasis is put on LTC interest in achieving equity goals in LDCs. One must look at how agriculture itself is organized. Institutions reflect social structure. A humanistic emphasis is necessary.
4. The LTC research program is additive. It provides for improved intellectual control of policies.
5. A flow chart, "intended as a net conceptual generalization of major interdependencies between parameters in a dynamic and on-going process" (not a causal model) was distributed, showing three types of LDCs:
 - a. little modernization and unchanged institutional structure
 - b. modernization without change in institutional structure
 - c. modernization with change in institutional structure
6. Future research of LTC should be justified on grounds that it helps gain more intellectual control of policies, actions and development strategies designed to reconstruct economic and social systems for purposes of rural and agricultural development.
7. Research is mainly "micro" in nature.
8. Considerable performance data was given concerning library, consulting, student advising, etc.
9. Future work will continue with the same institutional approach that LTC has used in the past and will continue to use the same research parameters (i.e., Flow-Chart parameters).

2/ Text of Thiesenhusen presentation is attached as Annex 2

10. Group farming experiences should be "researched."
11. Continuous, impartial monitoring of on-going programs to aid the small-scale farmer must continue and be expanded.
12. Land reform legislation and implementation must be subject to more scrutiny and analysis.
13. Library and publishing activities should be continued and expanded.
14. More special seminars should be held and consulting continued as schedules permit.
15. LTC expects to sponsor a 1976 Conference on "Land Reform 25 years later" to follow-up the 1951 LTC Conference.
16. LTC will participate in ADC/RTN Conference on Group Farming to be held in June, 1975. The Center also is participating in planning a workshop on research needs in Land Tenure and Agrarian reform to be held under RTN auspices.
17. LTC Functional activities for the future will continue as follows:
 - a) Library
 - b) Special course on Land Tenure
 - c) New comparative Land Tenure courses instituted
 - d) Produce and distribute more information on Land Tenure
 - e) Expand mailing list
 - f) Provide more fellowships
 - g) Maintain close ties with other interdisciplinary degrees
 - h) Hold more seminars
 - i) More focus on student-staff research

- j) More research on U.S. and other developed countries agricultural development
- k) Availability for off and on-campus consulting

II. Discussion of Issues, Findings and Conclusions

An issues paper was developed prior to the on-campus review and was used as the basis for discussions at the review (copy of issues paper is attached as Annex 3). At the initiation of the on-campus review the LTC submitted to the team members written comments on the issues (copy attached) as Annex 4).

The LTC staff and the review team spent considerable time in joint discussions elaborating on the material presented in 1) the issues paper, 2) the LTC written response, and 3) the introductory oral presentations of University and LTC staff. The team then met in executive session in Madison and again in Washington, D.C., to discuss and attempt to arrive at a consensus for conclusions and recommendations. The following material is a synthesis and highlighting of the discussions as related to the issues, as well as team findings and conclusions.

The original proposal under the grant was to strengthen with the University of Wisconsin specialized competency in Land Tenure and related institutional development in less developed countries. Given the background of AID contractual assistance to the LTC prior to the grant, and the generalized nature of the stated purposes of the grant, it appears that the LTC has succeeded in continuing on-going activities and expanding into areas of the world beyond Latin America. The conclusions arrived at by the team are related to an apparent need to define more specifically the activities that should be of high priority to AID goals and objectives, thereby providing to the University of Wisconsin a basis to examine its own goals and objectives in relationship thereto, and reach a determination as to whether it is prepared to make the adjustments needed to justify the continuance of given levels of grant and/or other financial assistance from AID.

It is the view of the team that a point in time has been reached when AID and the University of Wisconsin must come to grips with the specifics of research, training and utilization of capacity that results in satisfaction of mutual objectives, with AID providing financial support only to those areas of University of Wisconsin activity in the subject matter that respond to critical priorities as perceived by AID. This implies that AID is in a position to define, articulate and endorse a set of priorities that can be

translated into explicit projects of research, training and utilization. The team has set out its conclusions and recommendations with the view in mind that these will serve as a basis for definition of AID policy as related to land tenure and related areas, as well as a basis for determining future financial assistance to LTC.

A general conclusion is that the LTC work for the grant period has been consistent with grant objectives. The grant document provides only vague and general terms of reference, such as improved staff competency, more research in the subject area, library expansion, and a listing in broad terms of various subject matter competencies to be covered.

The LTC specifically was charged with consolidating its knowledge, data and staff experience in Latin America. The LTC considers this responsibility to have been discharged upon publication of a book entitled: "Land Reform in Latin America," with articles by various professors, edited by Professor Dorner.

The LTC has not taken the initiative in providing parameters or a conceptual framework to give substance to the grant purpose. Neither has AID taken initiative in this respect.

A. Whether the various research activities sponsored by the LTC add up to a research program adequate to satisfy the objectives of the grant:

1. Discussion

A primary purpose of the grant was to develop a strengthened program of research which will contribute to the analytical foundations for identifying and resolving tenure and related institutional problems in an integrated manner.

TA/AGR indicated that the documentation available did not demonstrate that such a research program did exist, and that to be able to realize the purpose of the grant a positive conceptual framework for determining research priorities is necessary. LTC Director referred to the flow chart provided in his formal presentation as the conceptual framework. Various team members considered this not to be a set of research program parameters, but rather a categorization of activities comprehending the universe. Dorner indicated that because of the diversity of land tenure, it is difficult and perhaps not useful to put the research into a positive framework.

Much of the discussion by LTC got off onto matters related to response capabilities instead of context for a research

program. An attempt was made by LTC to classify specific country experiences on the basis of the flow chart presented by the LTC Director, but there was no general consensus as to choices.

The Director summarized the LTC position by indicating that there is no neat answer and that the formulation of a research program comes from several sources. He characterized the LTC procedure for formulating its research program as rather vague. There was the implication in his comments and those by Dorner that AID should not insist on a research program cast within a positive framework and responsive to a set of priorities. Reasons given were 1) that very little grant money was used for research-outside funds were used; and 2) that each country situation is unique--thus not permitting a program approach. It was pointed out by team members that a considerable amount of grant funds go to staff salaries and that this can be research, but that it may not be, thereby raising a further question of priorities in use of staff paid for from grant funds.

Cline comments that the sense of the LTC research-type effort appears to be a massive monitoring enterprise, and that perhaps a more narrow focus would be advisable; perhaps take 4-5 countries and concentrate 75% of research in these as a set of case studies.

Havens indicated that a conceptual basis for research often is difficult because of instability of country situations. One must try to codify the information one has at some point. Thus, the LTC researcher becomes a "consultor and codifier" of knowledge and information. The best LTC can do is have some kind of conceptual framework to allow a response to requests for help.

Harrison led a discussion of concern for the usefulness of the flow chart since it covers the universe, with LTC relying only on executive committee weeding out to keep an adequate "program" context. The risk in such a procedure, it was suggested, is that there is little opportunity to step away from what is on-going to re-examine the purpose.

Frikenberg emphasized the long and short-term horizons in the research, specifying three research areas:

1. Analytical description of land tenure and evaluation
2. Design of agrarian reform programs and consequences
3. The impacts of the whole set of technological and program aspects on unchanged structures

He indicated that there is not yet a model for this but one will result from continued work.

Owens led a discussion indicating that work appeared to be descriptive and did not provide prescriptive insight, i.e., conditions, principles, issues, etc. LTC generally indicated that one could go no further than ask a set of questions, and on the basis of response, prescribe judgmental answers for the particular conditions under scrutiny.

2. Conclusions

The team concludes that there is a lack of focus by the LTC in its research program, and that this, in part, may be due to the generality and vagueness of stated grant objectives (discussed above). Although the LTC moved forward in expanding the multi-disciplinary scope of its work, it has been unable to incorporate analytical methodologies into its agricultural economics work. The team notes that there has been a large amount of descriptive, monitoring-type research. However, this work generally is rather more eclectic and heterogeneous than systematic with no apparent unified research strategy.

The LTC "institutional" approach is somewhat confused. It appears to be the general adoption of descriptive rather than analytical techniques, and thus may fall short of LDC and donor needs; if it were to involve the analysis of institutions, using rigorous analytical techniques that are available, it could contribute much more effectively to LDC and donor needs related to merit of alternative development policies concerning land tenure. There is too much reluctance on the part of the LTC to draw generalizations from research. This cannot be blamed on the "institutional approach" as such, but rather on the failure to base the work being done on scientific method.

The team also finds that the LTC sees as its primary "research" task a monitoring function for land reforms taking place around the world. This is clearly a needed and useful activity, but leaves unattended the requirement for rigorous, theoretically-based economic analysis of land tenure and tenure related development policy. On the other hand, LTC work in political science and sociology does appear to be more oriented toward reliance on analysis rather than just on descriptive approaches. A more systematic analytical direction seems justified when one considers that LDC

government planning capabilities are becoming quite sophisticated in economic policy formulation work and LDC planners are likely to be more interested in the analytical merits of tenure policy changes as opposed to verbal inferences based on descriptive case studies.*

The orientation of the LTC has been to develop individual advisory expertise and capability, as well as build up a written record of land reform experiences around the world, with a considerable amount of historical review of the political and social conditions within which such reforms were spawned and implemented. Yet, the LTC has had little success in synthesizing the extensive historical record through use of analytical expertise, to achieve an advance in (or report on) the state-of-the-art. A crucial unifying theme of LTC research-type activities could be the analysis of economically optimal land tenure systems and land reforms for achieving the appropriate system.

It would appear that sufficient information is available so that, if adequately analyzed, one can answer questions ~~as to when~~ (i.e., under what conditions) is land reform necessary and what type of land reform is likely to be most successful. The LTC response to such a challenge is that each country is unique and no generalizations are possible. Nevertheless, the institutional approach, to be useful, must be able to draw more purposeful conclusions and at least indicate categories or typeologies of basic institutional types which allow some generalization.

In any event, if the state-of-the-art of the LTC approach has viability, it must be possible to develop a methodology set by which one can examine the microcosm of a country tenure situation and objectively reach certain conclusions as to the anticipated effects of alternative reform strategies.

There appears to be little benefit to be derived from continued grant support for improving the state-of-the-art related to the present perception by the LTC of their so-called "institutional approach."

With regard to AID support for a continuing substantive research program, the University of Wisconsin should be invited to formulate a specific substantive research program (with proposed staff) in well-defined areas of

*For a partial review of LTC literature, see the reports by William Cline, attached as Annex 5.

high priority in terms of LDC analytical needs for policy development in land tenure and agricultural production systems. This formulation should be invited at a level of University administration that comprehends the various departments with disciplines important to the subject matter. If the University accepts the invitation, AID representatives should work in close consultation with the University, to assure that selected priorities are consistent with AID perceptions of priorities for research in the subject matter.

In responding, the University needs to articulate its position in specific terms with regard to future research interest in the subject matter, including the institutional framework by which it proposes to assure a more stable system of staff commitment from various disciplines, and especially from economics (including quantitative specialists), to a well-defined and balanced research program that includes a rationale for determining priorities of inquiry. Such a position may be as simple as an expression of interest in monitoring agrarian reform activities in a few countries, or it might constitute a completely conceptualized research program for implementation.

B. Whether additional LTC professional strength and competence has been created by the grant

1. Discussion

TA/AGR elaborated on the issue by indicating that most of the staff salary support from grant funds is the same in 1974 as it was in 1969, and that this does not indicate a successful effort to use grant funds for creating additional LTC professional strength and competence.

The LTC Director led the discussion for the University. He indicated that since 1969, expansion to areas outside Latin America has resulted in expanded active participation by regular University of Wisconsin faculty from the Departments of History, Anthropology, Economics, Agriculture, Economics, and Sociology. It is difficult to get long-term commitments from departments due to budget stringency. Interest in LTC activities is individualized, not departmental, i.e., not institutionalized. Departments do not release time, so the only advantage to the staff member in terms of his departmental relationship is, if he gets a publication from LTC research, it will be contributory to basis for rank increases.

Cline comments that LTC statistics indicate that 211(d) salary support is about the same proportion of salary to the same professors now as in 1969 and expansion has been from other funds for new people, or free because of individual's interest (from departments). Movement of staff from grant financing to State financing has been very slow.

Frikenberg pointed out that there are limitations on long-term planning caused by short-term funding. Staffing pattern changes from 1969 to 1974 by subject matter, discipline and geographical areas of interest were given by LTC as follows:

<u>Discipline</u>	<u>Staff in 1969</u>	<u>Additions by 1974</u>	<u>Total</u>
1. Agr. Journalism	3	0	3
2. Agr. Economics	6	2	8**
3. Rural Soc.	3	1	4
4. Law	1	0	1
5. Political Science	0	1	1
6. History	<u>0</u>	<u>2</u>	<u>2</u>
Totals	13*	6	19

<u>Geographic</u>	<u>Staff in 1969</u>	<u>Additions by 1974</u>	<u>Total</u>
1. Latin America	9	0	9
2. Africa	0	2	2
3. Middle East	0	1	1
4. Southeast Asia	0	2	2
5. Asia	0	1	1
6. Worldwide	<u>4</u>	<u>0</u>	<u>4</u>
Total	13	6	19

*Of these 13, seven were not here in 1962 (Agric. Econ. members were).

*Of these, it appears that three long-term staff now have little involvement (Dorner, Penn, Kanel).

Dorner indicated that in the case of grant funded staff, if funds were cut off, the University has a commitment to pick them up from other funds. It was suggested that if the changeover to non-AID funding support has been slow, one way to speed it up would be to cut off AID funds in order that the University could follow through on its commitment as stated by Dorner.

LTC and team agreed that it appears that most expansion has come from non-grant funding support or from individual interest of staff already on Department funds.

2. Conclusions

LTC professional strength has expanded in the disciplines of sociology, political science, and history, probably has decreased in analytical economics and agricultural economics. This is reflected in the nature of the "research" program--long on monitoring and descriptive activities and short on rigorous analytical applications.

The failure to achieve and maintain a replacement capability in economics and agricultural economics, especially with a balance of rigorous research analysis orientation, is a critical staffing weakness. Other disciplines seem to have more adequate balance in professional strength.

C. Whether teaching and degree programs initiated under LTC auspices are of sufficient quality and being institutionalized as University of Wisconsin programs?

In explanation of the concern reflected here, it was pointed out that annual funding by the University to LTC activities appears to have remained static at approximately \$200,000 per year, plus some in-kind contribution of office space, etc. Further, it is impossible to tell from documentation whether the LTC expects their teaching and degree programs to move into institutionalized components of regular University programs.

The LTC generally argued that there was no doubt but what a satisfactory institutionalization was taking place. Course listings are departmental and not LTC, and the Ph.D. in Development program now is up for final review (after 4 years) in December, 1974 by the Graduate School, and is expected to become a permanent degree program. The discussion did not get to the substantive elements of the issue as to whether, in fact, initiatives taken by LTC with grant funding were being absorbed into regular

University budgets. However, the implication from the LTC is that they are.

Cline raised the question of rationale for granting a Ph.D. in development. Three development Ph.D. students responded that it was because it gave them broader cross-disciplinary tools to analyze development problems. LTC staff argued that the program reverses the usual approach that the tool determines the inquiry. The degree mainly is multi-disciplinary and is becoming more that way. It serves as a means of getting some integration of disciplines. The question of quality control was raised, with the response that there is more quality control in this program than in departmental programs.

The LTC was invited by Kitchell to give some thought to the training question. He indicated that AID would welcome any innovations in the matter of training and would be interested in considering supporting useful proposals.

2. Conclusion

If satisfactory quality control can be maintained, the Ph.D. in Development fulfills an important training need for developing countries, for training both U.S. and LDC professionals. Hopefully, the program will be approved by the Graduate Faculty as a permanent program. It should be pointed out that this program is similar in character, if not in subject matter orientation, to other graduate programs in universities where they are handled as interdepartmental degrees. Thus, the uniqueness of the Ph.D. in Development cannot be attributed to the institutionalization of the Land Tenure Center, since courses eligible to count toward the degree are included in departmental course listings. The LTC should be commended for efforts to hold student-faculty seminars on-campus, and informal group discussions in countries where staff are working. If the University is interested in developing a specific formal-informal training program proposal, this could form a part of the package of continuing assistance that AID may find of importance in responding to country mission felt needs in the future. AID should take the initiative with the LTC to assure that Missions and other donors are aware of the advantages of the program, and that appropriate students are channeled into it.

D. Whether the LTC has sufficient response capability to satisfy the amount and type of demand for assistance on problems by AID and whether AID has access to the capability?

1. Discussion

Discussion was initiated with a review of staff who had undertaken consulting jobs. LTC insisted that they had never turned down a consulting request in the past five years. Most LTC consulting had been in Latin America, but some in other geographic areas: Philippines, Ethiopia, Japan, Kuwait, and Sri Lanka were mentioned.

Some question was raised about the ability of LTC to provide analytical expertise to deal with development policy issues related to land tenure and institutional development. Most points of discussion under this issue already had been raised under issue A, above.

2. Conclusions

LTC has responded well to consulting request of a general short-term advisory type in the specific area of land reform measures and alternatives. A considerable amount of professional staff time, if not grant resources, appears to be utilized in short-term policy consulting for LDC land reform agencies and other LDC government agencies. This apparently signifies a response capability now in place at the LTC which has demand in the developing world and by donor agencies. However, at the date of the review, it was not clear whether this is a continuing and growing demand, or whether there are potentials for demand for assistance in the subject matter, but of a different kind of expertise than that which the LTC can offer.

A poll of country missions was made by AID at the request of the team. This responses now are in and have been analyzed (See Annex 6).

The team concludes that AID should provide continuing support to the University of Wisconsin for maintaining a response capability for LDC and donor agency consulting requests. This support should be provided in the form of a utilization grant that supports a continuing monitoring function of agrarian reform activities around the world. The concept proposed is that selected LTC staff would accept the responsibility for agrarian reform monitoring at some mutually agreed level, with a proportion of their time being reserved for servicing LDC and donor consulting requests on a contract basis. It is the opinion of the team that complementary arrangements such as a basic ordering agreement might be a useful vehicle for this purpose, with a base quantity (Task Order #1) allocated annually for the monitoring function, and the rest of AID and Mission financing being

on a demand basis, but with an overall guaranteed minimum to provide secure funding for staff assigned to this activity.

E. Whether the implicit parameters of LTC undertakings coincide with AID, other donor, and LDC needs in the subject matter in terms of research program, improvement of state-of-the-art, training programs and library, as well as in terms of integration into a worldwide research and utilization network.

1. Discussion

Cline raised the question of the quality of the so-called research output. He equated this output in large part to a massive consulting form product. His concern is to determine if the research programs use methodologies that result in satisfactory analytical depth. Brown and Stanfield then explained in some detail the nature of the research in Chile, and Havens explained the panel design study in Colombia. Cline observed that these studies appeared to result in a lot of interesting micro-data, but wondered if macro-conclusions could be drawn. Strasma mentioned efforts to deal with taxation of the reformed Sector in Chile and indicated the value of the Chile panel design study in dispelling several misconceptions concerning Chilean agriculture. Considerable discussion ensued on the specifics of the Colombia and Chile research projects.

It appeared that these are the only substantive studies under way in an in-depth analytical context. It was agreed that the methodological question that must be dealt with by LTC is how can generalized macro-conclusions be drawn from these more micro-case studies.

A reference was made to a manuscript just finished in Spanish on methodological approaches to the study of development.

The Director summarized that, in the future, LTC can:

- 1) do more research on small farmers that will assist governments to make better decisions;
- 2) do more to make information available from the library;
- 3) continue to disseminate LTC research output to 4000 plus mailing list;
- 4) do restudies of base line studies; and
- 5) provide continued consulting.

With regard to the library activities, these appear to be well-focused and responsive to LDC and donor needs. This especially is true of its extensive collection of unpublished materials, monographs, reports, laws, regulations, etc., that usually are not available through normal library channels. Further, the extensive mailing list and bibliography series

are very helpful to students and officials interested in land tenure and related institutional development in less developed countries.

The University needs to examine and take a program position on ways in which the Land Tenure Library and publications activities can be preserved as up-to-date and separate service activities, but with increasing reliance on financing from sources other than AID. This may include State funding and user service charges. Such a development and maintenance plan should include a time-phasing to a minimum continuing assistance level from AID.

It is recommended that AID management explore this problem with high level University administrators and seek to negotiate an acceptance of higher levels of University support to this specialized library, with assurances that its identity and specialized purpose will be protected.

AID and other donor agencies can be more responsible in ordering relevant publications for distribution to their clientele. The individualized demand should not be stifled significantly by a charge that covers cost of publication. Further, the LTC can be more selective in its generalized publication of articles and reports, relying on individual requests for library loan and/or reproduction of the more obscure and less relevant materials. This obviously implies an expertise for making choices within the LTC. Such expertise should be in place after more than 12 years of AID support.

F. What should be the level of future financial support to the LTC; which activities should have priority in the event of reduced funding, and which activities would be continued by the University or funded from other sources if AID funding ceased entirely?

1. Discussion

Discussion on this issue tended to involve a review of discussion on the other issues. Areas of categorization by LTC are considered to be of little utility in defining priorities, and do not help as a framework for strategy formulation. One must determine sharply focused research on priority areas, and a plan for accomplishing that research. Cline suggested the commissioning of a series of 6 or 7 monographs on country analyses. Harrison suggested an issue orientation rather than country orientation, such as:

1. Small farm viability
2. Profit margins

3. Impact of land titling.
4. Financing land transfer on non-confiscatory basis

Parsons agreed that formulation of a few issues upon which LTC might concentrate is feasible, but cautioned that the formulation must be sufficiently comprehensive to allow work on broader issues such as "system of state and economy" (i.e., institutional structure within which government and agriculture operates).

It was generally agreed that it is no longer necessary to research the point that tenure structure is an important factor in agricultural development, but that it is necessary to gain further analytical insight as to how the tenure situation affects the design and implementation of development programs.

Cline suggested that it would be useful to put together a volume that identifies a taxonomy of tenure types i.e., a taxonomy for agrarian structures, and suggest implications for reform in each one, thereby creating a frame of reference for land tenure work. Fletcher urged that research should be designed to define under what circumstance different instruments of reform will work. Professor Penn added that to have research, one must have specific projects to work on, and that it is critical to have in grant documents procedures by which specific projects can be formulated and bring into action different interested parties.

A request was made by Kitchell for an official written response 5/ as to what action the LTC and the University of Wisconsin would take if:

1. There was no grant forthcoming.
2. A grant at one-half present annual rate was approved
3. A grant at present annual rate was approved.
4. A grant at "X" amount was approved.

The LTC Director concluded that without continued AID support, the LTC would go out of business as a functioning Center. Continued core program support by AID appears to be required if the LTC response capability is to be maintained.

5/ This was submitted and is attached as Annex 7.

He indicated that without that program support, all non-tenured staff would be dismissed, LTC library would disappear as a separate collection, administrative and library staff would be dismissed, and tenured faculty would be switched to state funds and work primarily on domestic issues. The University would lose the ability to pull a group together into a cooperative venture on LDC tenure problems. Space allocation would be reduced, and staff would be returned to their separate departments.

2. Conclusions

Several alternatives for funding suggested themselves to the team.

They are as follows:

a. AID could cease to provide support to the University for land tenure related activities, and allow the program to be reduced to a level that could be maintained with a combination of state funds, consulting contracts with country missions and other donors, and specific research activities that might be financed by foundations, AID etc. This is not a recommended alternative. AID would lose much of the possible payoffs that should be forthcoming from previous investment. The University would not be able to maintain a response capability for LDC and donor agency consulting, without some continued AID financial support for staff salaries. Library services would undoubtedly deteriorate.

The team concludes that there is a development responsibility on the part of AID to continue to assist in financing some aspects of the LTC activities. AID could convert its financial assistance to Basic Ordering Agreement (BOA) type of funding with core support and/or a combination of a 211(d) utilization grant and BOA. The team concludes that some of the activities such as the library services, development student fellowships, and any substantive analytical basic research program that may be agreed upon mutually, should be financed through a grant mechanism, thereby recognizing the institutional capability strengthening aspects of these activities, as well as avoiding overhead charges, which would appear to be inappropriate for this type of activity. However, for agrarian reform monitoring activities, specific country studies and consulting requirements, it appears that since reliance is on an existing capacity to deliver a given product at a given time, a contractual arrangement for committing specific staff resources might be appropriate, if it includes sufficient base funding to permit a continuing allocation of staff time for them.

Whatever arrangement is agreed upon, it should be based on an assessment of projected demand on a continuing basis for specific monitoring and consulting services, continuing maintenance of land tenure library services, a well-defined analytical research activity, and a minimum student level for maintaining quality and scope required for the Ph.D. in development program.

AID financial support to the University for land tenure related activities should be administered at an institutional level that permits the University to take and manage the various financial and institutional risks involved and provides appropriate faculty and department involvement.

G. Other Findings and Conclusions

1. AID Policy Formulation

It is incumbent upon AID to clarify its policy related to land tenure and related institutional development in LDC's. The LTC should be in a unique position to assist AID in generating the substantive basis for such a clarification.

The Land Tenure and agrarian reform expertise that has been developed at the University, to a large degree through AID financial support to the Land Tenure Center, should be in a unique position to provide TA/RD with a working paper as background to the formulation of an AID policy concerning Land Tenure and related institutional development in LDC's.

2. Linkages

The team generally concluded that Land Tenure Center linkages were weak both intra-university and with other academic institutions. Linkages with other university departments appeared to be at best tenuous and perhaps in some cases antagonistic or non-existent. The staff present at the review indicated that involvement with work of the LTC occurred on an individual interest basis and that departmental staff in general did not have released time from departmental duties for LTC work performed. Perhaps this interdepartmental linkage could be strengthened with a broader based control of AID grant funds to allow department chairmen to receive some funding in cases where the department's research program is consistent with staff working in a multi-disciplinary research project sponsored by the LTC.

It also appears that little effort has been made by the LTC to work with other 211(d) grantees and contractor institutions working in LDC agricultural and economic development. The team developed no specific conclusions on this point, but considered that more inter-action would be healthy and that the LTC, with AID assistance, should make greater efforts in promoting such interchange. This obviously is a three-way street and requires reciprocity by other institutions.

3. Land Tenure Center Structure

The issue has been raised as to whether the existing LTC management structure can provide the leadership required to conceptualize and establish a comprehensive and research program.

The LTC is in the control of the Director and an Executive Committee appointed by him. Broader professional participation in LTC research program planning seems to have been inhibited by this arrangement.

One alternative solution would be to make any grant funding at a higher administrative level of the University, requiring that such office accept the responsibility of bringing together a sufficiently well-balanced professional expertise to adequately conceptualize and program research activities. While the solution is, of course, up to the University, this problem needs to be overcome before AID provides further funding to the LTC.

4. AID Management of AID-funded LTC Activities

The issue arises as to whether TA/AGR/ESP should manage any AID-funded LTC grant or contract, or whether it might be more appropriate for the recently created Office of the Rural Development to do so. In view of the past history of AID-LTC relationships and that the technical expertise on land reform will now be located in TA/AD, the team believes that office would be in the best position to manage the grant and assure emphasis on field support.

III. Recommendations

The Review Team believes that it is in the Agency's interest to continue its relationship with the University of Wisconsin in the area of land tenure and recommends

that the existing 211(d) grant be revised and extended for two-years* subject to the following qualifications and/or conditions:

1. The purpose of any grant extension should be to support field missions and LDC-related activity in the area of agrarian and land reform.
2. A condition of such an extension should be an agreement by the University of Wisconsin to develop a unified research strategy which:
 - a) is multi-disciplinary and institutionally oriented;
 - b) incorporates rigorous analytical techniques; and
 - c) gives more attention to useable "results," e.g., generalizable principles, country studies, analytical models, etc.
3. In developing such a focussed strategy, the University of Wisconsin, the consultation with AID, should give consideration to the following illustrative options and/or alternatives:
 - a) conducting a group of country studies analyzing "optimal" land reform;
 - b) synthesizing an analytical framework relating land reform results to pre-reform structure on the one hand and post-reform structure on the other for the purpose of developing a systematic analytical paradigm for land reform;
 - c) identification of income distribution and growth effects of alternative policy instruments; and

*There is concern on the part of some team members as to whether two-years is a sufficiently long enough time period for the turn-about desired.

- d) other subjects, issues and/or tasks as identified by (1) the field replies received, (2) TAB and (3) inter-bureau consultation - e.g., small farm viability, profit margins, impact of land titling
4. Professional strength in the disciplines of sociology, political science and history should be maintained and increased in the area of agricultural economics, economics and anthropology.
 5. Continuation of the Ph.D. development program should be encouraged, but financed from non-grant resources, and emphasis should be given to developing special-purpose and problem-solving training programs and workshops, both at the LTC and on-site in developing countries.
 6. The grant design should provide support to developing a research capability within the strategy and priorities jointly developed with a proportion of staff time being reserved for servicing USAID and LDC consulting requirements. The use of complimentary instruments and means of financing should also be considered and used where practical, e.g., use of basic ordering agreement for repetitive-type consulting services, regional or mission funded contracts or grants for specific country studies or regional comparisons, mission issued PIO/P's, etc.
 7. Library and publication activities should be increasingly financed from non-grant sources including use of State funding and user service charges. A specific target should be included in the revised grant.
 8. Purposeful and programmed linkages should be jointly agreed upon with selected U.S. institutions working on related LDC's problems, including the newly established office of Rural Development in TAB.
 9. The Sponsoring Technical Office should discuss with the Dean of the College of Agriculture and appropriate higher levels of University manage-

ment, ways in which the LTC can be strengthened or alternative mechanisms developed, which will:

- a) stimulate aggressive leadership in terms of grant purpose and encourage more institutional and financial support;
 - b) broaden the representation of the Executive Committee to include concerned college deans, department heads and other parties;
 - c) stimulate a review of the LTC research program at the Dean's level; and
 - d) facilitate operational efficiencies
10. Agency grant management responsibility, i.e., the Sponsoring Technical Office, should be immediately reassigned to TAB's Office of Rural Development.* During an interim period of five to six months, including the negotiation of the change-over, the working group originally established to prepare for the comprehensive review (i.e., K. McDermott, L. Fletcher and J. French) should be requested to continue to provide TA/RD with advice and assistance.
 11. An advisory board, with representation from each regional bureau, should be established to consult periodically - at least semi-annually - with TA/RD on progress and problems related to grant activities.
 12. As soon as possible, TA/RD should initiate actions which will lead to a review of the Agency's projected role and proposed policy in the area of land reform, using the recent field survey and the LTC review as partial inputs.

~~*While~~ This recommendation had majority support, it was not unanimous. However, in order to facilitate the delicate negotiations which will be required, on January 3, 1975 responsibility was transferred from TA/AGR to TA/RD.

ANNEX I

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20523

OFFICE OF
THE ADMINISTRATOR

CERTIFIED A TRUE COPY THIS

21st DAY OF May 1969

BY E. L. Lewis

Dr. Fred H. Larrington
President, University of Wisconsin
1720 Van Hise Hall
Madison, Wisconsin 53706

APR 28 1969

Dear Dr. Larrington:

I am pleased to inform you that pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, Grant No. AID/ODA-2063 in the amount of \$1,528,000 is made to the University of Wisconsin. This Grant is for the purpose of implementing the project "Strengthening within the University of Wisconsin Specialized Competency in Land Tenure and Related Institutional Development in Less Developed Countries," in the Land Tenure Center as set forth in the final proposal dated March 23, 1968, and agreed to by A.I.D. and the University of Wisconsin.

Upon acceptance as indicated below, the grant funds shall be obligated as of the date of this letter, and shall apply to costs incurred in furtherance of the project for five years.

This Grant is made by A.I.D. to the University of Wisconsin on condition that the Grantee shall administer the funds provided under this Grant in accordance with the terms and conditions set forth in the Final Proposal, Special Provisions, Administration of A.I.D. Grants and Budget, attached hereto and made a part hereof.

Please acknowledge acceptance of this Grant by signing the original and six (6) copies of this letter and one copy of the Assurance of Compliance. Please return all documents to the Grant Officer.

Sincerely yours,

/s/ John A. Hannah

BEST AVAILABLE COPY

John A. Hannah

Attachments: (5)

AG 011701
THE UNIVERSITY OF WISCONSIN

LR

Director of Research Administration—Financial

FWL



THE UNIVERSITY OF WISCONSIN

Research Administration--Financial

Telephone 608-262-3822

750 University Avenue
Madison, Wisconsin 53706

March 28, 1969

Mr. R. J. O'Brien
Contracting Officer
Agency for International Development
1121 Vermont Avenue
Washington, D. C. 20523

Dear Mr. O'Brien:

Submitted herewith, in behalf of The Regents of The University of Wisconsin, is an application requesting an Institutional Grant under Section 211(d) of the Foreign Assistance Act of 1966 in the amount of \$1,500,000 for a period of five (5) years to strengthen within the University of Wisconsin Specialized Competency in Land Tenure and Related Institutional Development in Less Developed Countries. This grant is to be under the direction of Dr. Peter Dorner, Director of the Land Tenure Center.

It is requested that funding for the grant be provided through the Letter of Credit procedure. This procedure will permit the University to obtain funding advances which are necessary for the daily administration of the grant.

This proposal has been administratively approved and is submitted for your consideration. Will you please keep this office advised as developments occur with regard to this application.

Very truly yours,

Len Van Ess, Director

LVE:JEJ:mam
Enclosure

cc: Vice President C. A. Engman
Vice Chancellor B. E. Kearl
Dean G. S. Pound
Dean H. B. Hill
Dr. R. W. Hougas

Dr. P. Dorner
Dr. R. Penn
Dr. Erven Long, AID, w/15 copies

Final Proposal for AID Institutional Grant Support

Name of Applicant: University of Wisconsin

Date of Application: March 28, 1969

Title: A Grant to Strengthen within the University of Wisconsin Specialized Competency in Land Tenure and Related Institutional Development in Less Developed Countries

Duration: Five years from date established by the Grant

Amount of Grant: \$1,500,000

Summary

This Grant will strengthen the existing competency of the University of Wisconsin Land Tenure Center for a worldwide program of technical assistance, research and training in land tenure, agrarian reform, and related institutional change in the less developed nations. The Grant will help to provide secure, long-term support for an expanded core program including salaries of key staff members engaged in original research, integration of findings of previous research, teaching, and developing new curricula. It will also provide support for graduate students and for library acquisitions. It will make possible the creation of additional professional strength and competence in the area of land tenure and reform, and will provide the necessary analytical foundations for the resolution of land tenure problems. It will provide for expansion of the University's present focus on Latin American land tenure problems to include Asia and Africa.

The University of Wisconsin has a long tradition of research and service on public policy issues involving institutional change. Built on that tradition, the Land Tenure Center serves as the focal point for marshalling the professional efforts of all relevant disciplines of the University in teaching, research, and response to requests for assistance on land tenure problems.

University Capacity and Commitment

The capacity of the University of Wisconsin for research, training, and services on problems of land tenure and related institutional development dates to the early years of this century, with an increasing focus on the less developed countries. Over the past seven years, with support from an AID-financed research project, the University's Land Tenure Center has provided advanced training and research experience in this subject to more than 200 professionals (about equally divided between Latin and North Americans). About 25 senior staff members of the University have actively participated in the Land Tenure Center's program.

The program has stimulated participation and cooperation by staff and students in many other U.S. and Latin American universities.

As evidenced by the large number of written requests from U.S. and foreign universities and government agencies requesting information and assistance, and by the numerous personal visits to the Center (over 80 in the past year), the Center has become known and respected as the primary source of professional expertise on land tenure, reform, and related institutional development. A further evidence is the wide distribution of publications--approximately 40,000 copies in the past year.

A continuously increasing volume of requests comes to the Center from USAID missions, other U.S., international, and foreign governmental agencies for technical assistance, counsel, research, and training. Within the limits of its resources, the University has made every effort to respond to requests of this type. With the larger core staff, expanded curricula, and increased library and informational facilities in this area of specialization made possible by this Grant, the University can respond much more adequately to these requests. This expanded competence of the University will provide substantially more trained personnel, specialized in the land tenure field, in the developing countries and in the United States.

The University of Wisconsin has a clear and firm commitment to the program of the Land Tenure Center. While the Center has had available approximately one-half million dollars of AID contract funds in each of the past seven years, the University has been contributing annually about \$200,000 from its own funds. In addition, about \$150,000 each year have been supplied by several foundations.

The University of Wisconsin expects to be able to continue its present level of financial support as well as to provide:

1. Necessary space for faculty members and students.
2. Use of library, equipment, supplies, and other necessary facilities.
3. Normal administrative and technical supervision by department heads, deans, and the Dean of International Studies and Programs.
4. Advice and consultation with all faculty members who by virtue of special competence and experience can bring wisdom to the program.

Objectives and Scope

1. ~~The University will expand its permanent, full-time professional core staff which, under the Director of the Land Tenure Center, will be responsible for the Land Tenure Center activities of the University. These activities will include organizing interdisciplinary courses of study in land tenure and related rural institutions at the graduate, undergraduate, and special short-course levels for both U.S. and foreign students. This will involve the development of new course and the restructuring of some existing courses as required to round out the instructional program in this field.~~

2. ~~The University will expand library and public information services on all aspects of land tenure and related institutional developme~~

3. ~~The University will expand its research into geographic regions other than Latin America to provide interregional comparative analyses essential to the development of a worldwide land tenure competence.~~

important

~~The expanded, full-time professional core staff, courses of study, library and information facilities, and broadened research base will enable the University to respond much more adequately than heretofore to requests on tenure-related problems from such entities as: AID/Washington, USAID country missions, other U.S. federal agencies, other U.S. universities, international and regional agencies, foreign governmental agencies and institutions, various private businesses foreign and domestic and interested private citizens.~~

The interrelated teaching, research, and informational service competencies will include but not be limited to the following subjects:

relevant

- Relationship between land tenure system and agricultural modernization and economic efficiency.
- Economic, social, political, and administrative factors related to new tenure experiments such as colonization, parcelization, and new land settlement.
- Policies and programs of providing extension, technical information, market and credit services, and the adaptation required in current institutions to supply these services effectively to small-scale farmers or recent beneficiaries of agrarian reform.

Social, economic, and political changes resulting from agricultural development and in particular from agrarian reform efforts, including the nature and extent of changes in local government organization and voluntary associations necessary to effectively draw more people into the mainstream of development.

The legal framework which regulates economic and social activities in the rural sector, including description and evaluation of the legal and administrative machinery for planning and carrying through agrarian reform programs.

Operational Plan for Implementation of the Grant

A major aspect of the first year's activity will be that of consolidating into the University's capabilities the knowledge, data, and staff experience obtained in the Land Tenure Center's research work under the AID contract which terminates on June 30, 1969. This may include such steps as the delineation of policy issues and guidelines, the preparation of teaching and general educational materials, country situation descriptions, land law inventories, and other materials needed to enhance the University's capability to train both foreign nationals and Americans, to meet requests for technical advice and assistance, and to conduct problem-oriented special research.

Changes not presently predictable in such strategic elements as sources of funds other than the Grant, shifts in relative costs of component items, and modifications in services desired by AID and other users of the University competencies, will require flexibility within the operating plan during the period of the Grant. In general terms, however, the operational plan as presently estimated would be approximately as follows:

1. About 50 percent would be for salaries, including full or partial salary funding of:
 - a. the Land Tenure Center director
 - b. senior and junior faculty
 - c. librarian and information specialist
 - d. clerical and secretarial support staff

This part of the plan would begin at about 70 percent operation the first year and be staffed up to 100 percent by the second year.

2. About 20 percent would be for stipends and allowances including graduate student stipends, honoraria for conference participants, per diems, and overseas allowances. Implementation would be at over 50 percent operation the first year and at full operation by the third year.
 3. About 5 percent would be for tuition and fees for graduate students. Implementation would be at 60 percent operation the first year and at full operation by the third year.
 4. About 11 percent would be for transportation:
 - a. for student travel from and to foreign countries
 - b. for faculty travel in the United States and to foreign countries
 - c. for travel to seminars and conferences by selected participants in functions sponsored by the Center
- The rate of implementation would be approximately the same as that for staffing.
5. About 3 percent would be for office and library equipment. The highest expenditure would be in the first two years.
 6. About 11 percent would be for such items as library acquisitions, publications, supplies, and some relatively small field research costs. Since library costs would be high initially, whereas publication and field research costs would increase in later years, implementation of this general category would be at a more or less uniform rate.

Supported by this Grant and other University resources, the Land Tenure Center, on the approximate timetable indicated, among other activities, will:

1. Integrate research results (on campus) from the large number of studies conducted in Latin America, with a view to presenting over-all policy guides for specific Latin American countries (major results in the first two years, additional results in following years).
2. Make comparative studies of land tenure and reform for various world regions (preliminary studies by the second year, in-depth comparisons by the end of the fifth year).
3. Develop additional graduate course offerings in land problems and policies, peasant agricultural systems, and land tenure and reform for several world regions (to be developed in the second, third, and fourth years).
4. Offer special seminars on land tenure problems and policies (as required, but with major emphasis expected after the second year). *see?*
5. Conduct special conferences on campus and, in cooperation with others, in selected foreign countries dealing with land tenure, reform, and related policies (as required, but with major emphasis after the second year).
6. Offer short courses and special programs for selected groups (as demands indicate throughout the duration of the Grant).

At the initiative of AID and following submission of the annual technical report, there will be an annual substantive review of activities under the Grant. This review will include evaluation of progress, administrative and financial considerations, plans for the following year, and discussion of possible AID utilization--under technical assistance, research and training contracts--of the evolving University competency.

Institutional Development Grant

SPECIAL PROVISIONS

A. Allowable Costs

In accordance with Grantee normal accounting practices, the Grantee shall be reimbursed for direct costs incurred in carrying out the aims of this Grant. It is mutually understood and agreed, unless otherwise provided herein, that the Grantee will not allocate any costs to this Grant, which are normally charged as indirect costs in accordance with the Grantee's normal accounting practices. The following costs are unallowable for reimbursement under this Grant: Advertising, bad debts, contributions, donations, entertainment and interest.

B. Foreign Country Nationals

When authorized in writing by the Grant Officer, the Grantee shall be reimbursed for the costs of bringing Foreign Country Nationals to the Grantee institution for purposes consonant with the objectives of this Grant.

C. Salaries

All salaries, wages, fees, stipends and allowances reimbursed under this Grant shall be in accordance with the Grantee's usual policy and practice.

D. Procurement of Equipment, Materials and Supplies

Except as may be specifically approved or directed in advance by the Grant Officer the source of any procurement financed under this grant by United States dollars shall be the United States and it shall have been mined, grown, or through manufacturing, processing, or assembly produced in the United States. The term "source" means the country from which a commodity is shipped to the Cooperating Country or the Cooperating Country if the commodity

is located therein at the time of purchase. If, however, a commodity is shipped from a free port or bonded warehouse in the form in which it is received therein, "source" means the country from which the commodity was shipped to the free port or bonded warehouse.

In addition to the foregoing rule, a product commodity purchased in any transaction will not be eligible for U.S. dollar funding if:

(1) It contains any component from countries other than Free World countries, as listed in A.I.D. Geographic Code 899: or

(2) It contains components which were imported into the country of production from such Free World countries other than the U.S.; and

(a) such components were acquired by the producer in the form in which they were imported; and

(b) the total cost of such components (delivered at the point of production) amounts to more than 10%, or such other percentage as A.I.D. may prescribe, of the lowest price (excluding the cost of ocean transportation and marine insurance) at which the supplier makes the commodity available for export sale (whether or not financed by A.I.D.).

E. Regulations Governing Employees Performing Work Overseas

(1) Approval. No individual shall be sent outside of the United States by the Grantee to perform work under the grant without the prior written approval of the Grant Officer; nor shall any individual be engaged outside the United States or assigned when outside the United States to perform work outside the United States without such approval unless otherwise provided in the Schedule or unless the Grant Officer otherwise agrees in writing.

(2) Conformity to Laws and Regulations of Cooperating Country. Grantee agrees to use its best effort to assure that its personnel, while in the Cooperating Country, will abide by all applicable laws and regulations of the Cooperating Country and political sub-divisions thereof.

(3) Sale of Personal Property or Automobiles. The sale of personal property or automobiles by Grantee employees and their dependents in the Cooperating Country shall be subject to the same limitations and prohibitions which apply to direct-hire A.I.D. personnel employed by the Mission.

(4) Conflict of Interest. Other than work to be performed under this grant for which an employee or consultant is assigned by the Grantee, no regular or short term employee or consultant of the Grantee shall engage, directly or indirectly, either in his own name or in the name or through the Agency of another person, in any business, profession, or occupation in the Cooperating Country or other foreign countries to which he is assigned, nor shall he make loans or investments to or in any business, profession or occupation in the Cooperating Country or other foreign countries to which he is assigned.

(5) Right to Recall. On the written request of the Grant Officer or of a cognizant Mission Director, the Grantee will terminate the assignment of any individual to any work under the grant, and, as requested, will cause the return to the United States of the individual from overseas or his departure from a foreign country or a particular foreign locale.

(6) Travel and Transportation Expenses. The Grantee agrees to use less-than-first-class transportation unless such use will result in unreasonable delay or increased costs, and to travel by the most direct and expeditious route.

(7) Limitation on Transportation

(a) International Air Transportation. All international air travel under this grant shall be made on United States flag carriers. Exceptions to this rule will be allowed in the following situations provided that the Grantee certifies to the facts in the voucher or other documents retained as part of his grant records to support his claim for reimbursement and for post audit:

(i) where a flight by a United States carrier is not schedule to arrive in time for the conduct of official business;

(ii) where a flight by a United States carrier is scheduled but does not have accommodations available when reservations are sought;

(iii) where the departure time, routing, or other features of a United States carrier flight would interfere with or prevent the satisfactory performance of official business;

(iv) where a schedule flight by a United States carrier is delayed because of weather, mechanical or other conditions to such an extent that use of a non-United States carrier is in the Government's interest;

(v) where the appropriate class of accommodations is available on both United States and non-United States carriers, but the use of the United States carrier will result in higher total United States dollar cost to the grant due to additional per diem or other expenses; and

(vi) where the appropriate class of accommodations is available only on a non-United States carrier and the cost of transportation and related per diem is less than the cost of available accommodations of another class on a United States carrier and related per diem.

All international air shipments under this grant shall be made on United States flag carriers unless shipment would, in the judgment of the Grantee, be delayed an unreasonable time awaiting a United States carrier either at point of origin or transshipment, provided that the Grantee certifies to the facts in the vouchers or other documents retained as part of the grant records to support his claim for reimbursement and for post audit.

(b) International Ocean Transportation. All international ocean transportation of persons and things which is to be reimbursed in United States dollars under this grant shall be by United States flag vessels to the extent they are available.

(i) Transportation of Things. Where United States flag vessels are not available, or their use would result in a significant delay, the Grantee may obtain a release from this requirement from the Resources Transportation Division, Agency for International Development, Washington, D.C., 20523, or the Mission Director, as appropriate, giving the basis for the request.

(ii) Transportation of Persons. Where United States flag vessels are not available, or their use would result in a significant delay, the Grantee may obtain a release from this requirement from the Grant Officer or the Mission Director, as appropriate.

grant shall be directed to the Director, Research and Institutional Grants Staff, Office of the War on Hunger, (WOH/RIG), A.I.D.

G. Federal Reserve Letter of Credit

Subject to the determination of the Assistant Administrator for Administration that the opening of a Federal Reserve Letter of Credit is in the public interest, and subject to the conditions hereinafter set forth, the Agency for International Development shall open a Federal Reserve Letter of credit in the amount of \$1,500,000.

against which the Grantee may present sight drafts according to the "FRLC Procedures for Grantees" set forth below. The amount drawn down by each sight draft: (i) shall be only for current allowable cash expenditures necessary for performance of the Grant; (ii) normally shall not be less than \$10,000; and (iii) shall not exceed the anticipated amount of expenditures which will be made during the seven calendar days following the date of presentation of such sight draft, less the amount, if any, unexpended from previous sight drafts presented, and less disallowance, if any, reported by A.I.D. to the Grantee.

1. In no event shall the accumulated total of all such sight drafts exceed the amount of the FRLC as it may be amended.

2. If at anytime the Grant Officer determines that the Grantee has presented sight drafts in excess of the amount or amounts allowable by this clause, (i) the Grant Officer may cause to have suspended or revoked the Federal Reserve Letter of Credit until such time as in his judgement an appropriate level of actual, necessary, and allowable expenditures has occurred or will occur under this Grant, or (ii) upon

request of A.I.D. the Grantee shall repay to A.I.D. the amount of such excess and shall repay the amount of any final disallowance of cost resulting from the final audit of the Office of the Controller, A.I.D.

3. The Grant Officer may terminate this Federal Reserve letter of Credit at any time he determines that such action is in the best interest of the Government.

4. FRLC PROCEDURES FOR CONTRACTOR

a. Discusses FRLC with commercial bank of his choice for operating under this arrangement and obtains name and address of Federal Reserve Bank serving that commercial bank. Gives name and address of both banks to Grant Officer.

b. Upon receipt of original and one copy of FRLC from A.I.D. affixes specimen signature(s) of officials authorized to sign drafts against FRLC. Returns these to Office of Controller, Financial Review Division, A.I.D.

c. Sight drafts against FRLC should not be presented until commercial bank notifies Grantee that the FRLC has been opened.

d. As funds are needed, prepares and signs sight drafts (SF-218) in original and three copies. Presents original and one copy to commercial bank. Retains two copies.

e. If notified by A.I.D. of a disallowance of cost incurred, reduces the amount of the next sight draft by the amount of such disallowance, and notes the adjustment on the sight draft as follows:

(a) Projected amount of sight draft before disallowance	\$ _____
(b) Less amount of disallowance per A.I.D. letter of _____	\$ _____

(c) Net amount of this sight draft \$_____

Every three months, submit to the Office of Controller, Financial Review Division, A.I.D., a periodic report of FRIC utilization and expenditures, and copies of sight drafts in the following format:

Federal Reserve Letter of Credit No. _____

- 1. Total amount of FRIC \$_____
- 2. Sight drafts presented against FRLC
 - a. Credited prior to reporting period \$_____
 - b. Credited during reporting period \$_____
 - c. Presented but not credited \$_____
- 3. Balance available in FRIC \$_____

g. Should the Grantee not submit the reports and documentation required by Paragraph f next above within 30 days of their due date, A.I.D. will suspend FRLC credits due the Grantee under this Grant until the delinquency is satisfactorily resolved.

ADMINISTRATION OF A.I.D. GRANTS

I. Adherence to Aims

The Grantee is responsible for adherence to the conditions of this grant. Although the Program Director is encouraged to seek the advice and opinion of the Agency for International Development (A.I.D.) on special problems that may arise, such advice does not diminish Grantee's responsibility for making sound technical and administrative judgments. If a deviation from the grant is contemplated, written approval must be obtained from the Grant Officer, Office of Procurement, Contract Services Division, A.I.D.

II. Grant Instrument

The letter to the Grantee, signed by the Administrator, Agency for International Development; the signed acceptance of that letter; the final Proposal as agreed; and the attachments thereto, constitute the instrument for the Grant Agreement. The Grant Agreement may be amended by means of an exchange of letters between the A.I.D. Grant Officer and an appropriate official of the institution.

III. Adherence to Budget

A. In no case may the Grantee exceed the total amount of the grant. If additional funds to conduct the project are required, a request to this effect should be submitted to the A.I.D. Grant Officer, who may approve the request by amending the grant to provide additional funds after consultation with WOE/RIG.

B. Any unexpended funds remaining after the expiration of the grant period shall be refunded to A.I.D. by the Grantee.

C. Adjustments within the line items of this grant are unrestricted.

IV. Termination

This grant may be terminated or canceled by the Grantee institution not less than six months after written notification to A.I.D. The grant may be revoked or terminated by the A.I.D. Grant Officer upon six months notice, whenever it is deemed that the Grantee institution has failed in a material respect to comply with the terms and conditions of the grant or for the convenience of the Government. Upon transmittal or receipt of notice of termination, Grantee shall take appropriate action to minimize all expenditures and obligations financed by this grant and shall cancel such obligations wherever possible. Within 90 days after the effective date of termination, the Grantee shall repay to A.I.D. all unexpended funds which are not otherwise obligated by a legally binding transaction within the purpose of the grant. If additional funds are required to conclude such legally binding transactions incurred prior to the termination, the Grantee may submit a written claim for such funds to the A.I.D. Grant Officer within 90 days after the effective date of the termination. The Grant Officer shall determine the amount to be paid by A.I.D. to the Grantee under each claim.

V. Graduate Students

A. The Grantee institution has the responsibility for the selection of students to be trained under this grant. Students receiving support under this program do not incur any formal obligation to the Government of the U.S., nor are they required to perform any work which is not an integral part of the training program.

B. Students will be granted stipends and allowances as set forth in the Special Provisions. Stipends and/or dependency allowances for training under A.I.D. grants may not be received concurrently with other Federal educational stipends or benefits.

VI. Equal Employment Opportunity

In accordance with Title VI of the Civil Rights Act of 1964, no applicant may be denied consideration or appointment under this program on grounds of race, creed, color, sex, or national origin. An Assurance of Compliance with this provision shall be submitted by the Grantee to A.I.D. with the letter of acceptance.

VII. Publications

A. As agreed upon by A.I.D. and the Grantee, appropriate acknowledgment of A.I.D.'s support must be made in connection with the publication of any material based on, or developed under, projects financed in whole or in part by A.I.D. The acknowledgment should also state that the information and conclusions in the paper do not necessarily reflect the position of A.I.D. or the U.S. Government.

B. The Grantee shall provide AID/W with one copy of all published (copyrighted) works by members of the Faculty associated with this project. The Grantee shall advise A.I.D. of written work performed under the Grant which is relevant to A.I.D. interests.

C. When the cost of publishing material is provided for in the A.I.D. grant, any royalties or profits up to the amount charged to the grant for publishing the material shall be returned to A.I.D. Any copyrights or patents

shall be in the name of the Grantee. However, the Government shall have a royalty-free irrevocable right for the use of all publications produced or composed under this grant.

VIII. Accounting, Records, and Audit

The financial records, including documentation to support entries on the accounting records and to substantiate charges to the grant, shall be kept in accordance with the institution's usual accounting procedures and must be readily available for examination by A.I.D. The Comptroller General of the United States and his representatives shall have the same rights of examination. No such records shall be destroyed, or otherwise disposed of, within three years after termination of the project. However, all records must be retained until an audit has been completed and all questions about expenditures resolved, unless written approval has been obtained from the A.I.D. Grant Officer to dispose of the records. A.I.D. follows generally accepted auditing practices in determining that there is proper accounting and use of grant funds.

IX. Equipment

Title to equipment purchased with grant funds resides with the Grantee institution. The equipment must be used during the project period for activities furthering the purpose of the program for which it was purchased. Grants may not be used for new construction.

X. Reports

A. Technical Reports

The Grantee shall submit three copies of a technical report to WCH/RIG at least annually, unless otherwise provided in the Special Provisions comprising a concise statement of accomplishments during the reporting period and recommendations and conclusions based on the experience and results obtained. The first such technical report is due 12 months after the effective date of this grant. Three copies of a final technical report shall be submitted within six months after the expiration or termination of the grant. It shall include a statement of major accomplishments under the grant, the number of degrees granted, a bibliography of publications produced as a result of the work under the grant, and sufficient data for evaluation of progress in all aspects of the project.

B. Fiscal Reports

The Grantee shall submit three copies of a semiannual fiscal report beginning six months after the effective date of the grant to the A.I.D. Grant Officer. This report shall include a summary by line item (See Budget) of how much has been spent during the reporting period on an accrued basis and how much has been spent cumulatively. Two copies of a final fiscal report shall be submitted within 90 days after the expiration or termination of the grant. The final report shall include a summary by line item of all funds expended under the grant.

XI. Nonliability

A.I.D. does not assume liability with respect to any claims for damages arising out of work supported by its grants. The Grantee institution shall obtain adequate liability insurance or other protection.

XII. Military Service

A.I.D. will not intercede for any individual in relation to his military status. An educational stipend may be continued for a period not to exceed 15 days in any one year in which the trainee is on active military duty.

XIII. Visa Status of Non-U.S. Citizens

A.I.D. will not intercede on behalf of non-U.S. citizens participating in a project when the stay of such noncitizens in the U.S. may be affected by their visa status. It is the responsibility of the Grantee institution to establish, before accepting a noncitizen, that his visa allows him to remain in the country a sufficient length of time to be productive on the project.

XIV. Officials Not to Benefit

No member of or delegate to the Congress or resident Commissioner shall be admitted to any share or part of the grant or to any benefit that may arise therefrom; but this provision shall not be construed to extend to this grant if made with a corporation for its general benefit.

XV. Covenant Against Contingent Fees

The Grantee warrants that no person or selling agency has been employed or retained to solicit or secure this grant upon an agreement or understanding for a commission, percentage, brokerage, or contingent fee except bona fide employees or bona fide established commercial or selling agencies maintained by

the Grantee for the purpose of securing business. For breach or violation of this warranty, A.I.D. shall have the right to cancel this grant without liability or, in its discretion, to deduct from the grant amount, or otherwise recover, the full amount of each commission, percentage, brokerage, or contingent fee.

XVI. Assignment of Claims

A. Pursuant to the provisions of the Assignment of Claims Act of 1940, as amended (31 USC 203, 41 USC 15), if the grant provides for payments aggregating \$1,000 or more, claims for monies due or to become due the Grantee from the Government under this grant may be assigned to a bank, trust company, or other financing institution including any Federal lending agency, and may thereafter be further assigned and reassigned to any such institution. Any such assignment or reassignment shall cover all amounts payable under the grant and not already paid and shall not be made to more than one party, except that any such assignment or reassignment may be made to one party as agent or trustee for two or more parties participating in such financing.

B. In no event shall copies of any documents relating to the grant project, if marked "Top Secret", "Secret", or "Confidential", be furnished to any assignee of any claim arising under the grant or to any person not entitled to receive the same. However, a copy of any part or all of the grant so marked may be furnished, or any information contained therein may be disclosed, to the assignee upon proper written authorization of the Grant Officer.

XVII. Administrative Review

The parties agree that, if after reviewing the fiscal reports or other cost data, it is determined by the Administrator of A.I.D. that funds provided under the Grant have been expended for purposes not in accordance with the terms of the Grant, the Grantee will credit such amounts to the corpus of the Grant.

BUDGET

Salaries	<u>\$ 760,500</u>
Stipends and Dependency Allowances	<u>298,000</u>
Tuition and Fees	<u>72,280</u>
Travel	<u>161,000</u>
Equipment	<u>40,000</u>
Supplies and Postless	<u>161,620</u>
Total	<u>\$3,500,000</u>

Annex 2.

Presentation of William C. Thiesenhusen
AID Review
23 September 1974

This is the first time since our founding that a group from AID, the agency that provides much of the base-line program funding for the Land Tenure Center, has visited us for review purposes. We are happy that you could come to Madison on this occasion; we welcome you here and look forward to the opportunity of exchanging views with you.

The name "Land Tenure Center" has evoked confusion in some parts of the world; yet wherever we travel we find our work widely known since our mailing list takes us, and/or the results of our research and related work which we publish, to 95 countries outside the U.S. Students, scholars, and academicians from 40 countries have visited or studied at the Land Tenure Center in the last year. Rather than a name change, which, we feel, would bring about ^{an unnecessary identity crisis} ~~unnecessary confusion~~, our Executive Committee has decided to attempt to eliminate any ambiguity in the minds of those who think we deal only with agrarian reform by adding, as a subtitle to all our identifying indicia, "An Institute for Research and Education on Social Structure, Institutions, Resource Use and Development."

Introduction

Our goals have consistently centered upon institutional approaches to agricultural development and are spelled out in detail in our last several annual reports (which you have received) and in the proposal for

Many of us in this room have served on review missions in projects abroad and one problem we have faced is how to evaluate a program in a short period of time. We know that a rigid agenda would make your task more difficult. When we have served in a position similar to yours we have usually been forced--in order to do a conscientious job--to modify official agenda and insist on seeing people we want to see when we want to see them, even to a point where we felt we had to be impolite to be fair. We expect you to do that and will understand. We will do all that we can in making your job as easy as possible for you and have included some key telephone numbers in your briefing folder.

We only ask that, whatever your findings, you make them clear to the relevant personnel in AID/Washington. There is a great need to make what we do understandable to your colleagues, and, whatever evaluative decisions you reach on our program, our plea is for more understanding of our approach in AID.

A great deal of what we do does happen to follow on the heels of your 1970 Spring Review on Land Reform, but not exclusively so because our program was founded much earlier and some of the ideas generated at that meeting originated here. Those findings, which I assume represent as official a view toward land tenure as the Agency has enunciated to date were, in brief:

1. Land tenure is a significant dimension of a country's overall development, and should be considered in preparing future Country Field Submissions or agriculture sector analyses.
2. Support of land reform need not be withheld for fear of adverse economic effects. . . . On the contrary, the fact that production after

land reform need not decrease must be made clear both to aid donor officials and to LDC governments.

3. AID should try to assure that assistance reaches the small farmer
4. AID should not support a "land reform" scheme which is basically just window-dressing.
5. When a dominant indigenous will for land reform exists, external assistance may be constructively applied on many aspects of the reform.
6. AID should consider assigning appropriate staff, either direct here or contract, to work on land reform problems.

Our type of research and training on these matters is somewhat different than most of the other contracts and grants you monitor. I will not discuss the historical antecedents of the Land Tenure Center here; they are available in written form in our brochure and in each annual report. You are already aware of the long tradition of an institutional approach to research on public policy here, the First World Land Tenure Conference organized in 1951 which included among its recommendations that a Land Tenure Center be founded at Wisconsin, and our first AID contract that began our work in 1962.

You see in this room a small group of staff and students associated with the Land Tenure Center. I shall not, because of the time factor, attempt to introduce them now, but, when they comment, will ask them to introduce themselves. We could have had this meeting in a hall on campus seating 300; all would be associated in some way with the Land Tenure Center. But we thought that for purposes of this review a group of that size would be unwieldy. During this session, people will come and go; professors must teach, students must attend classes. You are asked at

the outset to understand this fact of university life and to not interpret it as discourtesy.

The Grant and Our Mission

You have the grant paper before you, but it is worthwhile, I believe, to quote one section from it which explains why, in 1969, AID granted \$1.5 million to the University of Wisconsin after the expiration of its Latin American contract:

This grant will strengthen the existing competency of the University of Wisconsin Land Tenure Center for a worldwide program of technical assistance, research and training in land tenure, agrarian reform, and related institutional change in the less developed nations. The Grant will help to provide secure, long-term support for an expanded core program including salaries of key staff members engaged in original research, integration of findings of previous research, teaching, and developing new curricula. It will also provide support for graduate students and for library acquisitions. It will make possible the creation of additional professional strength and competence in the area of land tenure and reform.

This has been our mission over the past five years and your study of our work should explain how we have attempted to go about this mission.

Problems of the farmer who is bypassed by any "technological revolution" that may have occurred in agriculture are, by now, well known. Graphs which relate population growth and growth in agricultural production do not look serious, at least not until 1972, but as we all know, distribution is a serious problem and while some members of the world population become obese, others starve.

As a nation, we have not been ignorant of the problem, but we have been more willing to talk than to act. In a joint authored report as long ago as 1970 by Drs. John Hannah and Clifford Hardin with a letter of transmittal to the President by Dr. Kissinger, a prominent paragraph claimed that problems that demanded immediate attention were "Helping the impoverished farmers who have been bypassed by the green revolution; and, finding work for the rural unemployed whose numbers will increase rapidly in the coming decades, a matter meriting interdisciplinary study by social scientists."

In calling for the FAO November conference on food in Rome Dr. Kissinger claims that one-third of mankind "face the . . . threat of starvation. Their needs require our most urgent attention." In a draft report for delivery at the Rome Food Conference in November, Edwin Martin, U.S. representative, claims, "It is unacceptable that several million people continue, despite all of our scientific progress and growth . . . to be undernourished." The statement of the Canadians to the November FAO conference will include the phrase ". . . special measures will be needed to bring the small farmers and the landless agricultural workers into the income and employment streams, to increase their productivity, and purchasing power."

On June 4-8 the preparatory Conference for the FAO Conference reported:

Turning to rural institutions and services, these must be evaluated not just as a delivery system for inputs but as a means of mobilizing farmers. . . . Agrarian reform still lags in numerous countries and even where action has been taken the administration of the reform and the follow-up measures fail frequently to meet the needs, especially of smaller cultivators.

The work the LTC has done during its entire existence is completely consistent with ^{these and} the emphases in the Congressional ^{Initiatives} of 1973. This is not always completely consistent with what AID or other donor agencies now do.

We are not doing research and training on the problems of rural development with the methodologies we use out of caprice, for reasons of "product differentiation," or because we have thought them through only superficially, but because we believe our institutional approach to be

a ~~new~~ productive one. Any study of the philosophy of the Land Tenure Center must incorporate the thinking of Ely-Wehrwein-Dewey-Parsons-Penn.

We believe that reaching the small farmer does not merely require conventional approaches to rural development which involve the instrumental values of more fertilizer, more hybrid seed, more water. In most countries it involves a close look at the way in which agriculture itself ^{is} organized because in most hungry nations these institutions--and the system of land tenure is one of them--reflect the social structure itself. This is difficult for those of us in developed countries to understand. Here land tenure has been stripped of its social connotations. In hungry nations it has not been and whether fertilizer, water, credit, new seeds get to the farmers who need them depends on a deep knowledge of social structure.

Allow me to quote from Professor Parsons: "A humanistic emphasis has pervaded much of the work in economics at the University of Wisconsin for many decades. In consequence, there is a long tradition of interdisciplinary teamwork in the consideration of emergent issues in public policy. The current programs of the Land Tenure Center are in this tradition."

When we speak of an "institutional approach" we mean that we do not take as givens the current systems of land tenure and services to farmers. We regard them as changeable, changing, and dynamic. Post-reform systems are likewise changeable, changing, and dynamic.

This makes studying development of agriculture more difficult since, although among us we differ as to approach, I think that most of us on the staff regard "development" not merely as economic growth. It includes also a more equitable distribution of resources and, hence, opportunities

W. H. H.

(graphs)

(or, if you will, fuller employment). It also encompasses the general improvement of human capacity and entrée to those institutions which exist for that purpose together with enhanced security. Indeed many countries seemed to have reached the point where growth has slowed for want of consumers. And consumers can't purchase because they don't have the jobs and, hence, effective demand. External markets provide a possibility for growth in countries with diverse resources, but perhaps this is only a temporary advantage. Some countries, likewise, have been able to placate peasant demands by buying time through partial land reforms while growth continues in other sectors. The recent history of Mexico may illustrate the difficulties inherent in that strategy.

This approach makes the way we look at development not so mechanical as other views may be, but we think it is more realistic, more problem oriented, of major use to policy makers. Different social systems lead to different, dynamic models.

One issue you have posed to us is, does our research "add up" to a research program in the subject matter.

The purpose of inquiry into land tenure systems and related rural institutional arrangements is to provide for and improve the intellectual control of policies that are directed to help small farmers and often the modification and reconstruction of these land tenure systems for purposes of rural and agricultural development.

The research program of the Land Tenure Center must "add up" in the sense that its inquiry must provide for increasing the intellectual underpinnings of policies and measures directed at reconstructing those elements of the social system that form its basis. In this sense the research program of the Land Tenure Center does "add up." The research program to date has enabled the Land Tenure Center staff, its students, and readers of its literature to recognize more fully the likely consequences of different policies and courses of action of governments faced with a wide variety of initial conditions and problems.

Each situation is different in that both land tenure arrangements and the parameters of the social and economic structure have been found to vary widely. And these situations change with time whether or not reforms occur. Yet by comparison of contrasts and parallels between different situations it is possible to better foresee the likely consequences of different policies, action, and inaction. On the basis of this improved intellectual foresight governments are enabled to embark on courses of action with greater assurance that the consequences of their actions will more closely match the intended consequences.

In summary, the Land Tenure Center research program is additive in the sense that it has provided and provides for increasing intellectual control of policies and actions designed to reconstruct and modify rural

institutional arrangements.

In order to decide whether the Land Tenure Center deals with the subject matter in a holistic manner there must be agreement as to what constitutes the "whole." We are about to distribute a flow chart on which the major identified parameters are related to each other. All of the current major research projects and undertakings of the Land Tenure Center are related to some sections of this flow chart. This should give some idea of the "whole" system that has emerged to constitute the scope of Land Tenure Center work. However, two points need to be emphasized in interpreting the flow chart.

(i) It reflects a current generalized conception of the way land tenure and related institutional issues relate to rural and agricultural development policy and strategy alternatives. As such, it reflects a systematizing of key conceptual relationships that have been uncovered as a major consequence of the Land Tenure Center research program.

(ii) The flow chart, by its very nature, is intended only as a net conceptual generalization of just the major interdependencies between parameters in what is always a dynamic and on-going process. It is not a causal model. As different institutional arrangements are examined, reconstruction of existing social systems in the interest of new and/or different relationships emerge and the flow chart changes. Sometimes these new problems may even emerge as unintended and unperceived consequences of development policies and strategies already committed to action.

In particular, the flow chart should not be used as something that could or should proscribe the scope of future Land Tenure Center programs. The only meaningful circumscription of the Land Tenure Center research program would be to insist that future research programs be justified on the ground that they help gain more intellectual control of policies, actions, and development strategies designed to reconstruct economic and social systems for

purposes of rural and agricultural development.

It obviously behooves us, as far as possible, to engage in a continuing process of comparison and generalization from the various research projects--to continually modify and and restructure the flow chart (or other representations of the conceptual framework) and to select our research projects to help strengthen the weakest parts of the flow chart as we perceive them.

We have keyed last year's research projects, found in your briefing folders, to this model so that you can see how our Land Tenure Center program fits together. We could likewise key all research projects under the grant to this chart. While a brief description of the research proposal is contained in your briefing folder, the full manuscripts are also at your disposition.

Please do not think this model implies causality. It is a way to look at our three research areas in a slightly more diagrammatic manner. It should help you see that what we are attempting is to do research in the little known and less understood parts of this diagram. Perhaps you can even quibble with the word "model." It is, however, the "organizing principle for our research program."

Paths to Agricultural or Rural Development

①

Peasant Agriculture

- Customary Tenure
- Communal Tenure
- Family Farm
- Latifundio-Minifundio
- Administrative Tenure
- Mixed



Conditions Leading
to Pressure for Rural Institutional
Change

(Inter-related)

- Land Ownership or other Resource Concentration (perhaps increasing)
- Introduction of New Technology
- Increased Population Densities
- Peasant Organization - Development of Leadership
- More Contact with the Larger Society
Leading to Increased Consciousness; Perceived class differences
- Declining Power of Landlord
- More Awareness by Some Members of the Middle Classes
of the Plight of the Peasantry
- Introduction of New Ideologies
- Realization by some members of the Peasantry that
Others are Progressing while they Are Not
- Rural-to-Urban Migration Leading to Pressures in cities
and their Deterioration in face of Lack of Dynamic Industry
- Examples of other Countries or other Extra-Territorial Influences
- Deteriorating Economic Conditions in the Countryside:
 - more unemployment
 - Inflation
 - higher input costs
 - lower prices for outputs
- Land Invasions and Other Types of Unrest in the Countryside
- Changing Roles of the Rural Elites and Emergence
of New Social Classes

(2)

Stagnation, frustration, increased pressure for reform
As "Conditions Leading to Pressure for Rural Institutional Change" are exacerbated or as government attempts to handle problem through more growth, more industrialization (which seems to be more possible in larger countries), or a rather wide range of resources--some factors.

Influences which Constrain Change

- Political Power of Landlord (oligarchy) and their Need for Land to Maintain Control and Stability
- Fear of Economic Dislocation
- Governmental Repression
- Extra-Territorial Discouragement
- Heterogeneity of Peasant Interests
- Fear of Violence
- Lethargic, Cumbersome and/or Unwilling Bureaucracies

Weak or no Commitment

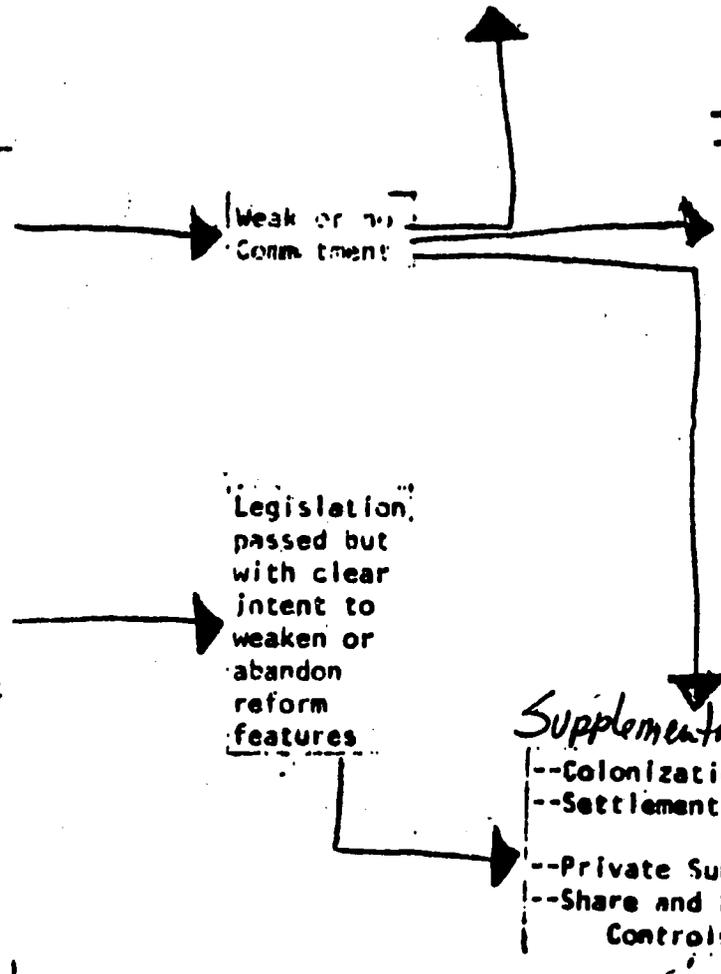
Legislation passed but with clear intent to weaken or abandon reform features

I. Little Modernization Within an Unchanged Institutional Structure

Continued Pressure for Reform

Supplementary Measures

- Colonization
- Settlement
- Private Subdivision
- Share and Rent Controls



Modernization within an Unchanged Institutional Structure

Investment to "modernize" farming within the existing structure of farming leading to stronger latifundia, subsistence farming, or a dual structure

- Rural Public Works
- Agro Industries
- Marketing Reform
- Credit Reform
- Extension Reform
- New Technology
- Minimum Wages ?
- Social Security and Welfare Benefits
- Compulsory admission to agrarian reform settlements ?
- Land Consolidation where fragmentation exists
- Crop Diversification programs

→ Some Continuous Pressure for Reform

⇒ Constraints on Change

III Modernization Within a Changed Institutional Structure

Firm commitment at highest levels of government to the process of reform and for development of the peasant sector

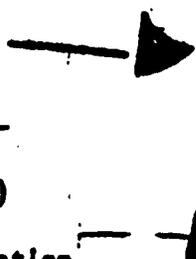
Effective Institutionalization of Reform

- At least Partially Confiscatory Measures
- Clear Criteria for Expropriable Land, Usually Based on Size of Holding
- Quick Taking Procedure With as Little Insecurity as Possible
- Special Court System to Adjudicate Disputes
- Streamlined Administrative Procedures, not Based on Outdated Administrative Bureaucracy
- Provision for Immediate but Inexpensive Services to New Beneficiaries
- Inclusion of as much of Rural Labor Force as Possible - No Lock-outs
- Post-Reform System of Tenure Based on peasant desires, population density, political and ideological factors accepted by the peasants, cultural factors, availability of finance. Pragmatism should take precedence over national ideology.
- Fast Return to Normalcy of Sector
- Simple Land Valuation Scheme with Built-In Taxation or Pay-Back Provisions
- Clearly Defined Post-Reform Role for Peasant Organization
- Systems designed for self-finance or as little government paternalism as possible; ~~taxation or land pay-back option institutionalized;~~
- Sufficient Strength of central government.

(5)

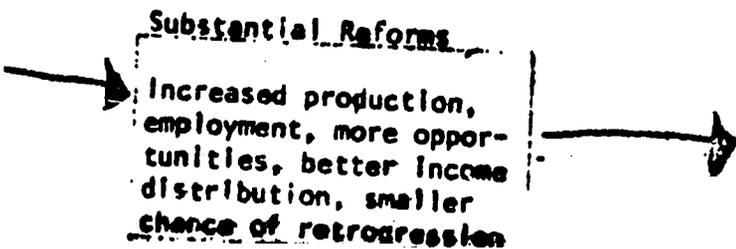
Essential Initial Factors for Development of Peasant Agriculture (the more that are present, the greater degree of success)

- Clearly Defined Role for Peasant Organization
- Bureaucratic Strength that Has the Capacity to Disengage itself in time and not become Paternalistic
- Infrastructure for Marketing, Extension, Credit
- Ability to tap Sources of Agricultural Research
- Management and fiscal ability
- New technology that fits new Factor Proportions
- Land Records or Cadastral Surveys
- financial capacity, opportunities for self-financing



Taken Reforms

- Some Essential Elements Are Met
- Some Opportunities are Gained
- Some New Employment
- Some Improvement in Income Distribution
- Some Growth in the Agricultural Sector
- Good Chance of Retrogression



Substantial Reforms

Increased production, employment, more opportunities, better income distribution, smaller chance of retrogression

Introduction to Program Goals

Prior to going into some depth on future Land Tenure Center issues, I should like to underline a few general points and speak to a few of the "issues" raised in the paper we received last Tuesday from AID. Most of the issues will be treated in the remainder of the session and I shall not go into them here.

1. The Land Tenure Center faculty and students come from various disciplines. Each of us has our departmental advisees who are mainly considered Land Tenure Center Fellows. We also administer an interdisciplinary Ph.D. in Development program which now has 19 students; nine have graduated. Students advised by Land Tenure Center faculty have risen in numbers 121 percent over the grant period, from 61 to 135. Forty-one Ph.D.s have been granted in the five years and six courses have been institutionalized. This amount of progress makes issue 3, which indicates that we have somehow failed to institutionalize our teaching program, somewhat incomprehensible to me.

2. The research we do and the training we do are indispensable components of the same package. A brief glance at the annex in your briefing folder which gives a list of former students and their current jobs should make these multiplier effects obvious to you. One of them is

currently vice president of Costa Rica, but I do hope you take time enough to see the positions of real responsibility our former students now hold.

3. When we operate abroad, we do so with full collaboration with local host institutions, preferably institutions of higher learning. These faculty members help us set research priorities; they are our full colleagues^{ue}. Our program is not one of research imperialism. A full set of data remain in the host country. Co-authorship is desired, when possible. First publication in the language of the host country is our not-always-attained goal.

4. In both Chile and Colombia we have begun Land Tenure Centers that are now operating without continuing faculty help from the Land Tenure Center in Madison. AID/Chile just contracted with two of our former employees and students directly in Santiago. They use the Land Tenure Center office there, but it is, at the present time, completely manned by Chileans trained here and in Chile. A similar variation on the theme has occurred in Colombia.

5. We have difficulty in hiring staff because of the insecurity and short duration of our funding; and this must change if we are to continue to grow. But it has led us to the discovery of faculty members on campus working on land tenure problems, whose vast experience we are now able to draw on. Adversity does seem to have its bright side. I think especially of Professor James Scott (Southeast Asia) in Political Science; Professor Kemal Karpat (Turkey and the Middle East) and Professor Robert Frykenberg (South Asia) in History; and Professor Joseph Elder (South Asia) in Sociology *Minor. Minor. in Ag Econ*

6. Our work is mainly (but not entirely) "micro" in nature. It involves interviewing peasants at their level, extension workers at their etc. We believe in going to where the results of the action can be seen and we concentrate little in capitols and with macro-statistics except to supplement our findings. More and more our work is of a panel design nature; we study the same sample at two different periods of time to get a feel for what changed, what caused change, what, for example, happened to production, employment, income distribution, as the result of agrarian reform or some other community change.

7. Land Tenure Center faculty and students have consulted, advised, lectured, and done research in 37 countries during the period of the grant. Indeed, the Land Tenure Center has not, to my knowledge, turned down any consultative mission in its domain in the five years of the grant period, despite the fact that many of us come from fairly small departments and someone must cover our other responsibilities while we are away. This makes issue 4 of your issues document, which claims that "In terms of response capability to AID, LDC, and other development agencies, the Land Tenure Center appears to be unable to satisfy the demand either in amount or type," completely mystifying to me. Besides that, 681 professionals have come to Madison to consult with members of our staff during the grant period. You may be interested in a sampling of where they came from: Foreign governments, 97; Foreign universities, 170; U.S. government (including AID), 49; U.S. universities, 199; International non-governmental agencies, 98.

8. Addressing issue 5, the Land Tenure Center library now has 40,000 volumes with 8,500 added annually. It has had 6,000 on-campus users and 400 off-campus users last year alone. Its holdings are made known widely

through 45 accessions lists to which there are 1,750 subscribers. There have been 20 bibliographies issued; 2,000 duplicates of materials have been sent out, 70 percent to LDCs. Interlibrary loan is widely used. Issue 5f likewise somewhat confuses us. How can a mailing list of 4,000 in 95 countries be called an "exclusive following"--especially when they involve some 200 research reports and some 40 newsletters?

9. We rely on AID/Washington for the base of our operations. This is indispensable. We need further funds from AID for research--the kind that missions would not fund because its payoff will be in the longer run. We also have received funds from AID missions, Fulbright Hayes, ADC, Ford, Midwest Universities Consortium, World Bank, and the State. We would like to know from you how service we have provided to AID, LDCs, students, and others stacks up with what has been provided under other 211d grants.

Program Goals

Substantive Issues

Since the work of the Land Tenure Center deals with small farmers and those with no land at all, we must continue on-going programs and begin new, innovative ones with this clientele in mind. The institutional approach will be the one we will use; institutions--as we have broadly defined them--provide the filter through which all agricultural development programs must flow. We subject institutions to scrutiny so that policy makers might be aware of alternative consequences of varied strategies. We can and will share this research experience as widely as possible, translate documents to try to make them less technical and more usable to those in policy making roles. None of our work has been or can

be classified or censored in any manner. We will, as in the past, when asked to consult with governments on a face-to-face basis, share the results of what we have learned elsewhere on a "sounding board" basis.

Over the next five years, the Land Tenure Center plans to:

1. Continue to use the same three research categories which you have before you; we have much to learn and while some retrospective generalizations can be made, as I have attempted this morning, the present constantly surprises us while history supplies only rough guidelines. Our goal is to make the present and future more predictable for developing countries. Some ideas are generalizable from country to country; others are not. Nuances vary within and between countries. For example, one priority we have set for ourselves is work on group farming; our jointly ADC-sponsored spring conference to be held in June 1975, must be followed up with specific research on the area in less developed countries.

In many cases there is no previous group farming experience within the country itself; countries tend to look for models of these forms established elsewhere. Ideas concerning production cooperatives are often imported and adopted without much critical evaluation of the conditions necessary to make them function effectively. It will be most helpful to policy makers if the international knowledge and experience with cooperative-collective farming can be systematized through research for use by countries considering this type of approach for resolving their agrarian issues.

The Cold War inhibited the examination of "socialist" country experiments and alternatives with respect to land tenure. These days are largely over, and group farming is being more widely discussed as a reform

alternative. For example, although there are no truly "socialist" countries in Africa, there are several countries that have found some elements of socialist ideas and precepts of sufficient compatibility with their existing systems of land tenure and rural organization to be attractive and worthy of modification and adoption on at least an experimental basis, like the Ujamaa in Tanzania.

2. Continuous, impartial monitoring of on-going progress to aid the small-scale farmer must continue and be expanded. Why are there reversals? How can they be avoided? What are the bottlenecks? This work is being done now in Chile, Honduras, and the Philippines by senior staff members. Land Tenure Center graduate students are engaged in it elsewhere. Professor Havens will begin work in Peru in January 1975 on the consequence of the 1969 legislation. This work is also needed in Africa. Many different projects, schemes, and incentives have been and are being initiated with the primary purpose of increasing agricultural production, but also increasing employment and improving income distribution. Where production schemes have been based on "modern" farming systems designed to replace rather than transform existing farming systems, success has been limited, replication or diffusion to the surrounding areas slow. More recently there has been increased concern as to how existing systems of farming might be modified and transformed so that they might be the basis of a modern agriculture. Such changes in systems of agriculture frequently entail changes in the system of land use and in the system of land tenure.

3. Land reform legislation as well as its implementation must be subjected to more scrutiny and analysis. Why does it fail? What makes it succeed?

4. Especially in Asia and Africa (in Latin America a great deal of work already exists), a special emphasis should be made to study traditional systems with their complex customs of land tenure, like, in India, the individual villages, mahals, taluks, districts, etc. Only when such studies are more penetrating, searching, and thorough can contemporary difficulties and evolutionary or alternative systems be adequately understood.

In Africa, there have been a large number of independent countries created, particularly as a result of the transfer from colonial administration to independent status. This provides at least two major land tenure issues that have to be raised:

a) Further research is needed on the extent of the imposition of European colonial administrations as to what constitutes property and tenure rights and even the very concept of land itself.

b) As a result of the large number of distinct ethnic and lineage groups that exist in most areas of Africa, and colonial disregard ^{of} ~~to~~ natural ethnic and group boundaries, the boundaries of the new nations do not generally correspond to any natural boundaries. Historically, each local group had its own sovereignty, sanctioning authority, and customary arrangements to control the use of land, the central purpose of which was likely to enhance security of expectations. How are problems of creating a viable nation state and developing it to be solved under these conditions?

5. What this amounts to is that the introduction of new techniques, the types of land tenure arrangements, and service agencies and institutions should be considered strategic, interacting variables for research.

a) Providing access to land and water resources for the mass of farm people. This may involve a redistribution of these resources. Certainly in some countries a better allocation of land and people can provide jobs and sources of income for many more people than is possible under the existing systems.

b) Expanded and improved delivery systems for reaching small producers with:

- (1) Farm credit,
- (2) Farm inputs,
- (3) Farm output marketing facilities,
- (4) Technical assistance.

Major modifications in the design of such systems may be needed, depending upon the size distribution of farms and the land tenure structure. With a relatively uniform size structure there is less likelihood that the service systems will be grossly discriminatory. In a pre-reform system (or even in a post-reform system retaining the dual structure of farm-size units), the larger farms are likely to preempt new opportunities as they arise.

c) Direct employment creation in rural areas through:

- (1) Infrastructure projects—irrigation, drainage, roads, community facilities, etc.
- (2) Colonization and resettlement where new land areas are available; this will require and must be combined with a great deal of infrastructural development.
- (3) Broadly based local organizations with active participation in community affairs.

As rural opportunities are exhausted through overpopulation and erosion or the impact of new technology, which makes labor redundant, they have flocked to Nairobi, Jakarta, Lima, Calcutta, Hyderabad, Accra, Istanbul, Bogotá, and on ad infinitum. What can be done to create new rural opportunities?

Inherent in each of these is the possibility for strengthening the links between production, employment, and distribution. Thus development projects and programs, and the research related thereto, should incorporate the following variables:

- a) Kind of technology being introduced.
- b) Kinds of tenure systems into which the new technology is being introduced.
 - (1) Relatively egalitarian pattern of land ownership and operatorship (e.g., Egypt, Bangladesh, Taiwan, Bolivian highlands, Yugoslavia, Poland).
 - (2) A dual system of farm size structure (e.g., Pakistan, Colombia, Guatemala).
 - (3) A system of post-reform contrived dualism (e.g., Mexico).
 - (4) A system of collective and state farming (e.g., Rumania).
 - (5) A mixed system with an attempt to establish or maintain small private farms, relatively large landlord reserves, group farming (asentamientos) (e.g., Chile, Philippines, Sri Lanka).
- c) Kind of credit, marketing, processing, and other service facilities that exist, and the extent to which various farm-size groups and classes are served by these facilities (also, whether production is

primarily export or internal market oriented). It is also important to know whether the producers of a specific crop are all small. Or, if the crop in question is produced by both large and small farm producers, are they all serviced by the same agencies?

d) Kind of other employment creation and productivity raising projects being implemented, such as rural industrialization, rural infrastructure creation, community development projects, etc.

The separation of policies into those concerned with increasing production and those concerned with increasing welfare is spurious. In like manner, separation of research concerned with investments, technology, and productivity on the one hand, and that concerned with land tenure and institutional questions on the other, is a false dichotomy. While there can certainly be some specialization and division of labor, research that is specifically concerned with economic development policies and programs should not omit or ignore the critical variables outlined above.

This is not an easy task. There is no simple formula. We are all conditioned by our training, by the techniques we know how to use, and by our experience. The task must be accomplished. We are convinced that the interdisciplinary group we have assembled in the Land Tenure Center can do its share.

Functional Issues

1. The Land Tenure Center will continue to be a repository for raw research materials consistent with our research goals, both current and retrospective. This includes published and non-published research and other documentary material. The use of this material is worldwide: governmental agencies, academicians here and abroad. No other Center in the world serves this purpose.

The annotated research bibliography containing approximately 5,000 annotations on our Latin American collection is ready for publication. Others for Asia and Africa are in progress.

Our library already contains article and ephemeral material indices; these items are seldom if ever indexed by libraries but are exceedingly important in this field. Its facilities for improving a cross-indexing system for materials in other University of Wisconsin libraries, for obtaining historical and rare documents, must be increased.

2. The Special Course on Land Tenure in Africa, South and Southeast Asia, and Latin America must be continued and new comparative courses instituted.

3. The editorial office of the Land Tenure Center should be expanded to enable our editor to produce and distribute research papers--most of which contain very current data--more quickly and in a wider variety of formats. (The current budget precludes pictorial presentations, for example.) The mailing list should be expanded and more funds provided for book-length manuscripts.

Land Tenure Center publications will play an important role in the current efforts of AID/Washington to improve distribution of materials produced with grant and research contract funds. Many of our recent publications have been abstracted in the new publication AID Research and Development Abstracts (seven of the 19 social science abstracts in the latest issue were from the Land Tenure Center).

4. More funding for fellowships where the candidates' research clearly fits the research aims of the Land Tenure Center is needed.

5. Close ties should be maintained with other interdisciplinary degrees such as the one in Mass Communications and the new program in Land Resources. Close ties should likewise be maintained with the various departments and the area centers, such as Ibero American Studies, African Studies, South Asian Studies, and Middle Eastern Studies.

6. More special seminars should be held, some of them continuing to rely on outside visitors, but more on coordinated subjects (such as three one-hour seminars held last year on Japan and Chile) and more should focus on staff and student research.

7. More research on the U.S. and the experience of other developed countries (like Japan) is being built into the Land Tenure Center and financing, of course, would come from non-AID sources. But our findings abroad have application—or at least suggest researchable questions that spring from domestic sources and those in other countries with an advanced agriculture.

8. We will continue to be available for off- and on-campus consulting as our schedules permit.

We must have the facilities to have more professionals as well as back-up staff to work on these issues, which, because of their pressing importance, will take all of the intellectual prowess that can be mustered for the next several decades.

9. We will sponsor a conference in 1976, "Land Reform Twenty-Five Years Later," to follow up our landmark 1951 conference.

Annex 3

ISSUES PAPER
UNIVERSITY OF WISCONSIN
LAND TENURE CENTER
COMPREHENSIVE REVIEW 211(d) GRANT
SEPTEMBER 23-24, 1974

The 211(d) grant (csd-2263) to the University of Wisconsin was made to strengthen specialized competency in Land Tenure and related Institutional Development in Less Developed Countries. More specifically, existing competency of the Land Tenure Center was to be strengthened through a worldwide program of technical assistance, research and training in land tenure, agrarian reform, and related institutional change in the less developed nations by providing secure, long-term support for:

1. expanded core program of key staff members engaged in original research, integration of findings of previous research, teaching and developing new curricula,
2. graduate students,
3. library acquisitions,
4. additional professional strength and competence in the area of land tenure and reform,
5. provision of necessary analytical foundations for resolution of land tenure problems,
6. expansion of present focus on Latin American land tenure problems to include Asia and Africa.

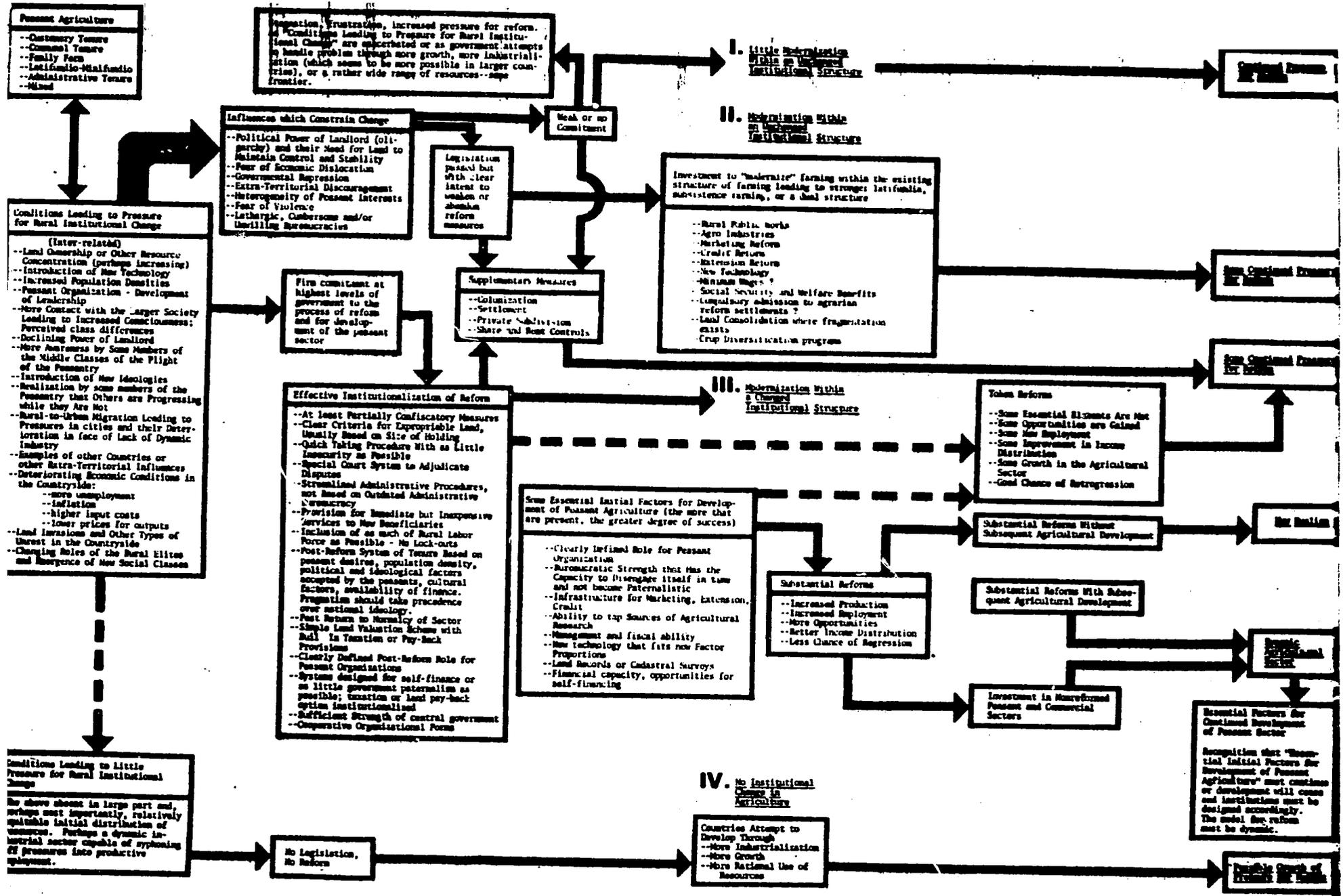
Preliminary analysis of relevant documents, and consultation with the Grantee, sponsoring office and others, have delineated selected issues that are critical elements within the framework of the review purpose. The agenda for the on-site review is based on these issues and the discussions that take place are expected to develop information and conclusions from which the review team can make recommendations relevant to:

1. AID review of its policies, priorities and focus vis-a-vis land tenure and related institutional development in less developed countries, and
2. AID decisions on expiration, phase-out or extension/revision of the grant.

Selected key issues for the agenda are:

1. It is not apparent that the various research activities (or any part of them) sponsored by the LTC add up to a research program in the subject matter. If they do, what is the conceptual framework and what are the parameters? If they do not, why not?

PATHS TO AGRICULTURAL DEVELOPMENT



Annual reports describe a considerable number of research projects within the general subject matter areas of the grant, and a large number of research and informational papers have been published. The latest available Annual Report (1972-73) specifies three general categories (or areas) as follows:

Area I: Tenure arrangements, systems of property and their broad effects.

Area II: Community organization, services, supplies and local controls.

Area III: Technology, employment and income distribution relationships.

Each individual research project has been classified within one of the above general areas for the first time in the 1972/73 Annual Report.

It is not clear from a review of the available materials whether or not a conceptualized research program with defined parameters is in place which deals with the subject matter in a holistic manner.

To establish (or improve) a "center of excellence" with a "strengthened program of research", it would appear that research activities must be built around a reasonably well-defined and concise program. Research projects should be formulated to a great extent on the basis of their potential contribution to that program. In this manner, the research results of various research activities become additive and contribute to a coherent body of generalizable knowledge which can serve to guide policy and program decisions of AID and for LDC's with relevant development problems.

The question becomes one of whether a 211(d) supported institution is expected to be:

(1) administering a core research program via support to a set of research projects that are conceptualized and implemented as a part of that core program, or

(2) administering a research fund which is allocated on a first-come, first-served (or other non-program) basis for those who come forward with interesting research proposals (and site opportunities) within the subject matter and geographical areas.

In the case of the LTC, the process by which policies and priorities are determined for research activities is not clear. Indications are that individual initiatives are catered to without much relationship to a central program purpose.* Consequently, much of the research results appear to be non-additive, and it is difficult to detect a core program concept.

*See attachment A as a recent example of an individual research activity for which AID approval for use of 211(d) funds was requested.

A further sub-issue deals with the extent to which LTC research activities contribute to analytical foundations for identifying and resolving tenure and related institutional problems in an integrated manner. To what extent has the methodological and analytical state-of-the-art been enhanced as the result of LTC research activities.

It would appear that such progress in this area would be an important indicator of success in strengthening the LTC, and there is limited evidence of such enhancement.*

It is recognized that the objective is not only to develop competence in a core program of research that serves the state-of-the-art, generalizable principles and generation of concepts applicable to a series of fact situations. The institution also must develop competence to carry out a service utilization function which includes (1) ad hoc descriptive research projects oriented toward fact-finding and criteria development for "operational" or "extension" type advice and information, and (2) direct support to development programs. A sub-issue involves the rationale for the balance achieved to date by the LTC.

2. It appears that the LTC has had doubtful success in utilizing the grant for creation of additional LTC professional strength and competence in the area of land tenure and reform for the purpose of improving analytical foundations and enriching quality of teaching. Has this been a critical limiting factor in terms of satisfactory utilization of 211(d) grant funds?

The grant contemplated utilization of funds for expansion of permanent, full-time professional core staff to provide greater analytical depth and broader coverage of relevant disciplines so necessary in an inter-disciplinary research field. A review of annual reports indicates that perhaps most of the salary support expenditures of the grant have been to faculty that were associated with the LTC prior to the inception of the grant.

For example, the various annual reports show the following percentages and months of salary support to LTC staff by fiscal year:

*The major attempt at integration of (pre-1970) research is the book edited by Dorner "Land Reform in Latin America: Issues and Cases", 1971.

Staff Members	Fiscal Year							
	1969/70		1970/71		1971/72		1972/73	
	%	MM	%	MM	%	MM	%	MM
Peter Dorner	70	N/A	70	8.40	50	6.0	68	8.0
Herman Felstehausen	50	"	50	6.00	50	6.0	50	6.0
Don Kanel	46	"	9	1.08	55	7.0	55	6.6
Ray Penn	0	"	0	0	20	2.5	20	2.4
William Thiesenhusen	100	"	75	9.00	50	6.0	90	11.0
Joe Thome	50	"	50	6.00	0	0	--	--
Carl Bogholt	15	"	15	1.80	25	3.0	25	3.0
Scott Eddie	0	"	50	6.00	N/A	1.0	--	--
Ann Seidman	0	"	50	6.00	100	12.0	--	--
David Stanfield	0	"	70	8.40	0	--	--	--
Marion Brown	50	"	--	--	--	--	N/A	1.5
Robert Frykenberg	0	"	--	--	--	--	N/A	1.5
David King	0	"	--	--	--	--	90	11.0

Source: LTC Annual Reports.

In order to have a basis for determining the extent to which greater analytical depth and broader discipline coverage has been achieved, it would be useful to the team to receive a listing of all tenured and non-tenured faculty associated with the LTC at present, when they first became associated in a significant manner, and their special fortes within the generally recognized academic disciplines. Further, a flow chart type of summary indicating those associated faculty who moved from ad hoc funding to grant funding to University funding would be helpful as an indicator of the commitment of the University of Wisconsin to the 211(d) grant concept of creating centers of excellence.

3. Although some recent improvement may exist, teaching and degree programs initiated under LTC auspices with grant support do not appear to move toward being institutionalized components of the regular University of Wisconsin academic programs. If this apparent situation is correctly stated, what have been the barriers to such institutionalization; if not correct, what are the specific indicators of satisfactory progress?

To deal objectively with this issue, the Review must deal initially with two fundamental aspects of the LTC:

a. The commitment of the University to the program of the Land Tenure Center and its relationship to Departmental academic programs. To what extent has the University of Wisconsin absorbed 211(d) grant-sponsored courses into its regular Departmental financial and academic structure? According to the grant document, the University of Wisconsin had been contributing about \$200,000 annually to the LTC from its own funds, in addition to in-kind contributions. Has this level been maintained, and what, if any, shifts have taken place in allocation? What is the philosophical and practical nature of the relationship between LTC programs and regular Departmental programs? Does that relationship lend itself to a process whereby the LTC, with its grant resources, initiates innovations in the teaching program; which then are evaluated, and, if considered successful, are absorbed into the regular Departmental academic programs, or does the LTC have an academic program of its own that is independent from Departmental programs, thereby requiring continuing LTC support?

The discussion of this issue should be in the context of not only individual courses initiated under LTC auspices, but also the experimental Ph.D. Program in Development. Is that program still experimental, and, if so, why?

b. The extent to which the academic program elements of LTC activities respond to the major U.S. goals for advanced training of LDC and U.S. development oriented professionals. If the basic goal is to implant the concept and methods of scientific inquiry, and to "indoctrinate" intellect to objectively identify and analyze development programs, identify and analyze probable consequences of alternative solutions, and evaluate consequences of selected courses of action, the make-up of a teaching program will be quite different than where the basic goal is to transfer factual information about experiences around the world in the subject matter. Obviously, a satisfactory teaching program will contain elements of both goals. The balance achieved by the LTC should be subject of inquiry in the discussion of this issue.

4. In terms of response capability to AID, LDC and other development agency needs in the subject matter, the LTC appears to be unable to satisfy the demand either in amount or type. To what extent are AID expectations consistent with the magnitude of the support it has been, and is, providing to the LTC? If there are discrepancies between AID (and LDC and other donor) expectations, and LTC ability and willingness to respond, how might these discrepancies be resolved?

One of the problems that has been central to the original 211(d) grant concept has been the difficulty on the part of the grantee to maintain "on-the-shelf" response availability (independently of the capability question) for carrying out a utilization function, and the restriction on using 211(d) funds to satisfactorily finance that "on-the-shelf" availability (e.g., to finance inventory) until a Bureau, Mission, other donor, or LDC calls for specific assistance where they are prepared to finance a specific block of time. The review should deal with this problem and recommend ways in which the discrepancy might be resolved, and maintenance assured of institutional capabilities now in place as the result of the 211(d) support received.

5. There are indications that the implicit parameters of LTC undertakings with respect to overall activities presently in place at the LTC do not completely coincide with AID, other donor and LDC felt needs in the subject matter. Is the discrepancy apparent or real; if real, what are some alternatives for resolution?

There are several specific elements related to this issue:

a. Does the research program cover those areas of major importance to AID? For example, to what extent can the LTC research program shed light on pros and cons of alternative systems of administration of subject-matter related development programs (e.g., centralized vs. decentralized administration)?

b. Is the LTC program addressing sufficiently the AID interest in improving the state-of-the-art in developing and applying more analytical and/or quantitative methods and techniques to the processes of scientific inquiry into problems and solutions relative to Land Tenure (and related institutional development), within the context of a sector approach to assistance to LDC's?

c. Do the training programs provided by the LTC adequately serve the range of capabilities that AID visualizes as necessary to serve the direct needs of U.S., foreign and multilateral development agencies, as well as the in-country needs of LDC's in their own efforts to improve initiative and accelerate progress? Does the range of such training at Wisconsin, when viewed in light of complementary and related social sciences training (in a development context), in other U.S. institutions adequately cover the needs as visualized by AID, or do shortfalls exist? If they do, how might they be covered? Here, the basic question is the extent to which LTC capability is being used by LDC's, not only in AID programs, but other donor and self-financed programs.

d. Is access to the extensive library collection of the LTC adequate to meet needs of LDC's and development institutions? If so, how can it be maintained and kept up-to-date?

e. To what extent has the LTC made progress in broadening and integrating its knowledge and response capability beyond Latin America?

f. What is the relationship between response capability and the extensive mailing list, large number of graduates and resulting de facto utilization network? What are the advantages and disadvantages to such an exclusive "following"? Does it stifle injection of new ideas and new approaches to land tenure and related development problems?

6. What is the perception of the LTC for an end-of-grant status? If the University of Wisconsin plans to submit a proposal for grant extension, what is purpose, need, relation to other AID-funded activities and AID future activity needs? How much of grant supported activities have been or will be assumed by the University, or be funded from other sources?

Attachment:

Ltr fr Karpat to Thiesenhusen
dtd 3/22/74

Fred L. Mann:9/4/74

University of Wisconsin

ATTACHMENT A

MADISON, WISCONSIN 53706

DEPARTMENT OF HISTORY
HUMANITIES BUILDING
NORTH PARK STREET

March 22, 1974

PHONE: 608-262-1000

Professor William C. Thiesenhusen
Land Tenure Center
310 King Hall

Dear Bill:

Pursuant to our talk last Friday in your office I am presenting you additional information on my project.

1. Outline of Project

The project is a study of rural migration and urbanization and is based on 950 open end interviews with rural migrants established in three "pecekondu" or transitional (squatter) settlements in Istanbul. The study covers three major aspects of the total process of migration and urbanization. First it deals with the "pull" and "push" factors of migration and with various personal characteristics of the migrants, such as age, sex, education, occupation, income, etc. Second, the study deals with the migrants' adaptation to urban conditions, both individually and collectively, and analyzes in depth the continuity of the rural culture in the city and its positive and negative effects upon the process of adaptation to an urban mode of existence. Special attention is given to migrants' political activities as means of adaptation to and participation in city life. Third, the study analyzes in depth the migrants' impact upon their original villages in terms of economic aid, investment, technical assistance, communication of a wide range of ideas, establishment of new achievement goals, etc. I believe that this last aspect of migration has not received sufficient attention and deserves full investigation.

2. The current status of the project

The basic interviews, surveys have been concluded and the first draft of the study has been written. Several people who have read this first draft were quite impressed with it and recommended its publication. The Cambridge University Press wanted to have a look at the manuscript despite the fact that it is not yet in its final form. It is with them now.

I would use the forthcoming summer (I am free because a seminar on urbanization in the third world I was to participate in did not materialize) to complete or revise the manuscript and bring it to a publishable level. The work planned for the summer consists of the following:

- a. Two or three weeks work in the migrants' villages to check further some data connected with the rate of rural population growth, income distribution as well as some other points. The original

survey was conducted by two different teams and one of the teams left rather obscure some of the points mentioned above. I must go there personally to check the data as I did in the case of migrants of other villages. (This part of the original study was based on observation method and selected interviews).

b. Bring up to date the events in the settlements in Istanbul occurring since the original interviews were conducted a few years ago.

∴ Revise, rewrite and expand the manuscript. This in fact will be my main task during the summer.

3. Financing

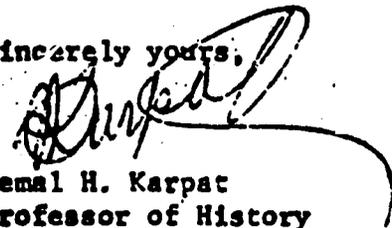
I am free to work on this project from June 15 to August 30. What I am asking in essence is salary support, plus a few incidentals. I am not asking for money to travel to Turkey since the cost of my ticket to the area will be met from another source. (I have to attend a conference and go to Cyprus and I can stay over). Essentially my budget consists of the following:

Two month salary calculated on the basis of academic year salary for 1973/74,	4,866.66
Cost of the transportation and various expenses associated with work in villages,	470.00
Payment for an assistant and materials,	<u>420.00</u>
	\$5,756.66

I feel that this project is very much within the scope of the activities of the LTC. Incidentally, I benefitted greatly from the work on migration undertaken by some members of the LTC (W. Flinn for instance) and other similar studies dealing with migration in Latin America. I happen to read Spanish, and even Portuguese, and followed closely some of the work done on migration, urbanization and demography in Latin America.

I hope you will give this application favorable consideration and help me conclude this

Sincerely yours,


Kemal H. Karpaz
Professor of History

Annex 4

Issue no. 1

Notes on Issues received September 16, 1974

Land Tenure Center Comprehensive Review.

- 1 - This issue will be discussed diagrammatically by the Director at the morning session on September 23, 1974. It must be emphasized that (2) (p. 2) is not the basis on which any of our funds are allocated. On the other hand, if a respected scholar asks for seed money to help him complete a project which fits into our conceptual framework and compliments our other work, his request is seriously considered for funding by our finance and/or executive committees.

Our files contain many requests not so honored because of their inapplicability.

- 2 - It would be difficult to cite another program on campus that has attracted so many professionals with so little seed money. Most of our staff is funded with non-211(d) funds. It seems to us that the purpose of a 211(d) grant is to provide seed money to keep faculty engaged in research in matters of rural development. A flow chart is attached which includes the materials requested on p. 4 of the issues paper.

On the other hand, if AID wishes us to continue our services, it will have to grant the LTC long-term, secure, and non-piecemeal funding to add to the basic core of tenured professors whose primary work is with the LTC. The State of Wisconsin cannot be expected to and will not perform international functions of this nature, especially in these days of state financial stringency, rising enrollments, and inflation.

The chart clearly shows that our program has reached all over the campus to assemble an interdisciplinary team, some of whom perform services for us entirely on university funds, some of whom move back and forth to and from 211 (d) funds, and some of whom maintain a fairly constant percentage of 211(d)-non-211(d) funding.

- 3 - The attached charts show courses institutionalized under the 211(d) program and that there has been an increase of 121 percent in LTC students during the grant period.
- a - The contribution of the University of Wisconsin to the LTC is unlikely to grow because of reasons explained earlier and remains at about \$200,000, including in-kind services.
 - All LTC faculty have departmental appointments and the departments or other grant funds pick up that percentage of salaries not shown in the first flow chart. All LTC faculty hired must be acceptable faculty members in their particular departments and personnel actions must be taken there.
 - It is often the case that LTC initiated courses are absorbed in departmental course offerings. The College of Agricultural and Life Sciences also has an interdisciplinary section of the timetable in which some courses are listed and cross listed. The LTC offers no courses under its own rubric.
 - The Ph.D. in Development currently has 19 students with 9 graduates (see relevant chart with percent increase per year and current jobs of graduates). All new degree programs at the University of Wisconsin spend about five years in "experimental status."
 - b - See attached chart for former LTC fellows and their current jobs as indicative of the balance in our teaching program.

- 4 - We have gone to 37 countries for AID, other U.S. agencies, and international agencies for technical assistance. We have never turned down an AID request for consulting in the five years. We have consulted on numerous occasions in the U.S. at the request of international organizations and AID. In addition 681 professionals have consulted in Madison with LTC personnel (see relevant attached charts) during the grant period.

- 5 -
- a - The work of the LTC corresponds directly to the spirit of Congressional Initiative of 1973.
 - b - The LTC is problem oriented and when the problem requires sophisticated analysis, it is given that type of analysis. Those who read only our Newsletter and not our other publication series may not realize this. Our Newsletter is designed for policy makers. The dichotomy between quantitative and qualitative is false. Good research usually requires both approaches and both are being used. LTC personnel have fed expertise and data into the sectoral models in a direct way in both El Salvador and Colombia. In fact, the only material on rural education in the Colombian sectoral model was provided by an LTC staff member.
 - c - This is a question that only AID can answer. All AID missions receive our research materials. We have mission contracts with the Philippines, Honduras, Colombia, Chile, and Ethiopia. A glance at our chart (referred to earlier) which shows current occupations of LTC fellows should help in answering this question.

AID, it would seem, needs an objective, arms-length research and training facility designed to cope with what in LDCs are likely to be the most important and sensitive areas in agricultural development in the next several decades.

Shortfalls exist because our budget does not permit us to do more research or train more people who should be working on these issues. Likewise our budget on "extension type" activities such as our library and publications program is severely constrained.
 - d - See addendum by Ms. Teresa Anderson, LTC librarian.
 - e - We have a mission contract in the Philippines, a training contract in Ethiopia, many publications on Asia and Africa, and our library is now acquiring material at about an equal rate from Latin America, Asia, and Africa. An annotated bibliography on agrarian reform in Asia and Africa is well under way. A book length manuscript on South Asia is ready for publication. Courses are now taught on the peasantry in South Asia, Southeast Asia, and Africa. We have served on consultative missions in the Asian and African countries as shown on the 3 X 4 matrix, as amended.
 - f - See Addendum by Dr. Jane Knowles, LTC editor.

- 6 - Our needs for continued financing are clearly spelled out in the budget in our proposal of 1973 in your briefing folders. We estimate this will cover about one-third of our needs over the next five years and the remainder will come from elsewhere. The baseline funding is indispensable to the continuation of our program.

Annex A.

Research at the University of Wisconsin's Land Tenure Center

A Partial Survey of Literature

William R. Cline
The Brookings Institution

The massive list of Land Tenure Center (LTC) publications defies comprehensive review in a brief survey such as the following. Therefore only a sample of LTC research is reported here, drawn primarily from the Reprints (articles published individually in professional journals and reprinted by the LTC) and Research Papers. In addition, the two most visible LTC products -- one book on Chilean land reform and another on land reform in Latin America generally -- are included. Dissertations are not included in the survey, although some of the research papers considered stem from students' dissertations. The works examined here represent LTC output relatively broadly, although the selection has been drawn up to include what would appear to be some of the more important research pieces of the Center.

An early LTC book by Thiesenhusen [29] reported the initial experience of Chile's agrarian reform on Church lands. An introductory chapter describes the background of Chilean agricultural structure, noting colonial origins and emphasizing the structural causes of stagnant performance. (The dynamic performance of output in other countries with similar structure, e.g. Brazil, is not mentioned, nor is there a treatment of the issue of frustration of agricultural supply by inconsistent price signals -- e.g. food price controls in the face of inflation). After relating the evolution of Church policy on land reform in Chile (and setting the record straight on various popular misconceptions), Thiesenhusen examines four cases: communal farming, individual parcels, a combination "meld" on three Church-land experiments; and a government colonization project.

The communal experiment occurred on a farm employing approximately 20 families on 182 hectares. Hence the details (friction with 4 families desiring individual plots, emergence of a former administrator as the individual giving orders, tripling of average family income, formation of an elaborate organization chart for the cooperative) are interesting but necessarily anecdotal and inadequate for forming implications for communal farming in a broader land reform. A larger farm (1,500 hectares) split into parcels affords a somewhat sounder basis for generalization.

Thiesenhusen notes the tendency to construct overly costly buildings associated with new parcels; the division of the approximately 100 workers into classes with larger and smaller plots; the rise in labor use; substantial rises in income (threefold) and yet an apparent incapacity to repay debt due to increased consumption. Unfortunately the analysis must be done without data on production changes. The "meld" experiment indicates a learning process by the land reform agency, which attempted to impose a transitional period of central management rather than pursue immediate parcelation. The farms involved totalled approximately 1,700 hectares. Procedural changes based on earlier experience also included the adoption of a cheaper system of giving irrigation access to individual parcels, and separating the construction costs from land costs to recipients. However, the reform experiment was in too early a phase to permit evaluation; once again production data were unavailable.

The report on the Church-land agrarian reform is an important documentation of an experience specifically intended by the Church to serve as a pilot case with broad implications for Chilean policy. However, it seems that the implications were inherently restricted by the smallness of the experiments. Moreover, it is surprising that in such an intentional

social experiment no careful records were kept to permit evaluation of such basic facts as output change.

²A second LTC book presents a compilation of several articles, some reprinted from other publications and others drawn up for the study. The volume, edited by Dorner [9], contains general or functional essays as well as case studies. In an initial chapter, Dorner [10] emphasizes that: (a) different institutions yield different economic outcomes; (b) increased attention to employment is necessary (and the conventional blessings on mechanization are questionable); (c) demand for foodstuffs may be stagnant due to inequitable income distribution. While point (c) appears somewhat outdated, the essay's emphasis on employment and income distribution was indicative of the new directions developing in development economics at the time of the article (1971).

The chapter by Dorner and Kanell [12] presents the economic case for land reform. The essay emphasizes the greater labor intensity of small farms as the essential basis for land reform in a context of the need for employment generation. It also presents data from various countries demonstrating that output per hectare is higher on smaller farms. The article does not go particularly far in establishing a theoretical basis for underutilization of land on larger farms; it does not, for example, build on the efforts of Sen, Chayanov, and others to explore the incentives for the use of family labor under dualism; nor are other influences (monopoly, land holding for asset purposes, etc.) thoroughly explored. (For a treatment of these and other influences see [5]). Nevertheless, the chapter provides a crucial link in the volume by making the case that land reform is not merely a matter of political

The case of Bolivia is presented in the Dorner volume by R. Clark [3]. This study describes the feudal conditions prior to reform and then relates the principal developments in the reform. An important aspect brought out in the study is that many farms were totally idled by political uncertainty, so that any production declines were more likely to have been due to this factor than to a decrease in efficiency associated with actual production on smaller parcels after fragmentation. The study is vague on output effects of the reform, despite its passing citations of other sources which indicate rising production indices (no doubt alternative sources reported declining production). The principal empirical content of the study concerns data on purchases versus bartering by typical peasant families before and after reform (also reported in [4]). The two main points made are that (a) peasant income trippled; and (b) there was a large growth in the share of market transactions in the peasant's consumption. It is not clear how the author was able in 1966 to obtain accurate information on the consumption patterns, and their division between market and barter, for peasants in 1952: questions asked to survey respondents would presumably tax their memories. Finally, the dominance of political violence and the mass participation in the Bolivian land reform emerge in the study. They explain one important phenomenon of the reform: early attempts to define "ideal sizes" for parcels at unrealistically high target income levels collapsed in the face of demands for equal treatment among the rural masses. That outcome was a fortunate result permitting integration of the whole rural population into the reform, a goal which has systematically eluded piecemeal reform based on "ideal farm size" rather than realistic resource availabilities.

Falstenhausen presents a summary of the Colombian case [13], where land reform has been quite limited and almost entirely restricted to the titling of existing occupants of government lands. The brief essay confines itself to a description of the limited reform efforts to date and a short section on Colombian agriculture generally. It does not include estimates of likely production and income distribution effects of a widespread land reform (which could be constructed, presumably, from census and other data), perhaps due to a judgement that such reform is highly unlikely.

The chapter on Chile by Thiesenhusen [27] refers to 1970 and hence to experience under Frei. Approximately 15% of the land was involved in the reform. The basic reform structure was the Assentamiento, a cooperative structure to exist during a transition period of three to five years prior to voting by the recipients as to whether parcelation or cooperative farming should finally result. Thiesenhusen notes the development of private plot assignation coexistent with a communal area on the assentamiento; however, he does not explore resource allocational distortions which subsequently appeared to result from the incentive to concentrate efforts on the small private plots (see Barraclough and Fernandez [1a]).

Thiesenhusen cites the problem of inadequate absorption of rural labor onto the reform units in view of their "carrying capacity"; he also notes the tendency to introduce labor saving machinery on the units. These problems would appear to be quite serious; the tendencies limit beneficiaries on the reform to a minority of rural workers (a pattern which continued through the Allende reforms, with a final pattern of only 18% of rural labor on 35% of Chile's land in the reform sector, according to [1a]). Thiesenhusen also notes the need to provide marketing

services to prevent the gains to workers through land reform from being appropriated by oligopsonistic market structures. The essay is a highly useful description of major developments in the Frei land reform, although it contains no comprehensive analysis of production effects.

Turning to individual LTC publications, a number deal with employment or technological change. A relatively early article by Dorner and Felstenhausen [11] deals with the need for agrarian reform to deal with the employment problem in Colombia. It presents data demonstrating the pattern of lower output per hectare on larger farms in various Latin American countries as well as India; it challenges the uncritical transference of economies of scale arguments from the U.S. context to the labor abundant context of Latin America, particularly condemning the emphasis on farm mechanization development efforts. The study recommends land reform to allocate land on the basis of its ability to employ labor; the introduction of special technologies for the small farm sector; increased access of the small farm sector to rural services; and increased credit specifically oriented towards small farms. The general thrust of the study is certainly sound. Its conclusions could perhaps have been strengthened, however, by the elaboration of computations showing probable employment and output effects from alternative types of land reform. Statistical tests indicating whether declining land use patterns (related to farm size) were due to declining land quality would also have strengthened the analysis.

Rosner [23] deals with the same topic of land reform and employment, but in the context of Latin America as a whole. This study, based on the author's dissertation, amounts to an extensive survey paper on the issue. As such it contains certain sections already outdated (for example, recitation of the structuralist views that equalizing income will reduce imports and increase labor use while saving capital — notions found empirically unjustified in [6] and subsequent studies). One of the more interesting sections deals with the existence of substitution between labor and capital in industry. Again, the method is reporting results of a variety of secondary sources; no production functions are estimated, no primary data are tested. The final section arrives at the conclusion that land reform is the necessary solution in view of the serious limitations of other possibilities for labor absorption. The study is an adequate survey, but it does not appear to contain basic contributions, theoretical formulations and hypothesis tests usually considered necessary for dissertation-quality research.

Considering the implications of the Green Revolution for Latin America, Thiesenhusen [32] has argued that in the absence of land reform the result of the new technology will be a deterioration in the already unequal income distribution. Potentially scale neutral, new varieties and fertilizer in practice go to large farms since the credit and technical assistance institutions are "usually designed to help the large-scale farmer." Compounding the distributional problem is labor's displacement from rapid mechanization in the hemisphere, stimulated by favorable exchange rates and cheap credit. Not only will small owners

fall behind, Thiesenhusen notes, but renters and sharecroppers will be displaced as landowners become more determined to avoid all claims against their appreciating land.

Thiesenhusen then cites the success of yield-raising varietal adoption in small farm areas of southern Brazil. He reports the favorable experience of credit agencies in Venezuela (CIARA) and Mexico (Puebla Project) in improving technology on small farm, post-reform sectors (noting that in the Venezuelan case credit has been refused to farmers unwilling to follow the proposed crop scheme with new varieties). The author concludes that it is quite possible to achieve production gains from small farmers if an appropriate technological package and credit are available, and that while similar gains may occur on large estates in the absence of land reform the resulting distributional effect will be seriously detrimental.

The essay represents a useful synthesis of secondary source information to address an important policy issue -- the distributional impact of the Green Revolution.

In another essay concentrating on employment in Latin America, Thiesenhusen [30] notes that several token land reforms have failed to achieve their potential for labor absorption. He cites Colombia in particular. Even in the Chilean case, the author notes the tendency of reform beneficiaries to become a closed group excluding other workers. The essay presents an overview of the employment problem, emphasizing the crucial role of population growth.

A second theme taken up by several of the LTC publications concerns the politics of land reform. McCoy [17] presents a particularly appealing

and convincing political analysis of the Chilean land reform. Rather than entering into myriad details of which party took which actions when, the author formulates basic hypotheses and then presents argumentation in their support. Noting the crucial role of agricultural stagnation in coalescing public opinion around the idea that reform was economically necessary, he postulates that poor agricultural performance will typically be necessary for political support of land reform. He also notes the small relative size of the agricultural sector in Chile, and convincingly infers that it is easier to mobilize political support for reform where the agricultural sector is no longer the crucial bulwark of the economy so that risks of interruption in its production may more acceptably be undertaken. The author also emphasizes the constructive role played by Marxist forces in Chile's congress in obtaining passage of the necessary land reform legislation; and notes the contrast of this behavior with the stereotype of Communist parties in Latin America as strictly negative and subservient to the U.S.S.R. A related point is the author's proposition that land reform is more likely to occur where the political structure is pluralistic. In support, he notes that Frei was driven to the left on the issue in order to compete with Allende in elections. The study includes a number of other useful observations: for example, inflation accelerates pressures for social reforms; the landlords themselves became split by promises that efficient properties would not be expropriated; the regime adopted a transitional period of cooperative operation of existing estates to minimize the danger of output declines. Overall, the study is highly useful and a successful attempt to draw principles from a land reform experience rather than recount

its unstructured details.

The study of the *Federación Campesina* by Power [21] relates political developments in Venezuela concerning the peasants' union and land reform. The study describes the "democratic revolution" of 1954-58, and the growth of the *Federación*. The study presents a series of tables with sociological characterizations of the peasant union members. The most interesting statistical content of the study is its correlation tests relating "output" of the system (basically government benefits) to measures of "inputs" including and excluding union pressure. Unfortunately the exact measures of the inputs as well as the outputs are not described; it is difficult to determine the validity of the measures (which, at first glance, would appear to be difficult to construct in a cardinal form). An overall theme of the study is that fusion of the *Federación* with political party activity was crucial to the success of the agrarian reform. Yet nowhere does the study clearly present a diagnosis of exactly what the reform (a) constituted, and (b) achieved. In particular, there is no treatment of the common charge that land reform in Venezuela was really quite limited and carried a price tag afforded only by virtue of oil wealth.

Flinn and Camacho [14] deal with a more restricted issue, the determinants of voter participation. Their subject is an urban slum surrounding in Bogota, Colombia. After performing statistical tests relating voter participation to a variety of indicators, using data collected in a sample undertaken by the authors, the study finds that the Church plays a crucial role in social stability, and confirms the notion that the slum is a transitional buffer of happiness for rural migrants rather than a repository of despair for longtime urban poor. Contrary

to findings frequently obtained in developed countries, they find no significant relationships of voter participation to income level, skill, age, or urban origin. This study represents an attractive sociological study in that it formulates and statistically tests concise hypotheses. It is, admittedly, somewhat more peripheral to land tenure than are most LTC studies.

A final study in the category of political aspects of land reform is that by Thiesenhusen [31]. Focusing on land invasions by Mapuche Indians in the south of Chile, the study is somewhat more specialized than its title implies. The study presents a useful summary of the historical origins of Indian claims to land in this region, and an interesting report on the sequence of land invasion, partial expulsion, and eventual land expropriation and turnover. Methodologically it is akin to [29], in that it is a micro study involving a sample of a quite small universe; while the episode contains its intrinsic interest, it is difficult to see what broad policy implications may be drawn from it.

Several other LTC studies address a variety of issues related to land reform. A particularly useful study is that by Domike and Shearer [6],¹ surveying Latin American experience in financing land reform. The study found a wide variability in land reform costs, ranging from practically no cost per family in Bolivia to \$2,000 per family in Peru, \$5,000 (and even up to \$20,000) per family in Venezuela. Financing sources were found to be primarily from government budgets; compensation to owners has generally been through the use of bonds. Budgetary outlays for land reform have been less than 1% of the budget in Colombia and Venezuela.

1. Unlike the other studies surveyed here, this study was executed outside the LTC framework.

The authors advocate the use of new sources for financing; the shifting of more budgetary resources to this purpose, use of the banking system, repayments by beneficiaries, land taxation, and foreign assistance. They also dispute the popular notion that compensation costs (for land, buildings, machinery) are a major portion of land reform costs; their information indicated that only 9% to 15% of total land reform expenses were for compensation. However, this conclusion appears to be based on annual cash flow expenditures. If present values of future bond obligations were included, it seems likely that the conventional view would be reestablished; compensation is likely to constitute a large portion of costs. The study clearly represents an important document for land reform planners.

A study on land taxation is contained in Davis [17], and with some modifications is combined with a similar study in a joint article by Sazama and Davis [24]. The study by Davis takes advantage of the fact that some counties in Colombia reappraised property values while others did not, to assess the impact of land tax on land use. The author finds that two similar counties with much higher assessment rates in one showed practically no difference in land use patterns. The study also cites the very low rural tax rate, noting that land taxation is only 0.4% of GNP. The question immediately arises as to whether absence of impact on land use is attributable to inherent ineffectiveness of the land tax, or rather to the fact that the rate is so low that even appropriate property assessment fails to make it onerous enough to affect production decisions. The study presents particularly interesting data indicating that in practice the land tax is regressive, since the ratio of assessed to market value

accounted for in part by the more frequent turnover of the former in the land market. The author also identifies the poor utilization of land tax revenues; a very small portion is spent on education, and a large fraction goes to bureaucrats' salaries.

In terms of theory, the Davis study considers only one principal aspect of a land tax's effect: by placing a burden on the producer and lowering his income it may make him work harder. In the joint article with Sazama, the theoretical position is pushed to the assertion that land tax has little effect on production because it falls on a fixed factor, land, and essentially cuts into rent without changing land use incentives. While this proposition may apply in other contexts, in the Latin American situation where large farms combine large land inputs with limited labor and capital inputs, the argument is unsatisfactory. With varying factor combinations across farm size, a tax on one input - land - will have the effect of forcing the abundant users of that input to economize and to raise the amounts of other factors combined with it. Thus, the land tax should encourage greater utilization of land through greater applications of labor and capital on existing large estates. Empirically, the Sazama-Davis study adds additional cases to the information on Colombia from the original Davis study. In Chile, a variety of "performance" indicators fail to show strong relationships to the land tax burden over time, despite a substantial rise in tax rates after 1962 and despite interview material suggesting farmers do take land tax into account in their decisions. Finally, one county in Brazil is found to resemble its neighbor in land utilization although its land tax rate was seven times as high.

The evidence presented by Sazama and Davis support the contention that, as practiced in Latin America, land taxation has been a poor instrument

in all cases considered, the basic rate was minimal, and it was usually applied to a nominal value radically eroded by inflation. The more fundamental issue is whether more effective land taxation would be politically feasible; the authors maintain that where this would be the case, the situation would also be ripe for land reform.

Another issue treated in a Center publication is economic integration. Quiros [22] relates the experience of Central America with agricultural integration. This study documents the region's opening of agriculture to freer trade, followed by restrictive measures once imports from one partner threatened home producers in others (the case of rice from El Salvador imported into Costa Rica and Nicaragua). The study makes the interesting point that import substitution industrialization was more successful in the food processing industries than in other industries because of the possibility of obtaining raw materials within the region. While quite valuable as a survey of the region's experience the study could have contained important technical additions, especially estimates of the welfare effects of integration in the agricultural sector (using the methodology of trade-creation and trade-diversion computations).

Farm credit is another topic treated in LTC publications. Nisbet [19] describes the experience of Chile with supervised credit. The essay reports the growth of specific credit programs: INDAP and CORA, for example. It notes the differing tactics of the agencies, citing the low ratio of clients to technicians (25) in CORA as an indication of that agency's effectiveness and commitment to working closely with clients. The practice of extending credit "in kind" alone is noted and criticized as providing insufficient flexibility for the

of total farm credit constituted by programs of supervised credit for small farms (5% in 1965). The author does not address certain issues: for example, no data are given relating the distribution of credit to the distribution of output. Yet a basic question is whether smaller farmers have access to credit in proportion to their production. Similarly, there is no analysis of the productivity of credit when allocated to small farms as opposed to large farms. The study concludes that supervised credit alone can do little to alter the conditions of farmers in the low income sector. The basis for this conclusion remains obscure although the conclusion itself might be correct. In particular, one reason for limited results with the instrument would surely be its very small contribution relative to total credit; more aggressive use might generate more impressive results.

Migration is treated in an article by Miracle and Barry [18] Based on a reasoned argumentation and wide citations, the study argues against the notion that migration is detrimental to development (a curious proposition in the first place). The authors emphasize that migration effects depend on the different circumstances of migration. Where leavers stay away a long time and miss the harvest, damage is done; where they return for the harvest (or "peak season" generally), migration can be beneficial by supplementing local income and technological acquaintance with income earned and skills learned elsewhere.

The study curiously omits what would appear to be some fundamental economic aspects of migration. For example, permanent migration should always be beneficial to the economy so long as the marginal product of labor in the recipient area exceeds that in the source area. One could in fact quantify the contribution of migration to national product by

applying migration flows to measures of difference in marginal product.

The study also contains certain statements requiring illumination.

For example, it is stated that the effect of out migration on output per capita is indeterminate. Yet in the surplus labor model and even in a well behaved neoclassical model outmigration must raise the percapita output of those staying behind. Finally, though no fault of the authors', the article is clearly pre-Todaro, and the same study written today would have to take cognizance of the risk-unemployment wage differential mechanism explaining rural-urban migration proposed by Todaro and discussed in subsequent literature.

Finally, the LTC literature contains studies examining how land reform is implemented in practice. In addition to the case studies reported above, an article by Thiesenhusen [28] considers the "gradual turnover" option as a fruitful possibility in land reform. To avoid disruption in production, land would be placed in cooperative use over a transitional phase rather than immediately placed into parcels. This recommendation is set in contrast to the "rapid and drastic" strategy normally favored. The study recounts the difficulties with cooperative organization experienced in Las Pataguas, one of the reform farms on the Church land. It cites the more favorable experience on another of the Church projects (San Dionisio) where management was retained by the administering agency rather than immediately turned over to workers. The problem of policy inference from the small universe emerges once again; however, it is noteworthy that in actual implementation of the subsequent Frei and Allende reforms the strategy of transitional central administration was in fact adopted.

As a final example of LTC literature, the study by Horton [15]

deserves attention. This study relates the experience of Peru in recent land reform, drawing upon field investigation of 27 new reform enterprises. The study is essentially descriptive (and there is much to describe the relative success of large cooperative farms in coastal sugar farms but unpopularity of cooperativization in the highlands where use of individual plots was traditional; the ambitious plans of the government to redistribute 9 million hectares to 340,000 beneficiaries by 1976; etc.) Unfortunately the study is unable to clarify the impact of the reform on production, holding that all production data are quite unreliable. Overall, the author has compiled an extremely useful report on the Peruvian land reform, despite certain questionable analytical elements (in particular, the frequent unsubstantiated remark that the existence of economies of scale required the choice of large reform enterprises rather than parcelization; production function estimates for Brazil and elsewhere do not show such returns to scale $\sqrt{5}$).

The various studies reviewed above may be generally characterized as heavily oriented towards descriptive reports of land reform experience, with relatively little statistical testing of hypotheses formed on the basis of theory. While these reports are essential, it would appear useful to shift the center of gravity of LTC research more in the direction of quantitative analysis, especially as rich data bases (such as those being developed in the Chile and Colombia panel surveys) become available.

1. It is possible that some of the literature not reviewed here, e.g. items by Rask and Buse, are more quantitatively oriented.

REFERENCES

- 1 Bardhan, P. and Srinivasan, T. "Cropsharing Tenancy in Agriculture: A Theoretical and Empirical Analysis," American Economic Review, 51 (1) March 1971, pp. 48-64.
- 1a. Barraclough, S. and J. Fernandez. Diagnostico de la Reforma Agraria Chilena (Mexico: Siglo Veintiuno Editores, 1974).
- 2 Cheung, S. "Private Property Rights and Sharecropping," Journal of Political Economy, 76 (6), Nov./Dec. 1968, pp. 1107-22.
- 3 Clark, R. "Agrarian Reform: Bolivia," in [9], pp. 129-164.
- 4 Clark, R. "Land Reform and Peasant Market Participation on the Northern Highlands of Bolivia," Land Economics, 44, May 1968. Land Tenure Center Reprint No. 42.
- 5 Cline, W. Economic Consequences of a Land Reform in Brazil (Amsterdam: North-Holland Publishing Co., 1970).
- 6 Cline, W. Potential Effects of Income Redistribution on Economic Growth: Latin American Cases (New York: Praeger Publishers, Inc., 1972).
- 7 Davis, L. "Economics of the Property Tax in Rural Areas of Colombia," Land Tenure Center Research Paper No. 25 (Madison, Wisconsin: mimeog., 1967).
- 8 Domike, A. and E. Shearer. "Studies on Financing Agrarian Reform in Latin America," Land Tenure Center Research Paper No. 56 (Madison, Wisconsin: mimeog., 1973).
- 9 Dorner, P., ed. Land Reform in Latin America: Issues and Cases (Madison, Wisconsin: Land Tenure Center, 1971).
- 10 Dorner, P. "Needed Redirections in Economic Analysis for Agricultural Development Policy," in [9], pp. 5-19.
- 11 Dorner, P. and H. Felstehausen. "Agrarian Reform and Employment: The Colombian Case," International Labour Review, 102 (3), September 1970. Land Tenure Center Reprint No. 66.
- 12 Dorner, P. and Kanel, D. "The Economic Case for Land Reform: Employment, Income Distribution, and Productivity," in [9], pp. 41-56.
- 13 Felstehausen, H. "Agrarian Reform: Colombia," in [9], pp. 167-183.
- 14 Flinn, W. and A. Camacho. "The Correlates of Voter Participation in a Shantytown Barrio in Bogota, Colombia," Inter-American Economic Affairs, 22 (4), Spring 1969. Land Tenure Center Reprint No. 58.

- 15 Horton, D. "Land Reform and Reform Enterprises in Peru," (Washington, D.C.: mimeog., 1974).
- 16 Land Tenure Center, University of Wisconsin. The Land Tenure Center Annual Report: 1972-1973 (Madison, Wisconsin: Land Tenure Center, 1973).
- 17 McCoy, T. "The Politics of Structural Change in Latin America: The Case of Agrarian Reform in Chile," Land Tenure Center Research Paper No. 37 (Madison, Wisconsin: mimeog., 1969).
- 18 Miracle, M. and S. Berry. "Migrant Labour and Economic Development," Oxford Economic Papers, 22 (1), March 1970. Land Tenure Center Reprint No. 77
- 19 Nisbet, C. "Supervised Credit Programs for Small Farmers in Chile," Inter-American Economic Affairs, 21 (2), Autumn 1967. Land Tenure Center Reprint No. 29.
- 20 Parsons, K. "Institutional Aspects of Agricultural Development Policy," Journal of Farm Economics, 48 (5), December 1966. Land Tenure Center Reprint No. 28.
- 21 Powell, J. "The Role of the Federacion Campesina in the Venezuelan Agrarian Reform Process," Land Tenure Center Research Paper No. 26 (Madison, Wisconsin: mimeog., 1967).
- 22 Quiros Guardia, R. "Agricultural Development and the Central American Common Market," Land Tenure Center Research Paper No. 50 (Madison, Wisconsin: mimeog., 1973).
- 23 Rosner, M. "The Problem of Employment Creation and the Role of the Agricultural Sector in Latin America," Land Tenure Center Research Paper No. 57 (Madison, Wisconsin: mimeog., 1974).
- 24 Sazama, G. and H. Davis. "Land Taxation and Land Reform," Economic Development and Cultural Change, 21 (4), Part I, July 1973. Land Tenure Center Reprint No. 114.
- 25 Scandizzo, P. "Resistance to Innovation and Economic Dependence in Northeastern Brazil," I.B.R.D., Development Research Center, 1974, mimeog.
- 26 Stanfield, J. "Methodological Notes on Evaluating the Impact of Agrarian Reform in Chile's Central Valley," (Santiago, Chile: mimeog., 1973).
- 27 Thiesenhusen, W. "Agrarian Reform: Chile," in [9], pp. 105-125.
- 28 Thiesenhusen, W. "Chilean Agrarian Reform: the Possibility of Gradualistic Turnover of Land," Inter-American Economic Affairs, 20 (1), Summer 1966. Land Tenure Center Reprint No. 23.

- 29 Thiesenhusen, W. Chile's Experiments in Agrarian Reform (Madison: Univ. of Wisconsin Press, 1966).
- 30 Thiesenhusen, W. "Employment and Latin American Development," in [?], pp. 59-76
- 31 Thiesenhusen, W. "Grassroots Economic Pressures in Chile: An Enigma for Development Planners," Economic Development and Cultural Change, 16 (1968). Land Tenure Center Reprint No. 44.
- 32 Thiesenhusen, W. "Green Revolution in Latin America: Income Effects, Policy Decisions," Monthly Labor Review, March 1972. Land Tenure Center Reprint No. 83.

FINNEX 6

UNITED STATES GOVERNMENT

Memorandum

TO : Jerome French, TA/DA

DATE: November 26, 1974

FROM : Ron Tinnermeier, TA/DA *RT*

SUBJECT: LTC Airgram Responses

Telegrams responding to your airgram requesting information on LTC activities have been received from 43 countries (L.A. 16; Africa 10; Asia 11; and Middle East-N. Africa 6). Their responses will be summarized by question. Some important country responses (i.e. Colombia, Philippines) have not yet arrived.

1. Nature of relationship with LTC; usefulness; strength and weaknesses

	<u>Formal Contact with LTC:</u>			
	<u>None</u>	<u>Some</u>	<u>Considerable</u>	<u>No Info</u>
Latin America	8	3	4	1
Asia	6	5		
Middle East-N.Africa	2	1	1	2
Africa	7	3		

All missions appear to have reported only formal contacts (contracts, studies, etc.) and not informal, (direct or written) contacts. The accuracy of the responses are also dependent upon the "memory capabilities" of the missions over time. These limitations suggest care in using the numbers. The LTC probably has more accurate figures on country contacts (formal and informal).

Those missions reporting "some" or "considerable" contact spoke favorably of the LTC's involvement. Many spoke of LTC publications, their usefulness, and distribution to host country individuals and agencies. Panama and Uruguay strongly supported continuance but had no direct contacts with the Center.

Few missions responded directly to the strength and weaknesses of the LTC, but the following opinions surfaced:



Strengths:

Foremost authority on land reform and tenure especially in Latin America.

Great ability to do tenure and other institutional studies.

Quality work.

Well-prepared students.

Publications and library.

Weaknesses:

Emphasis on Latin America. Little work in other areas.

Limited help in operational aspects of reforms & institutional changes.

Little publicity on graduate program and LTC consulting capabilities.

2. Future land reform activities; outside help needed.

Nine (9) missions placed high priority on land reform activities over the coming five years, seventeen (17) expected some activity, and the rest (16) said none expected or situation unclear. Due to sensitivities, few missions felt outside help on the reforms would be requested by host governments. However, many implied the LTC could be called upon to carry out studies and to review programs and legislation.

3. Extent to which LTC might be used

Eighteen missions did not expect LTC involvement, sixteen thought possibly the LTC could be used, and six missions expected future LTC assistance (two missions were uncertain about LTC help). Concern over outside involvement in such a sensitive area appeared to be a common feeling for many missions.

4. Research topics which LTC should cover

A number of general topics were mentioned by the missions who responded to this question. (16 did not respond to the question):

- | | |
|---|-----------------------------------|
| - Small farmer access to increased production (credit & other inputs) | 12 responses (multiple responses) |
| - Alternative farmer organization forms of production | 10 |
| - Land use practice & policies | 8 |
| - Impacts of land tenure | 8 |

- Resettlement, colonization	5
- Rural Development	4
- Land tax policies	2
- Religion and tenure, legal statutes for loan collateral, coop wage setting mechanisms, land reform textbook	1 each

5. LTC's graduate education program

The majority of the responses (30) indicated they were unfamiliar with the program or made no comment. Of those who responded, six missions viewed the program as very useful and of high quality, five felt usefulness limited, and three took no stand but indicated interest in the program. The only suggestions made were that more problem solving was needed in the training, less Latin American orientation, and more mid-service career type of training (as done in Ethiopia).

6. Alternative sources of assistance in land the reform area

FAO, IICA, and the UNDP were the only alternative sources mentioned. The University of Puerto Rico was mentioned by one mission as a possibility. In general, the LTC appears to be recognized as one of the main if not, the only authority on land tenure and reform.

AIRGRAM RESPONSES - LTC INVOLVEMENT

Summary

	Contact			LR in next 5 yrs.				LTC Involvement			
	None	Some	A lot	Yes	Some	No	Unclear	Yes	Possible	No	Unclear
<u>LA</u>											
Mexico	X				X					X	
Peru	X			X						X	
Chile			X			X			X		
Jamaica	X				X						X
Panama	X				X			X			
Paraguay	X					X				X	
Dom. Republic		X		X					X		
Nicaragua		X		X				X			
Guyana	X				X				X		
Ecuador	X				X					X	
Uruguay	X				X				X		
Argentina	NA				X					X	
Bolivia			X				X		X		
Brazil			X		X				X		
Guatemala			X		X			X			
El Salvador		X			X				X		
<u>ASIA</u>											
Sri Lanka		X		X				NA			
Afghanistan	X						X			X	
Taiwan (Formosa)	X						X		X		
Indonesia	X						X		X		
Laos	X						X			X	
Vietnam	X						X			X	
Nepal	X						X		X		
Pakistan		X			X				X		
Korea		X					X			X	
India		X			X					X	
Bangladesh		X					X				X
<u>MIDDLE EAST - NORTH AFRICA</u>											
Turkey		X			X			X			
Ethiopia			X	X				X			
Morocco	NA			X						X	
Sudan	NA						X			X	
Yemen	X				X				X		
Tunisia	X				X					X	
<u>Central & S. Africa</u>											
Ivory Coast	X				X					X	
Swaziland, & Botswana, Lesotho		X			X			X			
Liberia	X			X					X		
Senegal	X					X			X		

AIRGRAM RESPONSES - LTC INVOLVEMENT

Summary (Cont.)

LR in
next 5 yrs.

LTC Involvement

Central &
S. Africa
(cont.)

Ghana
Tanzania
Zaire
Gabon
Nigeria
Kenya

	None	Some	A lot	Yes	Some	No	Unclear	Yes	Possible	No	Unclear
Ghana	X					X			X		
Tanzania	X			X						X	
Zaire	X			NA					X		
Gabon	X					X				X	
Nigeria		X				X				X	
Kenya		X		X						X	

Activity	Zero funding	Drastic Funding Cut	Current Dollars (an inflation adjustment included)	Current Dollars (plus 10-15%)
EDUCATION AND TRAINING CAPABILITIES Ph.D. in Development Teaching and Advising Ethiopian Training Program Informal Seminars On-Site Seminars	Would continue at reduced level. Would continue, but with inevitable erosion of concern with nondomestic issues. Research funding is possible for domestically oriented students and this will pull professors into domestic research. Current course offerings on African problems would shrink. Would end because of lack of funding for faculty member who supervises training. Might continue on ad hoc basis if visitors to UW willing to make presentations. Impossible without 100% outside funds.	Would continue with fewer students admitted. Would continue, but with some erosion of concern with nondomestic issues. African course offerings would be badly affected. Would end unless additional funds could be found to support faculty member who supervises training. Would continue, but at a reduced level. Impossible without substantial outside funds.	Would continue, but no expansion possible. Would continue at present level. Would continue at whatever level USAID/Ethiopia will support. Would continue at present level. Impossible without some outside funds, as in the planned group farming meeting and the projected 1976 land tenure conference.	Would continue with a modest increase in the number of students admitted. Would continue at present level with an effort made to expand course offerings by UW faculty not now associated with LTC. Would continue at whatever level USAID/Ethiopia will support. Would continue at present level with an effort to arrange more presentations which share a common theme. More easily arranged with some outside funding, especially the 1976 conference (also see below under PROGRAM LINKAGES AND NETWORKS).

Armed 7 - LTC activities at UW, as to projected funding levels.

Activity	Zero Funding	Drastic Funding Cut	Current Dollars (an inflation adjustment included)	Current Dollars (plus 10-15%)
EXTENDING KNOWLEDGE AND ESTABLISHING RESEARCH CAPABILITIES <u>Research In Progress</u> Chile Colombia Japan Bolivia Peru Variety of theses Current faculty research	Would continue to completion, but publication and dissemination of results (esp. to LDCs) cannot be projected. The accounting function would have to move to another campus unit and the LTC would tend to lose control.	Same as Zero Funding.	Would continue to completion. Publication and dissemination (esp. to LDCs) at our best level.	Same.
<u>Research Projections</u> Group Farming Southeast Asia Peru New theses New faculty research	Future cannot be projected. Cannot be accurately projected, but considerable shift to domestic issues likely.	Same. Cannot be accurately projected, but some considerable shift to domestic issues likely.	Can be expected to continue to completion with publication and dissemination (esp. to LDCs) at our best level. Can be expected to be similar to past efforts.	There would be a few more projects begun. There would be a few more projects begun.

Activity	Zero Funding	Drastic Funding Cut	Current Dollars (an inflation adjustment included)	Current Dollars (plus 10-15%)
ADVISORY CAPACITY				
<u>Long-Term</u>				
Philippines } Honduras } New Requests	Would continue to completion, though various funding options would effect availability of US back-up support (like accounting and dissemination of research results).			
New Requests	Positive response very difficult.	Positive response difficult.	Positive response likely if request is for our areas of expertise.	Positive response highly likely if request is for our areas of expertise.
<u>Short-Term</u>				
AID Missions } AID Washington } Foreign Governments } UN Agencies } IICA-CIRA } CIMMYT } IDRB } IADB } New Requests	Positive response very difficult; over time, staffing capacity for such assignments would erode. In any case, library and other backup services to advisory missions would be minimal.	Positive response difficult. Will depend somewhat on UN administration.	Positive response if at all possible.	Much higher response capacity.

October 16, 1974

Activity	Zero Funding	Drastic Funding Cut	Current Dollars (inflation adjustment included)	Current Dollars (plus 10-15%)
INFORMATION SYSTEM Library	<p>Existing collection would be merged with other holdings, diminishing its accessibility. Many non-book materials would be discarded; No specialized reference or bibliographic services could be provided.</p>	<p>Existing collection would be maintained; acquisitions sharply cut; only 1 professional staff member would remain; almost no specialized services could be offered; no bibliographical publications possible.</p>	<p>Existing collection would be maintained with some reduction in acquisitions; 1 professional staff member would remain with minimal semi-professional assistance; minimum specialized services would continue; no new bibliographical publications except more infrequent Accessions Lists.</p>	<p>Existing collection, level of acquisitions staff, specialized services, and output of bibliographical publications would continue.</p>
Publications	<p>All series would cease to be issued; distribution of existing materials would end.</p>	<p>Sharp reduction in output; discontinuance of one series of publications in addition to bibliographies; end free distribution, at least in the U.S.</p>	<p>Some reduction in output, especially of Research Papers and book-length manuscripts. Free distribution within the U.S. would probably end.</p>	<p>No reduction in output. Continue worldwide free distribution.</p>

Activity	Zero Funding	Drastic Funding Cut	Current Dollars (an inflation adjustment included)	Current Dollars (plus 10-15%)
PROGRAM LINKAGES AND NETWORKS	Scheduled to be complete during current grant period.			
Agricultural Development Council (group farming conference)	Scheduled to be complete during current grant period.			
Centro de Investigaciones Multidisciplinarias en Desarrollo Rural	No good working relationship could be established. Paper agreements that don't come to fruition.	Some working relationships possible.	Good working relationships could be established.	Some cooperative research possible.
Fundación para el Desarrollo de la Región Centro Occidental de Venezuela	No good working relationship could be established. Paper agreements that don't come to fruition.	Some working relationships possible.	Good working relationships could be established.	Some cooperative research possible.
Kyoto University	Formal linkage is with UW, so will continue regardless of funding option, but research emphasis may well shift more to domestic concerns. (This work is not funded out of the 211d grant.)			
Regional Technical Aids Center (Translations and distribution of films in Latin America)	Would end.	Would shrink as LTC output diminished.	Would continue at level of LTC output.	Would continue at present level.

October 16, 1974

Activity	Zero Funding	Drastic Funding Cut	Current Dollars (an Inflation adjustment included)	Current Dollars (plus 10-15%)
PROGRAM LINKAGES AND NETWORKS (cont.)				
US Foundations Inter-American Development Bank Midwest Universities Consortium for International Activities Private Research and Development Corporations World Bank Group AID Country Missions AID/Washington Organization of American States Inter-American Institute of Agricultural Sciences, San José Crop Diversification Program, FAO/Turrialba University of Chile (Institute of Economics) Institute for Research and Training in Agrarian Reform, Chile Institute for Agrarian Reform and Training, Sri Lanka Universidad Tecnológica, Monterrey National School of Agriculture, Chapingo, Mexico Institute for Agrarian Reform, Honduras University of Honduras	Formal, institutional linkages would end. New individual linkages would come only from personal efforts and some on-going contractual arrangements.	Formal, institutional linkages would shrink.	Formal, institutional linkages might diminish slightly.	Linkages would continue present level.